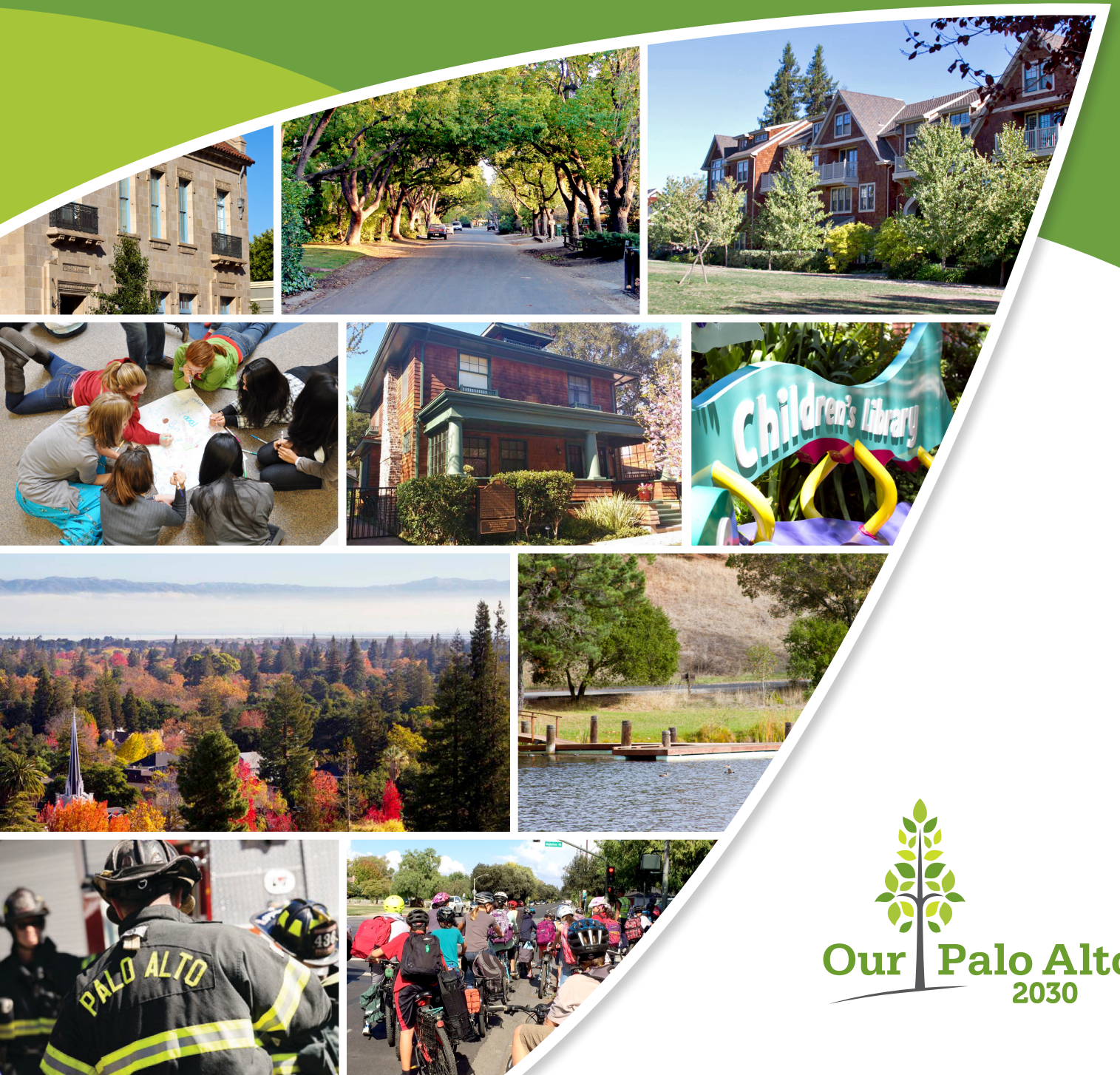


# CITY OF PALO ALTO COMPREHENSIVE PLAN 2030




# How to Use this PDF

In addition to the standard table of contents and Index, this PDF offers users two ways to navigate within the Comp Plan document when downloaded and viewed in Adobe Acrobat or Adobe Reader.

Internal **hyperlinks** are denoted with a burgundy underline. One click will take you to the referenced Element, Map, or Figure. To go **back** to the original text, you can:

- Hold the “Alt” key and then press the “Left Arrow” key to return to where you were previously in the document; OR
- Go to the menu bar and click on “View”. Move the mouse cursor over “Page Navigation.” Click on “Previous View.” OR
- Right click on the Toolbar, Move the mouse cursor over “Show Page Navigation Tools,” and click on “Previous View.” A back arrow button will be added to the Toolbar.

You can access **bookmarks** on the leftmost sidebar by clicking the bookmark icon.  Each Chapter title and section heading is bookmarked; opening the bookmark window will show you an outline of the Chapter and section titles in the entire document. Clicking on the heading will take you to that section.

**Ctrl + F** in most PDF viewers and browsers will open a Find dialog box and enable you to search for specific terms.

**Note:** these instructions apply to the PDF when it has been downloaded and opened in Adobe Reader or Adobe Acrobat software. These functionalities may differ if you are viewing the PDF online in a web browser such as Chrome, Internet Explorer, Firefox, or Safari, or if you are viewing the downloaded PDF in non-Adobe software. Each browser has different ways of displaying PDF documents. The hyperlinks described below should work, but will not display as underlined.





# CITY OF PALO ALTO COMPREHENSIVE PLAN

*Adopted by the Palo Alto City Council November 13, 2017*







# TABLE OF CONTENTS

1.	INTRODUCTION .....	1
2.	LAND USE AND COMMUNITY DESIGN .....	11
3.	TRANSPORTATION.....	55
4.	NATURAL ENVIRONMENT.....	99
5.	SAFETY.....	133
6.	COMMUNITY SERVICES AND FACILITIES .....	159
7.	BUSINESS AND ECONOMICS .....	187
8.	GOVERNANCE.....	201
	IMPLEMENTATION.....	211
	ACKNOWLEDGEMENTS .....	271
	GLOSSARY .....	275
	INDEX.....	333
	HOUSING ELEMENT.....	H-1

Maps

Map L-1 Palo Alto Aerial View .....13

Map L-2 Sphere of Influence, Urban Service Area, and Stanford  
University Lands .....15

Map L-3 City Structure.....21

Map L-4 Community Design Features .....22

Map L-5 Historic Resources.....25

Map L-6 Comprehensive Plan Land Use Designations.....29

Map T-1 Regional Transit Connections in Palo Alto .....59

Map T-2 Palo Alto Local Transit Connections .....60

Map T-3 Bikeways in Palo Alto .....63

Map T-4 Existing Pedestrian Facilities .....65

Map T-5 Roadway Network.....67

Map T-6 Monitored Intersections .....69

Map N-1 Natural Systems.....101

Map N-2 Vegetation and Habitat Types .....102

Map N-3 Creeks and Watersheds.....104

Map N-4 Area Where Natural Creek Setback Applies.....105

Map N-5 Existing Noise Contours.....107

Map N-6 Future Noise Contours .....108

Map S-1 Fire and Police Stations .....135

Map S-2 Earthquakes and Faults.....136

Map S-3 Liquefaction Risk .....137

Map S-4 Geotechnical Hazards .....138

Map S-5 FEMA Flood Zones.....139

Map S-6 Sea Level Rise .....140

Map S-7 Dam Inundation .....141

Map S-8 Wildfire Hazard Zones .....142

Map S-9 Hazardous Materials Sites.....144

Map C-1 Parks, Recreational Facilities and Public Conservation Land .....165

Map C-2 Palo Alto Unified School District Schools.....173



### *Figures*

Figure B-1	City Employment Distribution .....	189
Figure B-2	Sales and Use Tax Revenue Received by the City by Geographical Area, Year Ending December 2015 .....	190
Figure B-3	Sales Tax Over Time .....	191
Figure B-4	Revenues Over Time .....	193
Figure B-5	Revenues and Expenses Over Time.....	193
Figure G-1	City of Palo Alto Organizational Chart.....	206

### *Tables*

Table 1	State-Mandated and Palo Alto Comprehensive Plan Elements.....	6
Table L-1	Community Metrics.....	38
Table T-1	Signalized Intersection LOS Definitions Based on Average Delay.....	71
Table N-1	Land Use Compatibility for Community Noise Environment .....	126
Table C-1	Palo Alto Parks and Recreation Facilities.....	161
Table C-2	Palo Alto Libraries.....	167
Table G-1	City Boards and Commissions .....	203









CITY OF PALO ALTO  
[www.cityofpaloalto.org](http://www.cityofpaloalto.org)

# INTRODUCTION

# 1

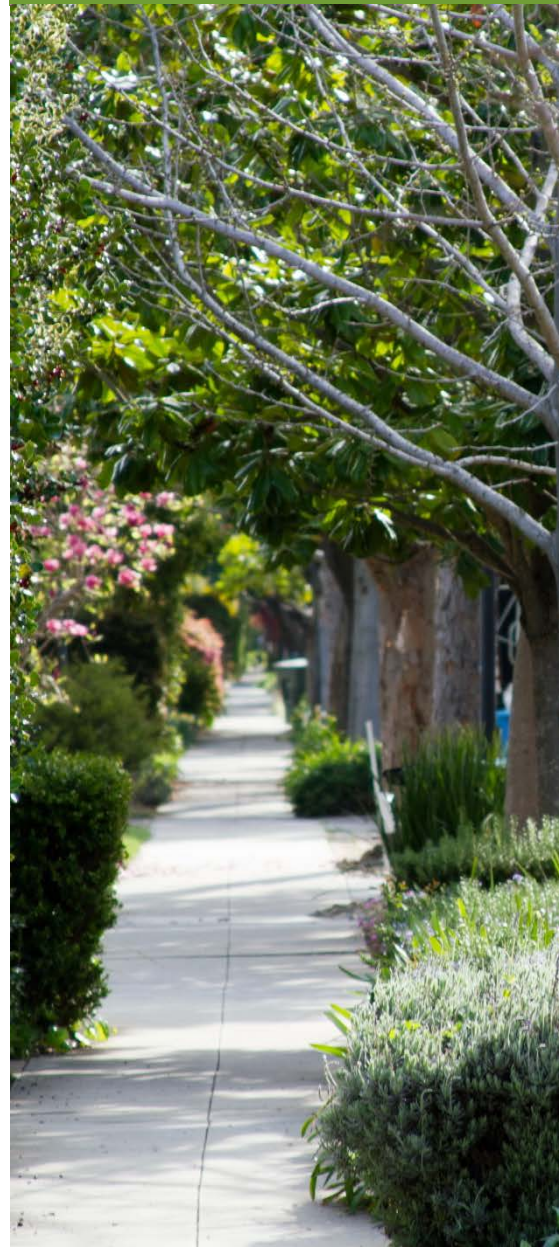
**VISION:** *Each of us has a vision of what Palo Alto should be like in the future. Although our visions are different, they share common qualities. We aspire to create a safe, beautiful City for ourselves, our children and future generations. We envision a City with diverse housing opportunities and a sustainable transportation network, where the natural environment is protected, where excellent services are provided and where citizens have a say in government. We aspire to create a City that is economically healthy and a good place to do business.*

*The Palo Alto Comprehensive Plan strives to build a coherent vision of the City's future from the input of a diverse population. It integrates the aspirations of the City's residents, businesses, neighborhoods and officials into a bold strategy for managing change.*

*The Comprehensive Plan is the primary tool for guiding the future development of the City. On a daily basis the City is faced with tough choices about growth, housing, transportation, neighborhood improvement and service delivery. A Comprehensive Plan provides a guide for making these choices by describing long-term goals for the City's future as well as policies to guide day-to-day decisions.*

## PURPOSE OF THE COMPREHENSIVE PLAN

The Palo Alto Comprehensive Plan contains the City's official policies on land use and community design, transportation, housing, natural environment, safety, business and economics and community services. Its policies apply to both public and private properties. Its focus is on the physical form of the city.



The Plan is used by the City Council and the Planning and Transportation Commission to evaluate land use changes and to make funding and budget decisions. It is used by City staff to regulate building and development and to make recommendations on projects. It is used by citizens and neighborhood groups to understand the City's long-range plans and proposals for different geographic areas. The Plan provides the basis for the City's development regulations and the foundation for its capital improvements program.

The Comprehensive Plan is a legal document and must meet specific State requirements for content. State law establishes the topics that must be addressed and the maps and diagrams the Plan must contain. The Plan must be comprehensive, long-range and internally consistent. Its policies apply to all property within Palo Alto's "sphere of influence," a boundary that includes all land within the City limit, the Stanford University campus and other property in unincorporated Santa Clara County. Although the County is not obligated to comply with the Plan in the unincorporated area, mutual cooperation provides benefits to the City, County and University. The 1985 Land Use Policy Agreement between the City, the County and University outlines this cooperation.

## MAJOR THEMES OF THE COMPREHENSIVE PLAN

The Palo Alto Comprehensive Plan has eight major themes, summarized here.

### BUILDING COMMUNITY AND NEIGHBORHOODS

Palo Alto's diverse, livable neighborhoods are the building blocks of the community. Public facilities, schools, libraries, parks, arts and community centers and small businesses, and cultural, environmental, social service and neighborhood associations are essential components of neighborhood life and help build the bridge between neighborhoods and the wider community. The City is committed to building upon the strengths of its neighborhoods, keeping them safe and attractive, maintaining a distinct identity for each and delivering top-quality community services that meet the needs of and benefit all residents.

### MAINTAINING AND ENHANCING COMMUNITY CHARACTER

The community treasures the special qualities of the city, including its historic buildings, pedestrian scale, high-quality architecture, thriving urban forest and beautiful streets and parks. Maintaining the physical qualities of the city is an overarching consideration, incorporated in all parts of the Plan. The Land Use and





Community Design Element includes specific provisions to maintain Palo Alto's best features in residential neighborhoods, commercial centers, and employment districts, and enhance and improve those areas where these features are lacking. Future land use decisions will encourage sustainable development, preserve neighborhoods, foster inviting pedestrian-scale commercial centers and distinct employment districts, and focus infill within the Urban Service Area.

### REDUCING RELIANCE ON THE AUTOMOBILE

The Plan provides new policies and specific actions for reducing traffic congestion and auto emissions by facilitating an increase in pedestrian, bicycle and transit use and encouraging evolving technologies like electric vehicles. In the future, a greater emphasis will be placed on improving the City's multi-modal transit connections. Expanded Caltrain service, bus service, shuttles and pedestrian and bicycle facilities are envisioned. In coordination with other transportation demand management initiatives, the Plan provides parking-related policies and parking management strategies that optimize use of existing spaces. Caltrain grade separations will be prioritized to improve east-west connections for automobiles, transit, pedestrians and bicyclists, and to reduce traffic congestion, improve safety and reduce noise impacts. The City will strive to create a development pattern where people can walk, bicycle or take public transit rather than drive and will work collaboratively to find regional solutions that reduce single-occupant vehicle trips.



### MEETING HOUSING SUPPLY CHALLENGES

Palo Alto is perceived as a built-out city and has a substantially higher number of jobs than residents. This imbalance has contributed to skyrocketing housing costs, affecting long-time and new residents and creating concern about Palo Alto's future diversity. Providing a mix of housing types is a community priority and this Plan seeks to increase the supply of housing that is affordable. The Plan also safeguards existing single family neighborhoods, encourages smaller units such as studios and cottages, sets the stage for redevelopment where higher densities are allowed in appropriate locations and includes new policies to ensure that the remaining housing sites are used efficiently. The Housing Element is updated more frequently than the rest of this Plan and must respond to very specific State requirements.

### PROTECTING AND SUSTAINING THE NATURAL ENVIRONMENT

With most of the baylands and foothills already protected as permanent open space, the Comprehensive Plan's focus turns inward to the fragile ecosystems within



developed portions of the City. The natural infrastructure, which includes a network of trees, open spaces, parks and other green spaces, and the connections between them, will provide access to nature. The City's urban forest, which benefits humans, plants, animals, and microorganisms, will be promoted throughout the city. The Plan fosters energy and water conservation, healthy soils, and a sustainable water supply. During the life of this Plan, climate change is expected to affect Palo Alto's physical infrastructure and natural ecology. To minimize these impacts, and to protect the natural environment, Palo Alto will maintain a holistic approach to managing its creek corridors, habitat areas and green infrastructure, which have been a source of civic pride. Implementation of the climate change adaptation strategies identified in the Plan will ensure that Palo Alto meets today's needs without compromising the needs of future generations.

#### KEEPING PALO ALTO PREPARED

Like every community, Palo Alto is subject to the unpredictability of future natural and human-caused hazards. Particularly in the face of climate change, the Plan implements a range of adaptive improvements that will ensure the City's natural and built infrastructure are resilient. The Plan also reinforces the City's commitment to preparing for emergencies, raising awareness of risks and minimizing the impacts of these hazards to Palo Alto residents and visitors alike. The framework in the Plan complements the City's existing disaster preparedness strategies and balances a complex series of safety-related factors through the adoption of best practices and technological innovations, as well as through coordination with relevant organizations. The City believes that safety begins internally, and the Plan affirms education, awareness and action at the neighborhood level.

#### MEETING RESIDENTIAL AND COMMERCIAL NEEDS

Palo Alto is well known as a desirable residential community and as a City with a dynamic, vital business community. Meeting the needs of all facets of the community is a major theme of the Plan. The Plan establishes the physical boundaries of residential and commercial areas and ensures that business and housing remain compatible and interdependent. It encourages a thriving business community that provides services to local residents and revenue to the City while also working to protect neighborhoods and the environment. It encourages commercial enterprise, but not at the expense of the city's residential neighborhoods. The City is committed to retaining existing businesses, maintaining

vibrant commercial areas, and attracting innovative small and independent businesses.

### PROVIDING RESPONSIVE GOVERNANCE AND REGIONAL LEADERSHIP

The Plan emphasizes the City's commitment to strong community participation. It encourages collaboration among citizens, businesses, neighborhood associations, service organizations and local officials. It acknowledges Palo Alto's role as an effective participant in addressing planning issues and initiatives at a regional scale.

## USE AND ORGANIZATION OF THE PLAN

Palo Alto's Comprehensive Plan is to be used by all members of the community, as well as any other person or organization interested in the future of the city. The hundreds of citizens and officials who have participated in the preparation of the Plan hope you will find it useful, clear and easy to understand.

A key concept in each Element of the Plan is the idea of a Vision for Palo Alto—a shared dream of Palo Alto in the future. The long-term aspirational thinking embodied in each vision statement was the foundation of the development of the Plan.

State law requires that local plans contain seven mandatory sections, or "elements." The State provides considerable flexibility in how these elements are organized. Table 1 shows the State-mandated elements and their counterparts in the Palo Alto Comprehensive Plan. The Comprehensive Plan addresses all the topics required by State law but, as permitted by the law, has tailored the organization of the topics to the Palo Alto context.

Palo Alto's Plan utilizes the flexibility allowed by state law to include local goals and issues in a number of ways. The scope of the Land Use Element has been broadened to address community design. The Natural Environment Element incorporates open space, conservation, energy, climate change and noise. The Safety Element encompasses both natural and human-caused threats to public safety. The Plan also includes a Business and Economics Element and a Community Services and Facilities Element. Although these two elements address topics that are not required by State law, the issues they address are fundamental to the future quality of life in Palo Alto. Once adopted, the optional elements have the same legal status as the mandatory elements. No single element or subject supersedes any other.

TABLE 1 STATE-MANDATED AND PALO ALTO COMPREHENSIVE PLAN ELEMENTS*	
State-Mandated Element	Palo Alto Comprehensive Plan Element
➤ Land Use	➤ Land Use & Community Design
➤ Circulation	➤ Transportation
➤ Housing	➤ Housing (adopted 2015)
➤ Open Space	
➤ Conservation	➤ Natural Environment
➤ Noise	
➤ Safety	➤ Safety
Optional Elements	
	➤ Business & Economics
	➤ Community Services & Facilities

\* This table shows the Elements of the Comprehensive Plan; other components that are not Elements are described below.

The Elements of the Plan share a common format and use similar terms and references. Each Element contains background information on specific subjects to make the Comprehensive Plan more useful as a reference document and to provide the technical basis for its policies and programs. Each Element contains maps that provide current information about the City, or graphic illustrations of the City's policies for specific geographic and topical areas, as well as sidebars to highlight major themes and concepts.

Each Element includes goals, policies and programs that are the essence of the Plan and provide a framework to guide decisions on a wide range of issues. The meaning of goals, policies and programs is described below.

- **A Goal** is a general end towards which the City will direct effort.
- **A Policy** is a specific statement of principle or of guiding actions that implies clear commitment. A general direction that a governmental agency sets to follow, in order to meet its goals and objectives before undertaking an action program.



- **A Program** is an action, activity, or strategy carried out in response to an adopted policy to achieve a specific goal or objective. Programs require resources—primarily time and money—to complete. This is a long-range plan and the City intends to implement these programs over time. The Planning and Transportation Commission and City Council will conduct regular reviews of the Implementation chapter to prioritize programs for implementation.

## OTHER COMPONENTS OF THE PLAN

The **Land Use Designations Map** is probably the most familiar part of the Plan and identifies land use designations for each property in the city. The type of development allowed within each designation shown on the Map is described in the Land Use and Community Design Element.

The Plan includes a **Governance Chapter** intended to provide guidance to citizens and community groups participating in City decision-making. The Governance Chapter is a vehicle for implementation rather than a Plan element and is, therefore, not subject to the State requirements for consistency and comprehensiveness. It is background information, not policy direction.

The Plan also includes an **Implementation Chapter** that identifies specific actions to be taken to carry out the Plan. For each action, the priority, anticipated level of effort, and responsible agency or department is identified. Like Governance, the Implementation Chapter is not a Plan Element, but is intended as a description of the steps to be taken in order to achieve the Plan's goals.

In the **Appendix** is the Housing Element Technical Document, which contains detailed information on the City's housing programs.

A **Glossary** and **Index** are provided for reference.

Although not a component of this Plan, an **Environmental Impact Report** (EIR) has been prepared for this Plan and is contained in a separate document. The EIR evaluates the effects of the Plan's policies and programs on Palo Alto's environment. It identifies where more detailed environmental analysis may be required as specific projects are proposed in the future.



## HOW THE COMPREHENSIVE PLAN WAS DEVELOPED

The Comprehensive Plan (Our Palo Alto 2030) is the product of a multi-year effort that involved hundreds of Palo Alto residents and other interested parties. As a city that experiences acute development pressures associated with its location in the heart of Silicon Valley, issues such as traffic congestion, housing affordability and environmental protection are important to its residents, and contribute to strong interest in the Comprehensive Plan Update process.

Palo Alto recognized the need to update the Plan in 2006 and began the process in earnest in 2008, when a consultant was retained to work with staff and the City's Planning and Transportation Commission (PTC). The 2015-2023 Housing Element was created and adopted through a separate process to meet State legal deadlines. The first phase of the process focused on Concept Area Plans for two parts of Palo Alto most likely to change over the next 10 to 15 years: the California Avenue area, including the Fry's Electronics site; and the East Meadow Circle/Fabian Way area. City staff reached out to key stakeholders, interest groups, residents, neighborhood organizations, business representatives, home owners' associations, school district representatives and other interested parties who desired to be involved in the update process. The ideas developed through this process were ultimately folded in to the policies, programs, and land use designations of the Comprehensive Plan.

The PTC's review of the Comprehensive Plan continued from 2010 to 2013 and was provided to the City Council in early 2014. The PTC focused on organizational changes to delete redundancies and make the text more accessible and user friendly, emphasizing the existing Comprehensive Plan themes, ensuring they were represented throughout document, as well as increasing the emphasis on environmental sustainability issues.

After considering the PTC's work product, in early 2014, the City Council adopted a schedule and strategy for "reframing" the long-running update to include expanded community engagement and a full evaluation of alternatives, cumulative impacts and mitigation strategies. A Leadership Group of local citizens formed in 2014 to advise City staff on community engagement portion of the planning process. The Group met monthly between late 2014 and mid-2015 and was a key resource in planning engagement activities.

At the May 30, 2015 Summit, the City hosted a gathering of over 350 community members that included presentations, informational booths and small group discussions. Participants brainstormed approaches for managing growth, improving the jobs-housing balance, preserving ground-floor retail, providing a diversity of housing types, encouraging transportation innovations and reimagining the future of the City's major transit corridors.

Following the Summit, the Council appointed the Citizens Advisory Committee (CAC) made up of 22 community members, plus 3 non-voting members representing Stanford University, the Palo Alto Unified School District (PAUSD) and the PTC. On a monthly basis over almost two years, from July 2015 to May 2017, the full CAC held 23 public meetings, and CAC subcommittees held 29 public meetings, to advise the Council on incorporating PTC input and other changes to the existing Comprehensive Plan policies and programs. At these meetings, the CAC considered public comment and discussed critical issues to arrive at their recommendations regarding the policies and programs for each of the Plan's seven Elements or to propose policy options for Council consideration.



Over the course of 2016 and 2017, the Council reviewed and provided direction on the draft Elements forwarded by the CAC. The PTC reviewed a complete draft Plan in summer and fall 2017, and the Council considered and incorporated PTC input at final adoption hearings in late 2017. The Comp Plan was adopted on November 13, 2017.

## IMPLEMENTING THE PLAN

Long-range planning in Palo Alto does not end with the adoption of this document. It is important to continue the steps necessary to bring forth the vision of the Plan. As such, decisions about development projects, capital improvements, subdivision maps, specific plans, area plans and other plans and policies affecting land use, transportation and the physical environment will be reviewed to evaluate consistency with the Plan, thus advancing its vision and policy framework. The Plan is intended to be a living document, to grow and evolve as local conditions change. In fact, the Palo Alto Municipal Code requires the PTC to review the Comprehensive Plan annually and recommend to the City Council any modifications that it considers necessary. Additionally, the City Council may change the prioritization of programs through the regular five-year review cycle of the Implementation Plan.

It may, at times, be necessary to amend the Plan. While some amendments change the land use designation of a particular property, any part of the Plan may be amended as circumstances change. Amendments may be initiated by property owners, the PTC, the City Council or City staff. All amendments require public hearings by the PTC and City Council and evaluation of the potential impacts to Palo Alto's physical environment, in accordance with the California Environmental Quality Act (CEQA).

Only through continuing to use, evaluate and amend the Plan on a regular basis can Palo Alto reach towards the vision sought by all the dedicated people who contributed to the development of the Plan.

# LAND USE AND COMMUNITY DESIGN

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

## INTRODUCTION

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

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

# 2





providing more specialized guidance focused on particular topics, such as transportation or conservation.

## CONNECTIONS TO OTHER ELEMENTS

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

## PLANNING CONTEXT

### NATURAL ENVIRONMENT

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

Preserving the city's attractive and valuable natural features is important for a number of reasons. Ecologically, these areas provide key habitat for wildlife, create a buffer from developed areas and act as a natural filtration system for storm water runoff. For the community, they represent an important facet of the look



and feel of Palo Alto, contributing to a sense of place both through direct public access to natural areas and the views that establish Palo Alto's local scenic routes.





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



## REGIONAL PLANNING

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

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

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



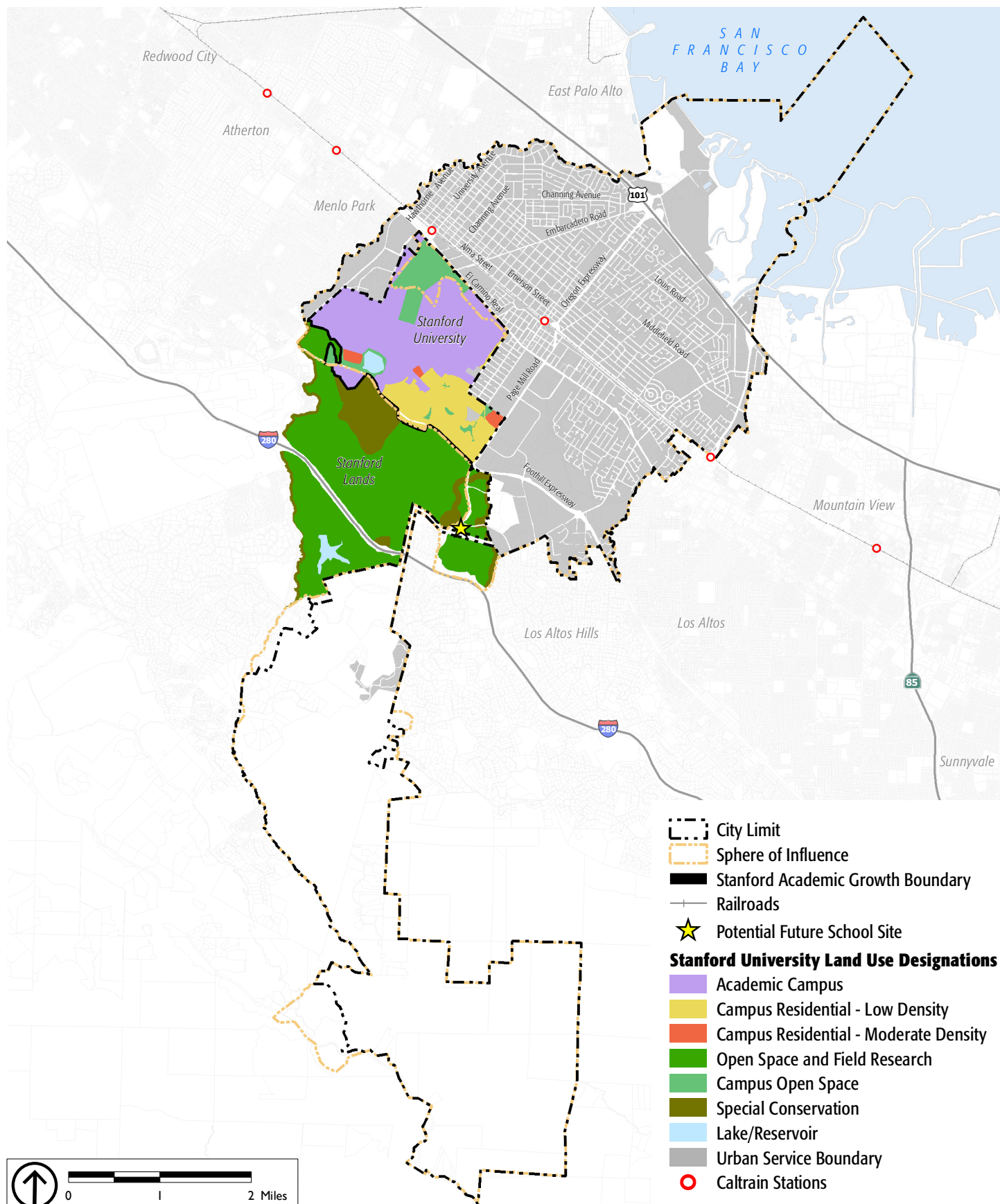
## CITY EVOLUTION

### EARLY HISTORY

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

Francisquito Creek. Preservation of these resources is a high priority for the City and essential to defining the character of the community.

# PALO ALTO COMPREHENSIVE PLAN LAND USE



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

## CITY DEVELOPMENT

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

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

## COMPACT DEVELOPMENT

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

## SUSTAINABILITY AND RESILIENCE

Palo Alto is regarded as a leader in sustainability, having adopted its first Climate Action Plan in 2007 and continuing through the



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

In addition to efficiency and conservation, the City sees an adequate housing supply as a fundamental component of a sustainable and equitable community. As of the adoption of this Comprehensive Plan, renting or owning a home in Palo Alto is prohibitively expensive for many. The housing affordability crisis in Palo Alto and in the Bay Area more broadly has a number of negative consequences, including diminished socioeconomic diversity and increased traffic congestion as local workers commute from distant places where housing is cheaper. In response, this Element lays out a multi-faceted strategy to both preserve existing housing and create new housing in a variety of types and sizes. Most new housing is anticipated to be multi-family housing on redeveloped infill sites near housing. These policies and programs work hand-in-hand with Housing Element programs and focus change along transit corridors, while preserving the character of established single-family neighborhoods.

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

## CITY STRUCTURE

### COMPONENTS

The city is composed of unique neighborhoods and distinct but connected commercial centers and employment districts. Understanding how these different components of the city structure support one another and connect to the region can help inform land use planning. By reflecting the existing structure in its policies, Palo Alto will ensure that it remains a community that





encourages social contact and public life and also maintains quality urban design.

## RESIDENTIAL NEIGHBORHOODS

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

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

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

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

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

## COMMERCIAL CENTERS

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

- **Regional Centers** include University Avenue/Downtown and Stanford Shopping Center. These areas are commercial activity hubs of citywide and regional significance, with a mix of shopping, offices and some housing.

Downtown is characterized by two- and three-story buildings with ground floor shops. Downtown Palo Alto is widely recognized for its mix of culture, architecture and atmosphere of innovation, which make it a uniquely special place. Trees, benches, outdoor seating areas, sidewalks, plazas and other amenities make the streets pedestrian-friendly. Transit is highly accessible and frequent. Downtown plays a key role in concentrating housing, employment, shopping and entertainment near each other and regional rail and other transit, exemplifying and supporting citywide sustainability and resiliency. However, a recent cycle of economic growth has brought increased pressure for additional office space in Downtown Palo Alto. In recent years, the demand has become so strong that other important uses that contribute to Downtown's vitality, such as storefront retail, are at risk of being pushed out. This Element includes policies and programs to preserve ground floor-retail uses Downtown and sustain its role as a gathering place. Programs are also included to convert some unused development potential from commercial to residential potential in the future.



Stanford Shopping Center has evolved from its original auto-oriented design into a premier open-air pedestrian environment known for extensive landscaped areas surrounded by retail and dining.

- **Multi-Neighborhood Centers**, including California Avenue, Town and Country Village and South El Camino Real, are retail districts that serve more than one neighborhood with a diverse mix of uses including retail, office and residential. They feature one- to three-story buildings with storefront windows and outdoor seating areas that create a pedestrian-friendly atmosphere.

These centers also contain retail uses clustered around plazas and parks that provide public gathering spaces. They can be linked to other city Centers via transit.

- **Neighborhood Centers**, such as Charleston Shopping Center, Edgewood Plaza and Midtown Shopping Center, are small retail areas drawing customers from the immediately surrounding area. These centers are often anchored by a grocery or drug store and may include a variety of smaller retail shops and offices oriented toward the everyday needs of local residents. Adjacent streets provide walking, biking and transit connections.

## EMPLOYMENT DISTRICTS

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

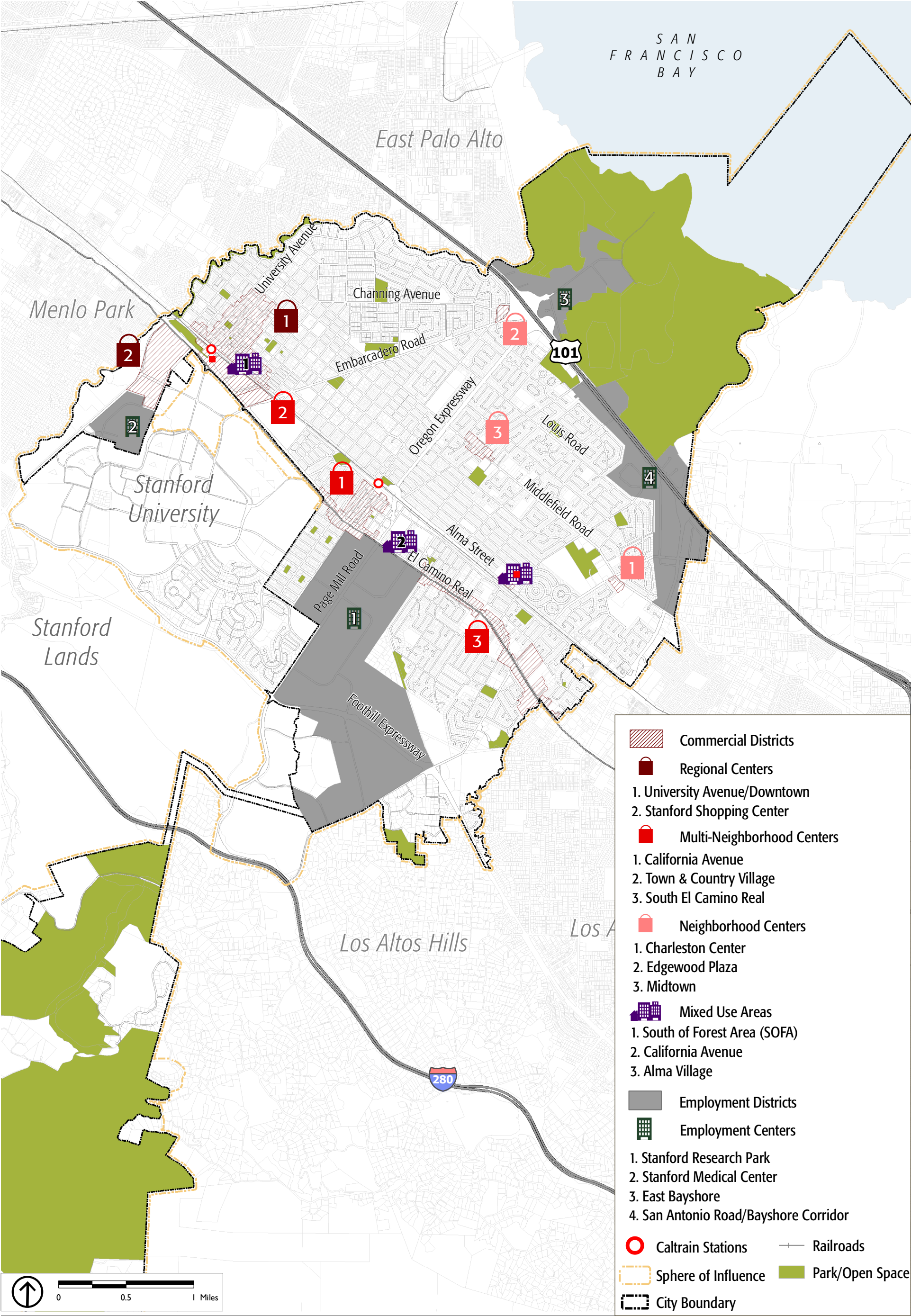
## GROWTH MANAGEMENT

The pace of non-residential growth and development in Palo Alto has been moderated by a citywide cap on non-residential development first adopted by the City Council in 1989. This Plan



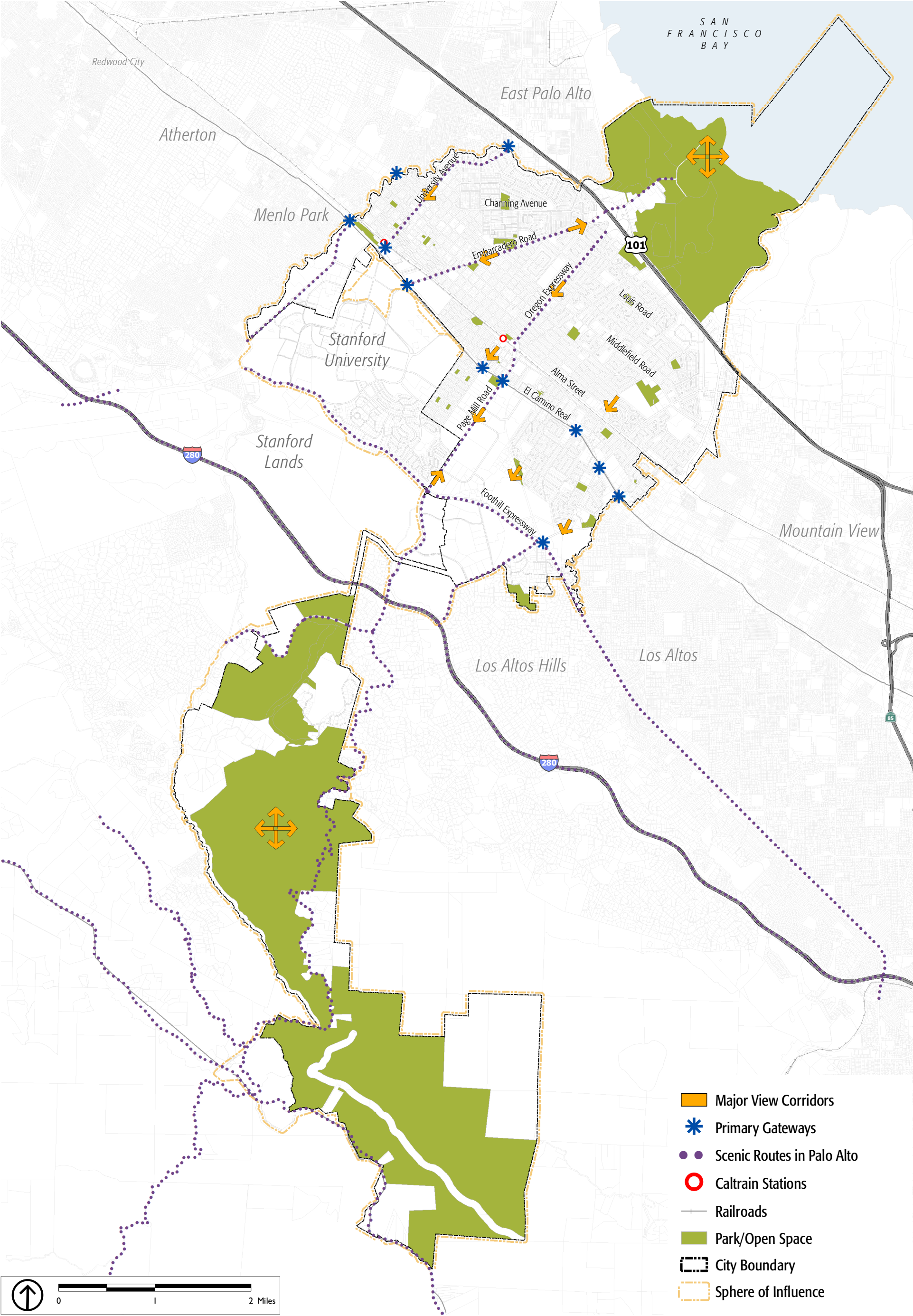
presents an updated cumulative growth management and monitoring system as approved by the voters in the *Palo Alto Reduced Office/R&D development Cap Initiative*. This system moderates the overall amount of new office/R&D development to enhance Palo Alto's livability.

This updated approach uses 2015 as the baseline from which to monitor new development and establishes a cumulative, citywide cap on office/R&D uses, including conversions of existing square footage to office/R&D space.



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





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



## URBAN DESIGN

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

### BUILDINGS

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

### HISTORIC RESOURCES

Palo Alto has a rich stock of historic structures and places that are important to the city's heritage and preserving and reusing these historic resources contributes to the livability of Palo Alto. The City's Historic Inventory lists approximately 400 buildings of historical merit, with more than a dozen buildings on the National Register of Historic Places, as well as three historic districts (Green Gables, Greenmeadow and Professorville) and one architectural district (Ramona Street). Map L-5 illustrates historic resources in Palo Alto.



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

## PUBLIC SPACES, STREETS AND PARKING

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

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

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



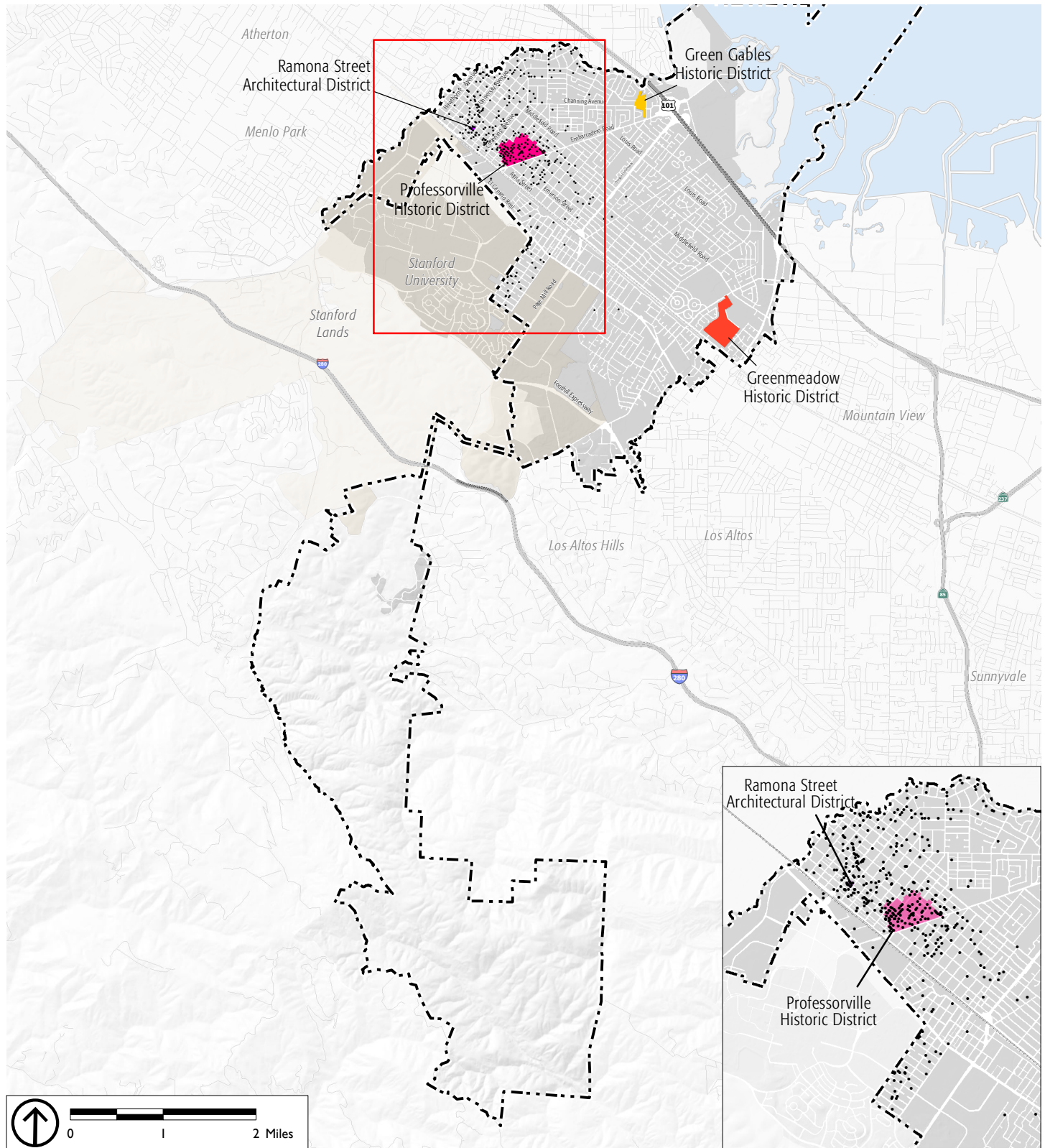


### Gateways

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



PALO ALTO GENERAL PLAN UPDATE  
LAND USE ELEMENT



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

- Cultural or historic resource\*
- Highways
- - - City Limit

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

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

MAP L-5

**HISTORIC RESOURCES**



## URBAN FOREST

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



## PUBLIC ART

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

## UTILITIES AND INFRASTRUCTURE

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

State law (California Government Code Section 65302.10) requires the City to address potential regional inequity and

infrastructure deficits within disadvantaged unincorporated communities (DUCs) in this Element. There are no DUCs within the Palo Alto Sphere of Influence (SOI) with public services or infrastructure needs or deficiencies.

## PALO ALTO AIRPORT

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



## LAND USE MAP AND LAND USE DESIGNATIONS

Map L-6 shows each land use designation within the city of Palo Alto. The land use designations translate the elements of city structure into a detailed map that presents the community's vision for future land use development and conservation on public and private land in Palo Alto through the year 2030. Residential densities are expressed in terms of dwelling units per acre. Population densities per acre are not absolute limits.



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

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

## LAND USE DEFINITIONS

### OPEN SPACE

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

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

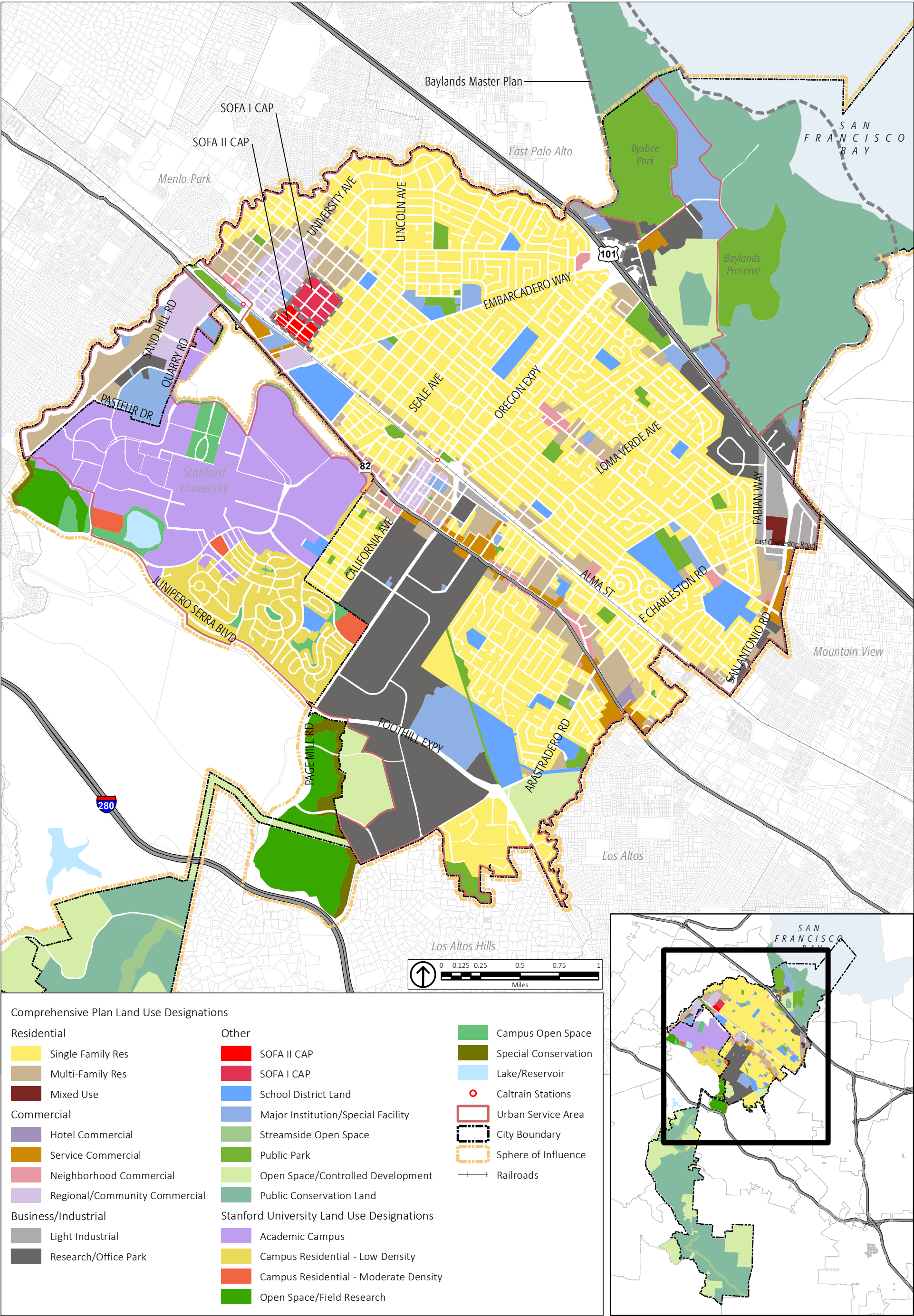
**Streamside Open Space:** This designation is intended to preserve and enhance corridors of riparian vegetation along streams. Hiking, biking and riding trails may be developed in the streamside open space. The corridor will generally vary in width up to 200 feet on either side of the center line of the creek. However, along San Francisquito Creek between El Camino Real and the Sand Hill Road bridge over the creek, the open space corridor varies in width between approximately 80 and 310 feet from the center line of the creek. The aerial delineation of the




open space in this segment of the corridor, as opposed to other segments of the corridor, is shown to approximate scale on the Proposed Land Use and Circulation Map.

**Open Space/Controlled Development:** Land having all the characteristics of open space but where some development may be allowed on private properties. Open space amenities must be retained in these areas. Residential densities range from 0.1 to 1 dwelling unit per acre but may rise to a maximum of 2 units per acre where second units are allowed, and population densities range from 1 to 4 persons per acre. Other uses such as agricultural, recreational and non-residential uses may be allowed consistent with the protection and preservation of the inherent open space characteristics of the land.





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

*This page left blank to allow the map to be printed at 1*  *7*

## **RESIDENTIAL**

**Single-Family Residential:** This designation applies to residential neighborhoods primarily characterized by detached single-family homes, typically with one dwelling unit on each lot. Private and public schools and churches are conditional uses requiring permits. Accessory dwelling units or duplexes are allowed subject to certain size limitations and other development standards and duplexes may be allowed in select, limited areas where they would be compatible with neighborhood character and do not create traffic and parking problems. The net density in single family areas will range from 1 to 7 units per acre, but rises to a maximum of 14 units on parcels where second units or duplexes occur. Population densities will range from 1 to 30 persons per acre.

**Multiple-Family Residential:** The permitted number of housing units will vary by area, depending on existing land use, proximity to major streets and public transit, distance to shopping and environmental problems. Net densities will range from 8 to 40 units and 8 to 90 persons per acre. Density should be on the lower end of the scale next to single-family residential areas. Densities higher than what is permitted may be allowed where measurable community benefits will be derived, services and facilities are available, and the net effect will be consistent with the Comprehensive Plan. Population densities will range up to 2.25 persons per unit by 2030.

**Village Residential:** Allows residential dwellings that are designed to contribute to the harmony and pedestrian orientation of a street or neighborhood. Housing types include single-family houses on small lots, second units, cottage clusters, courtyard housing, duplexes, fourplexes and small apartment buildings. Design standards will be prepared for each housing type to ensure that development successfully contributes to the street and neighborhood and minimizes potential negative impacts. Net densities will range up to 20 units per acre. Population densities will range up to 2.25 persons per unit by 2030.

**Transit-Oriented Residential:** Allows higher density residential dwellings in the University Avenue/Downtown and California

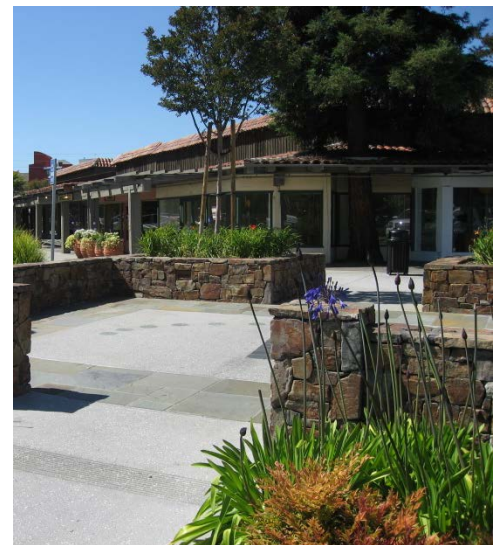


Avenue commercial centers within a walkable distance, approximately 2,500 feet, of the City's two multi-modal transit stations. The land use category is intended to generate residential densities that support substantial use of public transportation and especially the use of Caltrain. Design standards will be prepared to ensure that development successfully contributes to the street and minimizes potential negative impacts. Individual project requirements will be developed, including parking, to ensure that a significant portion of the residents will use alternative modes of transportation. Net density will range up to 50 units per acre, with minimum densities to be considered during development of new City zoning regulations. Population densities will range up to 2.25 per person per unit by 2030.

## COMMERCIAL

**Neighborhood Commercial:** Includes shopping centers with off-street parking or a cluster of street-front stores that serve the immediate neighborhood. Examples include Charleston Center, Edgewood Center and Midtown. Typical uses include supermarkets, bakeries, drugstores, variety stores, barber shops, restaurants, self-service laundries, dry cleaners and hardware stores. In locations along El Camino Real and Alma Street, residential and mixed use projects may also locate in this category. Non-residential FARs will range up to 0.4. Consistent with the Comprehensive Plan's encouragement of housing near transit centers, higher density multi-family housing may be allowed in specific locations.

**Regional/Community Commercial:** Larger shopping centers and districts that have a wider variety of goods and services than the neighborhood shopping areas. They rely on larger trade areas and include such uses as department stores, bookstores, furniture stores, toy stores, apparel shops, restaurants, theaters and non-retail services such as offices and banks. Examples include Stanford Shopping Center, Town and Country Village and University Avenue/Downtown. Non-retail uses such as medical and dental offices may also locate in this designation; software development may also locate Downtown. In some locations, residential and mixed use projects may also locate in this



category. Non-residential FARs range from 0.35 to 2.0. Consistent with the Comprehensive Plan's encouragement of housing near transit centers, higher density multi-family housing may be allowed in specific locations.

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



**Mixed Use:** The Mixed Use designation is intended to promote pedestrian-oriented places that layer compatible land uses, public amenities and utilities together at various scales and intensities. The designation allows for multiple functions within the same building or adjacent to one another in the same general vicinity to foster a mix of uses that encourages people to live, work, play and shop in close proximity. Most typically, mixed-use developments have retail on the ground floor and residences above. This category includes Live/Work, Retail/Office, Residential/Retail and Residential/Office development. FARs will range up to 1.15, although development located along transit corridors or near multi-modal centers will range up to 2.0 FAR with up to 3.0 FAR possible where higher FAR would be an incentive to meet community goals such as providing affordable housing. The FAR above 1.15 must be used for residential purposes. FAR between 0.15 and 1.15 may be used for residential purposes. As of the adoption of this Comprehensive Plan, the Mixed Use designation is currently only applied in the South of Forest Avenue (SOFA)

area. Consistent with the Comprehensive Plan's encouragement of housing near transit centers, higher density multi-family housing may be allowed in specific locations.

**Commercial Hotel:** This category allows facilities for use by temporary overnight occupants on a transient basis, such as hotels and motels, with associated conference centers and similar uses. Restaurants and other eating facilities, meeting rooms, small retail shops, personal services and other services ancillary to the hotel are also allowed. This category can be applied in combination with another land use category. FAR currently ranges up to 2.0 for the hotel portion of the site. An implementation program indicates that the City will explore increasing this FAR.

**Research/Office Park:** Office, research and manufacturing establishments whose operations are buffered from adjacent residential uses. Stanford Research Park is an example. Other uses that may be included are educational institutions and child care facilities. Compatible commercial service uses such as banks and restaurants and residential or mixed-uses that would benefit from the proximity to employment centers, will also be allowed. Additional uses, including retail services, commercial recreation, churches and private clubs may also be located in Research/Office Park areas, but only if they are found to be compatible with the surrounding area through the conditional use permit process. In some locations, residential and mixed-use projects may also locate in this category. Maximum allowable FAR ranges from 0.3 to 0.5, depending on site conditions. Consistent with the Comprehensive Plan, multi-family housing may be allowed in specific locations.

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



housing near transit centers, higher density multi-family housing may be allowed in specific locations.

#### **INSTITUTIONAL**

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

**Major Institution/Special Facilities:** Institutional, academic, governmental and community service uses and lands that are either publicly owned or operated as non-profit organizations. Examples are hospitals and City facilities. Consistent with the Comprehensive Plan's encouragement of housing near transit centers, higher density multi-family housing may be allowed in specific locations.

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

- **Major Institution/University Lands/Campus Single-Family Residential:** Single-family areas where the occupancy of the units is significantly or totally limited to individuals or families affiliated with the institution.
- **Major Institution/University Lands/Campus Multiple Family Residential:** Multiple family areas where the occupancy of the units is significantly or totally limited to individuals or families affiliated with the institution.
- **Major Institution/University Lands/Campus Educational Facilities:** Academic lands with a full complement of activities and densities that give them an urban character. Allowable uses are academic institutions and research facilities, student and faculty housing and support services. Increases in student enrollment and faculty/staff size must be accompanied by measures that mitigate traffic and housing impacts.

- **Major Institution/University Lands/Academic Reserve and Open Space:** Academic lands having all the characteristics of open space but upon which some academic development may be allowed provided that open space amenities are retained. These lands are important for their aesthetic and ecological value as well as their potential for new academic uses.



## GOALS, POLICIES AND PROGRAMS

### GROWTH MANAGEMENT

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

#### CONCENTRATING DEVELOPMENT WITHIN THE URBAN SERVICE AREA

**Policy L-1.1** Maintain and prioritize Palo Alto's varied residential neighborhoods while sustaining the vitality of its commercial areas and public facilities.

**Policy L-1.2** Limit future urban development to currently developed lands within the urban service area. The boundary of the urban service area is otherwise known as the urban growth boundary. Retain undeveloped land west of Foothill Expressway and Junipero Serra as open space, with allowances made for very low-intensity development consistent with the open space character of the area. Retain undeveloped land northeast of Highway 101 as open space.

**Policy L-1.3** Infill development in the urban service area should be compatible with its surroundings and the overall scale and character of the city to ensure a compact, efficient development pattern.

**Policy L-1.4** Commit to creating an inventory of below market rate housing for purchase and rental. Work with neighbors, neighborhood associations, property owners and developers to identify barriers to infill development of below market rate and more affordable market rate housing and to remove these barriers, as appropriate. Work with these same stakeholders to identify sites and facilitate opportunities for below market rate housing and housing that is affordable.

#### REGULATING LAND USE

**Policy L-1.5** Regulate land uses in Palo Alto according to the land use definitions in this Element and Map L-6.

**Policy L-1.6** Encourage land uses that address the needs of the community and manage change and development to benefit the community.

**Program L1.6.1** Review regulatory tools available to the City and identify actions to enhance and preserve the livability of residential neighborhoods and the vitality of commercial and employment districts, including improved code enforcement practices.

- Policy L-1.7** Use coordinated area plans to guide development, such as to create or enhance cohesive neighborhoods in areas of Palo Alto where significant change is foreseeable. Address both land use and transportation, define the desired character and urban design traits of the areas, identify opportunities for public open space, parks and recreational opportunities, address connectivity to and compatibility with adjacent residential areas; and include broad community involvement in the planning process.

## REGIONAL COOPERATION

- Policy L-1.8** Maintain an active engagement with Santa Clara County, San Mateo County, neighboring cities, other public agencies including school districts and Stanford University regarding land use and transportation issues.

**Program L1.8.1** Maintain and update as appropriate the 1985 Land Use Policies Agreement that sets forth the land use policies of the City, Santa Clara County and Stanford University with regard to Stanford unincorporated lands.

- Policy L-1.9** Participate in regional strategies to address the interaction of jobs, housing balance and transportation issues.

## GROWTH MANAGEMENT AND MONITORING

- Policy L-1.10** Cap new square feet of office/R&D development citywide at 850,000 square feet, exempting medical office uses in the Stanford University Medical Center (SUMC) vicinity. Use January 1, 2015 as the baseline and monitor development towards the cap on an annual basis. Continue to exempt medical, governmental and institutional uses from the cap on office/R&D development, no other exemptions are allowed.



Through December 31, 2030, this Policy L-1.10 may not be amended, repealed except by a vote of the people, provided, however that the Palo Alto City Council may reduce the citywide cap of 850,000 new square feet of office/R&D development without the vote of the people.

- Policy L-1.11** Hold new development to the highest development standards in order to maintain Palo Alto's livability and achieve the highest quality development with the least impacts.

**Policy L-1.12** The City will monitor key community indicators on a regular basis to determine whether the policies of this plan and the efforts of Palo Alto residents and businesses are effective at promoting livability. Suggested indicators and monitoring frequency are listed in Table L-1.

TABLE L-1 COMMUNITY METRICS		
Measure	Metric	Recommended Monitoring Frequency
Greenhouse Gas Emissions	80% below 1990 emissions by 2030 (S/CAP goal)	Annually as part of Earth Day Report
Vehicle Miles Traveled (VMT) per Capita	Decrease year over year	Annually as part of Earth Day Report
Jobs/Housing Balance (Expressed as a Ratio of Jobs to Employed Residents)	Ratio of jobs to employed residents	Every 4 years
Below Market Rate (BMR) Units	Number of units	Annually as part of report to California Department of Housing and Community Development (HCD)
Progress toward Housing Element Goals	Annual Report to State Housing and Community Development Department	Annually as part of report to HCD
Traffic Volumes on City Streets	Change in PM peak hour traffic volumes at 10 representative local intersections	Every 2 years
Availability of Parks	Percent of residents who live within ½-mile of a city park	Every 4 years
PAUSD School Enrollments	Changes in student enrollment at public elementary, middle and high schools	Annually

## A SUSTAINABLE COMMUNITY

**GOAL L-2** An enhanced sense of “community” with development designed to foster public life, meet citywide needs and embrace the principles of sustainability.

**Policy L-2.1** Maintain a citywide structure of Residential Neighborhoods, Centers and Employment Districts. Integrate these areas with the City's and the region's transit and street system.

**Policy L-2.2** Enhance connections between commercial and mixed use centers and the surrounding residential neighborhoods by promoting walkable and bikeable connections and a diverse range of retail and services that caters to the daily needs of residents.



**Program L2.2.1** Explore whether there are appropriate locations to allow small-scale neighborhood-serving retail facilities such as coffee shops and corner stores in residential areas.

**Policy L-2.3** As a key component of a diverse, inclusive community, allow and encourage a mix of housing types and sizes, integrated into neighborhoods and designed for greater affordability, particularly smaller housing types, such as studios, co-housing, cottages, clustered housing, accessory dwelling units and senior housing.

**Policy L-2.4** Use a variety of strategies to stimulate housing, near retail, employment, and transit, in a way that connects to and enhances existing neighborhoods.

**Program L2.4.1** Amend the Housing Element to increase housing sites along San Antonio Road between Middlefield Road and East Charleston Road and increase residential densities in Downtown and the California Avenue.

**Program L2.4.2** Allow housing at Stanford Shopping Center, provided that adequate parking and vibrant retail is maintained and no reduction of retail square footage results from the new housing.

**Program L2.4.3** Allow housing on the El Camino Real frontage of the Stanford Research Park. Explore multi-family housing elsewhere in the Stanford Research Park and near Stanford University Medical Center (SUMC).

**Program L2.4.4** Assess non-residential development potential in the Community Commercial, Service Commercial and Downtown Commercial Districts (CC, CS and CD) and the Neighborhood Commercial District (CN), and convert non-retail commercial FAR to residential FAR, where

appropriate. Conversion to residential capacity should not be considered in Town and Country Village.

**Program L2.4.5** Update the municipal code to include zoning changes that allow a mix of retail and residential uses but no office uses. The intent of these changes would be to encourage a mix of land uses that contributes to the vitality and walkability of commercial centers and transit corridors.

**Program L2.4.6** Explore changing the Transfer of Development Rights (TDR) ordinances for both buildings of historic significance and for seismic retrofits so that transferred development rights may be used for residential capacity.

**Program L2.4.7** Explore mechanisms for increasing multi-family housing density near multimodal transit centers.

**Program L2.4.8** Identify development opportunities for BMR and more affordable market rate housing on publicly owned properties in a way that is integrated with and enhances existing neighborhoods.

**Policy L-2.5** Support the creation of affordable housing units for middle to lower income level earners, such as City and school district employees, as feasible.

**Program L2.5.1** Collaborate with PAUSD in exploring opportunities to build housing that is affordable to school district employees.

**Policy L-2.6** Create opportunities for new mixed use development consisting of housing and retail.

**Policy L-2.7** Support efforts to retain housing that is more affordable in existing neighborhoods, including a range of smaller housing types.

**Program L2.7.1** Review development standards to discourage the net loss of housing units.

**Policy L-2.8** When considering infill redevelopment, work to minimize displacement of existing residents.

**Program L2.8.1** Conduct a study to evaluate various possible tools for preventing displacement of existing residents.





**Program L2.8.2** Develop and implement a system to inventory the characteristics of existing housing units and track changes in those characteristics on a regular basis. Make the information publicly available.

**Policy L-2.9** Facilitate reuse of existing buildings.

**Policy L-2.10** Ensure regular coordination between the City and PAUSD on land development activities and trends in Palo Alto, as well as planning for school facilities and programs. Under State law, impacts on school facilities cannot be the basis for requiring mitigation beyond the payment of school fees or for denying development projects or legislative changes that could result in additional housing units. The City will, however, assess the reasonably foreseeable environmental impacts of development projects that result in new school construction or enrollment.

**Program L2.10.1** Collaborate with PAUSD to plan for space to accommodate future school expansions or new school sites, and evaluate zoning space to accommodate new schools.

**Policy L-2.11** Encourage new development and redevelopment to incorporate greenery and natural features such as green rooftops, pocket parks, plazas and rain gardens.

**Policy L-2.12** Ensure that future development addresses potential risks from climate change and sea level rise.

## DISTINCT NEIGHBORHOODS

**GOAL L-3** Safe, attractive residential neighborhoods, each with its own distinct character and within walking distance of shopping, services, schools and/or other public gathering places.

### NEIGHBORHOOD COMPATIBILITY

**Policy L-3.1** Ensure that new or remodeled structures are compatible with the neighborhood and adjacent structures.

**Policy L-3.2** Preserve residential uses from conversion to office or short-term rentals.

**Program L3.2.1** Evaluate and implement strategies to prevent conversion of residential and neighborhood-serving retail space to office or short-term vacation rentals.

**Policy L-3.3** Recognize the contribution of cottage cluster housing to the character of Palo Alto and retain and encourage this type of development.

## RESIDENTIAL DESIGN

**Policy L-3.4** Ensure that new multi-family buildings, entries and outdoor spaces are designed and arranged so that each development has a clear relationship to a public street.

**Policy L-3.5** Avoid negative impacts of basement construction for single-family homes on adjacent properties, public resources, and the natural environment.

**Program L3.5.1** Develop a program to assess and manage both the positive and negative impacts of basement construction in single family homes on the community and the environment, including:

- Impacts to the natural environment, such as potential impacts to the tree canopy, groundwater supply or quality and soil compaction.
- Safety issues such as increased surface flooding increased groundwater intrusion with sea level rise, emergency access and egress, or sewage backflows.

## COMMERCIAL CENTERS

**GOAL L-4** Inviting pedestrian scale centers that offer a variety of retail and commercial services and provide focal points and community gathering places for the city's residential neighborhoods and employment districts.

### COMMERCIAL CENTERS AND MIXED USE AREAS

**Policy L-4.1** Encourage the upgrading and revitalization of selected Centers in a manner that is compatible with the character of surrounding neighborhoods, without loss of retail and existing small, local businesses.

**Policy L-4.2** Preserve ground-floor retail, limit the displacement of existing retail from neighborhood centers and explore opportunities to expand retail.

**Program L4.2.1** Study the overall viability of ground-floor retail requirements in preserving retail space and creating an active street environment, including the types of locations where such requirements are most effective.

**Program L4.2.2** Evaluate the effectiveness of formula retail limits adopted for California Avenue. Develop incentives for local small businesses where warranted.

**Program L4.2.3** Explore and potentially support new, creative and innovative retail in Palo Alto.

**Policy L-4.3** Encourage street frontages that contribute to retail vitality in all Centers. Reinforce street corners in a way that enhances the pedestrian realm or that form corner plazas. Include trees and landscaping.

**Policy L-4.4** Ensure all Regional Centers and Multi-Neighborhood Centers provide centrally located gathering spaces that create a sense of identity and encourage economic revitalization. Encourage public amenities such as benches, street trees, kiosks, restrooms and public art.

**Program L4.4.1** Study the feasibility of using public and private funds to provide and maintain landscaping and public spaces such as parks, plazas, sidewalks and public art within commercial areas.

**Program L4.4.2** Through public/private cooperation provide well-signed, clean and accessible restrooms.

**Program L4.4.3** Collaborate with merchants to enhance the appearance of streets and sidewalks within all Centers. Encourage the formation of business improvement districts and undertake a proactive program of maintenance, repair, landscaping and enhancement.

**Program L4.4.4** Identify priority street improvements that could make a substantial contribution to the character of Centers, such as widening sidewalks, narrowing travel lanes, creating medians, restriping to allow diagonal parking and planting trees.

**Policy L-4.5** Support local-serving retail, recognizing that it provides opportunities for local employment, reduced commute times, stronger community connections and neighborhood orientation.

**Program L4.5.1** Revise zoning and other regulations as needed to encourage the preservation of space to accommodate small businesses, start-ups and other services.

**Program L4.5.2** Consider planning, regulatory, or other incentives to encourage property owners to include smaller office spaces in their buildings to serve small businesses, non-profit organizations, and independent professionals.

## HOTELS

**Policy L-4.6** Sites within or adjacent to existing commercial areas and corridors are suitable for hotels. Give preference to housing versus hotel use on sites adjacent to predominantly single-family neighborhoods.

**Program L4.6.1** Explore increasing hotel FAR from 2.0 to 3.0 in the University Avenue/Downtown area and 2.5 in areas outside of Downtown.

## REGIONAL CENTERS

### University Avenue/Downtown

**Policy L-4.7** Maintain and enhance the University Avenue/Downtown area as a major commercial center of the City, with a mix of commercial, civic, cultural, recreational and residential uses. Promote quality design that recognizes the regional and historical importance of the area and reinforces its pedestrian character.

**Policy L-4.8** Ensure that University Avenue/Downtown is pedestrian-friendly and supports bicycle use. Use public art, trees, bicycle racks and other amenities to create an environment that is inviting to pedestrians and bicyclists.

**Program L4.8.1** Prepare a Coordinated Area Plan for Downtown.

**Program L4.8.2** Study the feasibility of converting parts of University Avenue to a pedestrian zone.

### Stanford Shopping Center

**Policy L-4.9** Maintain Stanford Shopping Center as one of the Bay Area's premiere regional shopping centers. Promote bicycle and pedestrian use and encourage any new development at the Center to occur through infill.

**Program L4.9.1** While preserving adequate parking to meet demand, identify strategies to reuse surface parking lots.

**Program L4.9.2** Explore adding additional Floor Area Ratio (FAR) for retail at Stanford Shopping Center.





## MULTI-NEIGHBORHOOD CENTERS

### California Avenue

**Policy L-4.10** Maintain the existing scale, character and function of the California Avenue business district as a shopping, service and office center intermediate in function and scale between Downtown and the smaller neighborhood business areas.

**Program L4.10.1** Prepare a coordinated area plan for the North Ventura area and surrounding California Avenue area. The plan should describe a vision for the future of the North Ventura area as a walkable neighborhood with multi-family housing, ground floor retail, a public park, creek improvements and an interconnected street grid. It should guide the development of the California Avenue area as a well-designed mixed use district with diverse land uses and a network of pedestrian-oriented streets.

**Program L4.10.2** Create regulations for the California Avenue area that encourage the retention or rehabilitation of smaller buildings to provide spaces for existing retail, particularly local, small businesses.

**Policy L-4.11** Improve the transition between the California-Cambridge area and the single family residential neighborhood of Evergreen Park. Avoid abrupt changes in scale and density between the two areas.

### Town and Country Village

**Policy L-4.12** Recognize and preserve Town and Country Village as an attractive retail center serving Palo Altans and residents of the wider region. Future development at this site should preserve its existing amenities, pedestrian scale and architectural character while also improving safe access for bicyclists and pedestrians and increasing the amount of bicycle parking.



**Policy L-4.13** In Town and Country Village, encourage a vibrant retail environment and urban greening.

**Policy L-4.14** In Town and Country Village, encourage improvement of pedestrian, bicycle and auto circulation and landscaping improvements, including maintenance of existing oak trees and planting additional trees.

#### El Camino Real

**Policy L-4.15** Recognize El Camino Real as both a local serving and regional serving corridor, defined by a mix of commercial uses and housing.

#### NEIGHBORHOOD CENTERS

**Policy L-4.16** Improve the local-serving focus, and provide safe pedestrian, bicycle and multimodal access to all three Palo Alto Neighborhood Centers – Charleston Shopping Center, Edgewood Plaza and Midtown Shopping Center. Support their continued improvement and vitality.

**Program L4.16.1** Maintain distinct neighborhood shopping areas that are attractive, accessible and convenient to nearby residents.

**Policy L-4.17** Encourage maximum use of Neighborhood Centers by ensuring that the publicly maintained areas are clean, well-lit and attractively landscaped.

**Policy L-4.18** Maintain Midtown Shopping Center as an attractive, pedestrian-oriented, one- to two-story Neighborhood Center with diverse local-serving uses and adequate parking, and a network of pedestrian-oriented streets, ways and gathering places. Encourage retention of Midtown's grocery store and a variety of neighborhood retail shops and services.

#### EMPLOYMENT DISTRICTS

**GOAL L-5** High quality employment districts, each with their own distinctive character and each contributing to the character of the city as a whole.

**Policy L-5.1** Foster compact Employment Districts developed in a way that facilitates transit, pedestrian and bicycle travel. Provide mixed uses to reduce the number of auto trips.

**Program L5.1.1** Explore with Stanford University various development options for



adding to the Stanford Research Park a diverse mix of uses, including residential, commercial hotel, conference center, commercial space for small businesses and start-ups, retail, transit hub and other community-supporting services that are compatible with the existing uses, to create a vibrant innovation-oriented community.

**Policy L-5.2** Provide landscaping, trees, sidewalks, pedestrian path and connections to the citywide bikeway system within Employment Districts. Pursue opportunities to include sidewalks, paths, low water use landscaping, recycled water and trees and remove grass turf in renovation and expansion projects.

**Policy L-5.3** Design paths and sidewalks to be attractive and comfortable and consistent with the character of the area where they are located.

**Policy L-5.4** Maintain the East Bayshore and San Antonio Road/Bayshore Corridor areas as diverse business and light industrial districts.

**GOAL L-6 Well-designed buildings that create coherent development patterns and enhance city streets and public spaces.**

DESIGN OF BUILDINGS AND PUBLIC SPACE

**Policy L-6.1** Promote high-quality design and site planning that is compatible with surrounding development and public spaces.

**Program L6.1.1** Promote awards programs and other forms of public recognition for projects of architectural merit that contribute positively to the community.



**Policy L-6.2** Use the Zoning Ordinance, design review process, design guidelines and Coordinated Area Plans to ensure high quality residential and commercial design and architectural compatibility.

**Policy L-6.3** Encourage bird-friendly design.

**Program L6.3.1** Develop guidelines for bird-friendly building design that minimizes hazards for birds and reduces the potential for collisions.

**Policy L-6.4** In areas of the City having a historic or consistent design character, encourage the design of new development to maintain and support the existing character.

**Policy L-6.5** Guide development to respect views of the foothills and East Bay hills along public street corridors in the developed portions of the City.

**Policy L-6.6** Design buildings to complement streets and public spaces; to promote personal safety, public health and well-being; and to enhance a sense of community safety.

**Program L6.6.1** Modify design standards to ensure that mixed use development promotes a pedestrian-friendly relationship to the street, including elements such as screened parking or underground parking, street-facing windows and entries, and porches, windows, bays and balconies along public ways, and landscaping, and trees along the street. Avoid blank or solid walls at street level.

**Policy L-6.7** Where possible, avoid abrupt changes in scale and density between residential and non-residential areas and between residential areas of different densities. To promote compatibility and gradual transitions between land uses, place zoning district boundaries at mid-block locations rather than along streets wherever possible.

**Program L6.7.1** Implement architectural standards to assure they effectively address land use transitions.

**Policy L-6.8** Support existing regulations that preserve exposure to natural light for single-family residences.

**Policy L-6.9** Discourage the use of fences that obscure the view of the front of houses from the street.

**Policy L-6.10** Encourage high quality signage that is attractive, energy-efficient, and appropriate for the location, and balances visibility needs with aesthetic needs.

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

**HISTORIC RESOURCES**

**Policy L-7.1** Encourage public and private upkeep and preservation of resources that have historic merit, including residences listed in the City's Historic Resource Inventory, the California Register of Historical





Resources, or the National Register of Historic Places.

**Program L7.1.1** Update and maintain the City's Historic Resource Inventory to include historic resources that are eligible for local, State, or federal listing. Historic resources may consist of a single building or structure or a district.

**Program L7.1.2** Reassess the Historic Preservation Ordinance to ensure its effectiveness in the maintenance and preservation of historic resources, particularly in the University Avenue/Downtown area.



- Policy L-7.2** If a proposed project would substantially affect the exterior of a potential historic resource that has not been evaluated for inclusion into the City's Historic Resources Inventory, City staff shall consider whether it is eligible for inclusion in State or federal registers prior to the issuance of a demolition or alterations permit. Minor exterior improvements that do not affect the architectural integrity of potentially historic buildings shall be exempt from consideration. Examples of minor improvements may include repair or replacement of features in kind, or other changes that do not alter character-defining features of the building.
- Policy L-7.3** Actively seek state and federal funding for the preservation of buildings of historical merit and consider public/private partnerships for capital and program improvements.
- Policy L-7.4** Relocation may be considered as a preservation strategy when consistent with State and national standards regarding the relocation of historic resources.
- Policy L-7.5** To reinforce the scale and character of University Avenue/Downtown, promote the preservation of significant historic buildings.
- Policy L-7.6** Promote awards programs and other forms of public recognition for exemplary Historic Preservation projects.
- Policy L-7.7** Streamline, to the maximum extent feasible, any future processes for design review of historic structures to eliminate unnecessary delay and uncertainty for the applicant and to encourage historic preservation.

## REHABILITATION AND REUSE

**Policy L-7.8** Promote adaptive reuse of old buildings.

**Program L7.8.1** Promote and expand available incentives for the retention and rehabilitation of buildings with historic merit in all zones and revise existing zoning and permit regulations to minimize constraints to adaptive reuse.

**Program L7.8.2** Create incentives to encourage salvage and reuse of discarded historic building materials.

**Program L7.8.3** Seek additional innovative ways to apply current codes and ordinances to older buildings. Use the State Historical Building Code for designated historic buildings.

**Policy L-7.9** Allow compatible nonconforming uses for the life of historic buildings.

**Policy L-7.10** Ensure the preservation of significant historic resources owned by the City of Palo Alto. Allow such resources to be altered to meet contemporary needs consistent with the Secretary of the Interior Standards for Rehabilitation.



**Policy L-7.11** For proposed exterior alterations or additions to designated Historic Landmarks, require design review findings that the proposed changes are in compliance with the Secretary of the Interior Standards for Rehabilitation.

**Policy L-7.12** Maintain the historic integrity of building exteriors. Consider parking exceptions for historic buildings to encourage rehabilitation.

**Program L7.12.1** Review parking exceptions for historic buildings in the Zoning Code to determine if there is an effective balance between historic preservation and meeting parking needs.

**Policy L-7.13** Encourage and assist owners of historically significant buildings in finding ways to adapt and rehabilitate these buildings, including participation in state and federal tax relief programs.

**Policy L-7.14** Continue to use a TDR Ordinance to allow the transfer of development rights from designated buildings of historic significance in the Commercial Downtown (CD) zone to

non-historic receiver sites in the CD zone. Consider revising the TDR Ordinance so that transferred development rights may be used only for residential development on the receiver sites.

## ARCHAEOLOGICAL RESOURCES

- Policy L-7.15** Protect Palo Alto's archaeological resources, including natural land formations, sacred sites, the historical landscape, historic habitats and remains of settlements here before the founding of Palo Alto in the 19th century.
- Policy L-7.16** Continue to consult with tribes as required by California Government Code Section 65352.3. In doing so, use appropriate procedures to accommodate tribal concerns when a tribe has a religious prohibition against revealing precise information about the location or previous practice at a particular sacred site.
- Policy L-7.17** Assess the need for archaeological surveys and mitigation plans on a project-by-project basis, consistent with the California Environmental Quality Act and the National Historic Preservation Act.
- Policy L-7.18** Require project proponents to meet State codes and regulations regarding the identification and protection of archaeological and paleontological deposits, and unique geologic features.

## PARKS AND GATHERING PLACES

**GOAL L-8** Attractive and safe parks, civic and cultural facilities provided in all neighborhoods and maintained and used in ways that foster and enrich public life.

- Policy L-8.1** Facilitate creation of new parkland to serve Palo Alto's residential neighborhoods, as consistent with the Parks, Trails, Open Space and Recreation Master Plan.
- Policy L-8.2** Provide comfortable seating areas and plazas with places for public art adjacent to library and community center entrances.
- Policy L-8.3** Encourage small-scale local-serving retail services, such as small cafes, delicatessens and coffee carts, in civic centers: Mitchell Park, Rinconada Library



and Cubberly Community Center.

**Policy L-8.4** Create facilities for civic and intellectual life, such as better urban public spaces for civic programs and speakers, cultural, musical and artistic events.

**Policy L-8.5** Recognize public art and cultural facilities as a community benefit. Encourage the development of new and the enhancement of existing public and private art and cultural facilities throughout Palo Alto. Ensure that such projects are compatible with the character and identity of the surrounding neighborhood.

**Policy L-8.6** Seek potential new sites for art and cultural facilities, public spaces, open space and community gardens.

**Policy L-8.7** Encourage religious and private institutions to collaborate with the community and the surrounding neighborhood.

## PUBLIC STREETS AND PUBLIC SPACES

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

### STREETS AND PARKING

**Policy L-9.1** Recognize Sand Hill Road, University Avenue between Middlefield Road and San Francisquito Creek, Embarcadero Road, Page Mill Road, Oregon Expressway, Interstate 280, Arastradero Road (west of Foothill Expressway), Junipero Serra Boulevard/Foothill Expressway and Skyline Boulevard as scenic routes and preserve their scenic qualities.

**Program L9.1.1** Evaluate existing zoning code setback requirements to ensure they are appropriate for scenic routes.

**Policy L-9.2** Encourage development that creatively integrates parking into the project, including by locating it behind buildings or underground wherever possible, or by providing for shared use of parking areas. Encourage other alternatives to surface parking lots that minimize the amount of land devoted to parking while still maintaining safe streets, street trees, a vibrant local economy and sufficient parking to meet demand.





**Policy L-9.3** Treat residential streets as both public ways and neighborhood amenities. Provide and maintain continuous sidewalks, healthy street trees, benches and other amenities that promote walking and “active” transportation.

**Program L9.3.1** Review standards for streets and signage and update as needed to foster natural, tree-lined streets with a minimum of signage.

## PUBLIC SPACES

**Policy L-9.4** Maintain and enhance existing public gathering places and open spaces and integrate new public spaces at a variety of scales.

**Policy L-9.5** Encourage use of data-driven, innovative design methods and tactics and use data to understand to evaluate how different community members use public space.



**Policy L-9.6** Create, preserve and enhance parks and publicly accessible, shared outdoor gathering spaces within walking and biking distance of residential neighborhoods.

**Program L9.6.1** Analyze existing neighborhoods and determine where publicly-accessible shared, outdoor gathering spaces are below the citywide standard. Create new public spaces, including public squares, parks and informal gathering spaces in these neighborhoods.

## GATEWAYS

**Policy L-9.7** Strengthen the identity of important community-wide gateways, including the entrances to the City at Highway 101, El Camino Real and Middlefield Road; the Caltrain stations; entries to commercial districts; Embarcadero Road at El Camino Real and between Palo Alto and Stanford.

**Program L9.7.1** Develop a strategy to enhance gateway sites with special landscaping, art, public spaces and/or public buildings. Emphasize the creek bridges and riparian settings at the entrances to the City over Adobe Creek and San Francisquito Creek.

## URBAN FOREST

**Policy L-9.8** Incorporate the goals of the Urban Forest Master Plan, as periodically amended, into the Comprehensive Plan by reference in order to assure that new land uses recognize the many benefits of trees in the urban context and foster a healthy and robust tree canopy throughout the City.

**Program L9.8.1** Establish incentives to encourage native trees and low water use plantings in new development throughout the city.



**Policy L-9.9** Involve the Urban Forester, or appropriate City staff, in development review.

## UTILITIES AND INFRASTRUCTURE

**Policy L-9.10** Design public infrastructure, including paving, signs, utility structures, parking garages and parking lots to meet high-quality urban design standards and embrace technological advances. Look for opportunities to use art and artists in the design of public infrastructure. Remove or mitigate elements of existing infrastructure that are unsightly or visually disruptive.

**Program L9.10.1** Continue the citywide undergrounding of utility wires. Minimize the impacts of undergrounding on street tree root systems and planting areas.

**Program L9.10.2** Encourage the use of compact and well-designed utility elements, such as transformers, switching devices, backflow preventers and telecommunications infrastructure. Place these elements in locations that will minimize their visual intrusion.

**Policy L-9.11** Provide utilities and service systems to serve all urbanized areas of Palo Alto and plan infrastructure maintenance and improvements to adequately serve existing and planned development.

**Program L9.11.1** Implement the findings of the City's Infrastructure Blue Ribbon Committee and its emphasis for rebuilding our civic spaces.

**Program L9.11.2** Identify City-owned properties where combinations of wireless facilities can be co-located, assuming appropriate lease agreements are in place.

**Policy L-9.12** Recognize the importance of regional infrastructure, such as the Regional Water Utility Infrastructure owned by the San Francisco Public Utilities Commission (SFPUC).

**Program L9.12.1** Coordinate with regional utility providers on activities that would impact their infrastructure and right-of-way.

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

**PALO ALTO AIRPORT**

**Policy L-10.1** Operate Palo Alto Airport (PAO) as a vital and efficient facility at its current level of operation without intruding into open space areas. PAO should remain limited to a single runway and minor expansion shall only be allowed in order to meet federal and State airport design and safety standards.

**Program L10.1.1** Relocate the terminal building away from the Runway 31 clear zone and closer to the hangars, allowing for construction of a replacement terminal.

**Program L10.1.2** Update the Airport Layout Plan in accordance with Federal Aviation Administration requirements, as needed, while ensuring conformance with the Baylands Master Plan to the maximum extent feasible.

**Program L10.1.3** Identify and pursue funding to address maintenance, safety and security improvements needed at PAO.

**Policy L-10.2** Regulate land uses in the Airport Influence Area to ensure consistency with the Palo Alto Airport Comprehensive Land Use Plan and the Baylands Master Plan.

**Policy L-10.3** Minimize the environmental impacts associated with PAO operations, including adverse effects on the character of surrounding open space, noise levels and the quality of life in residential areas, as required by federal and State requirements.

**Program L10.3.1** Establish and implement a system for processing, tracking and reporting noise complaints regarding local airport operations on an annual basis.

**Program L10.3.2** Work with the airport to pursue opportunities to enhance the open space and habitat value of the airport. These include:

- Maintaining native grasses;
- Reconstructing levees to protect the airport from sea level rise while enhancing public access and habitat conservation; and
- Evaluating the introduction of burrowing owl habitat. This program is subject to federal wildlife hazard requirements and guidelines for airports.

**Policy L-10.4** Provide public access to the Airport for bicyclists and pedestrians.

**Program L10.4.1** Continue to provide a bicycle/pedestrian path adjacent to Embarcadero Road, consistent with the Baylands Master Plan and open space character of the baylands subject to federal and State airport regulations.

**Policy L-10.5** Address the potential impacts of future sea level rise through reconstruction of the Bayfront levee in a manner that provides protection for the Airport and greater habitat along the San Francisco Bay frontage.

**Policy L-10.6** Encourage the use of alternatives to leaded fuel in aircraft operating in and out of Palo Alto Airport.



# TRANSPORTATION

# 3

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

## INTRODUCTION

This Element addresses transportation and mobility issues comprehensively and acknowledges that the future will be different than the present and the past. Recognizing changing demographics and travel preferences, new technologies and new opportunities, the Element provides a policy framework which includes solutions for implementation today in order to lay the groundwork for the future. Together with investments in infrastructure, the policy framework seeks to reduce reliance on single-occupant vehicles, address congestion and reduce through traffic and non-resident parking in Palo Alto neighborhoods, leading to an integrated transportation system that serves local, regional and intercity travel.

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



CONNECTIONS TO OTHER ELEMENTS

Transportation choices and options are shaped by many factors including land use, economics and community values. The Transportation Element is strongly influenced by the Land Use Element and Housing Element because the distribution and density of residential, commercial and office uses have a direct correlation to the type, frequency and use of transportation options a community employs. The Transportation Element also supports the objectives of the Business and Economics Element, Community Services and Facilities Element, the Natural Environment Element and the Safety Element by paving the way for a transportation system that emphasizes walkable neighborhoods and access services in a manner that limits impacts to the natural environment.

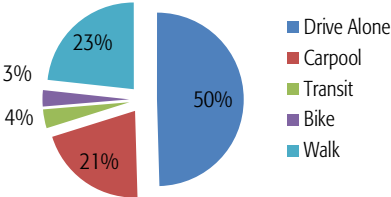
SUSTAINABLE TRANSPORTATION

In 2014, more than 60 percent of all trips made each day in Palo Alto involved single-occupant motor vehicles. Although the drive alone rate is lower than in many other Bay Area communities, road travel is still the greatest single source of local greenhouse gas (GHG) emissions, resulting from local (internal) trips as well as commute trips. Building a more sustainable transportation system will require addressing regional and local travel patterns, as well as trips made for work, school, errands or entertainment.

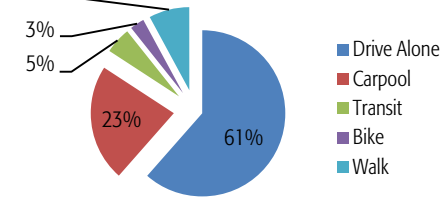
The key to a sustainable transportation system lies in providing more options and more convenience so that people will more readily choose not to drive. Palo Altans recognize that, at times, driving is necessary, but to address congestion, climate change and improve overall quality of life, the policies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

Technology has a role to play, whether providing up-to-the-minute information to inform choices or in delivering new and better modes of travel. Improvements to the bicycling and pedestrian environment will help encourage more people to bike and walk on a regular basis. However, the Transportation Element does not rely on future technological innovations to solve local congestion. Facilitating a shift to alternative modes of transportation will require creative collaboration among transit agencies, employers and local jurisdictions as well as residents and commuters themselves.

PALO ALTO DAILY MODE SHARE -  
INTERNAL TRIPS (2014)



PALO ALTO DAILY MODE SHARE -  
ALL TRIPS (2014)



## TRANSPORTATION DEMAND MANAGEMENT

Transportation demand management (TDM) refers to strategies that improve transportation system efficiency and reduce congestion by shifting trips from single-occupant vehicles to collective forms of transport, including mass transit, carpools and private shuttles. TDM is a critical component of a comprehensive strategy to reduce traffic congestion, single-occupancy vehicles, and parking demand. TDM programs are typically incorporated in new development and can include a range of infrastructure investments and incentives for the use of alternatives to the automobile, as well as parking management strategies and marketing. Employers and local governments often collaborate in developing and implementing area-wide TDM programs aimed at reducing single-occupant vehicle use by existing employees. These activities can be coordinated through a transportation management association (TMA), an independent non-profit organization that works collaboratively with the City and the business community and is responsible for coordinating TDM programs. Stanford University operates a comprehensive and successful TDM program for the University and the Medical Center, and a program is in development for the Research Park. In January 2015, the City of Palo Alto supported establishment of a TMA for the downtown area, in collaboration with local businesses and residents. The success of this effort and its potential to expand to other areas of the City will depend on securing ongoing funding and on the committed participation of employers who face parking and traffic challenges in downtown.

## ALTERNATIVE FUEL VEHICLES

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



## MOBILITY AS A SERVICE

The use of transportation services is beginning to replace private vehicle ownership in the region, led by a number of prominent transportation network companies (like Uber and Lyft) that connect passengers to drivers in private vehicles. Originating in

Europe, the concept of “Mobility as a Service” (MaaS), allows on-demand trip planning enabled by smartphones and mobile devices and provided by “pop up” bus-, car- and bike-sharing services. Palo Alto is partnering with Joint Venture Silicon Valley, the Santa Clara Valley Transportation Authority (VTA) and the City of San Jose to develop a MaaS/smartphone app (Commuter Wallet) that combines access to multiple transportation modes and employer commute benefits, incentivizing non-single-occupant vehicle travel.

### AUTONOMOUS VEHICLES

As of the adoption of this Comprehensive Plan, autonomous vehicles, also known as self-driving cars and trucks, are being tested but are not yet in widespread use. However, many predict that they will become a significant proportion of the cars on the road by 2030. Autonomous vehicles will allow people to travel safely and use their travel time productively, and will dramatically reduce the need for parking. Zero emission autonomous vehicles will reduce air pollutant and GHG emissions. However, by eliminating the downsides of single-occupant driving, autonomous vehicles could contribute to sprawl and increase mobility inequity, stranding those who can't afford access to the new technology. To avoid these pitfalls, this plan focuses on autonomous vehicles that are shared, electric, safe and equitable.

### PUBLIC TRANSIT

Residents, workers and visitors to Palo Alto have an array of transit options within the city and to the surrounding region. Maps T-1 and T-2 show the range of transit services in Palo Alto. Map T-1 focuses on regional transit options, and Map T-2 illustrates local transit options. Overall, regional transit is heavily used, while public transit services serving the local area are below capacity levels. Policies in this Element support improving local services like shuttles to increase ridership and support traditional transit providers with first and last mile connections.

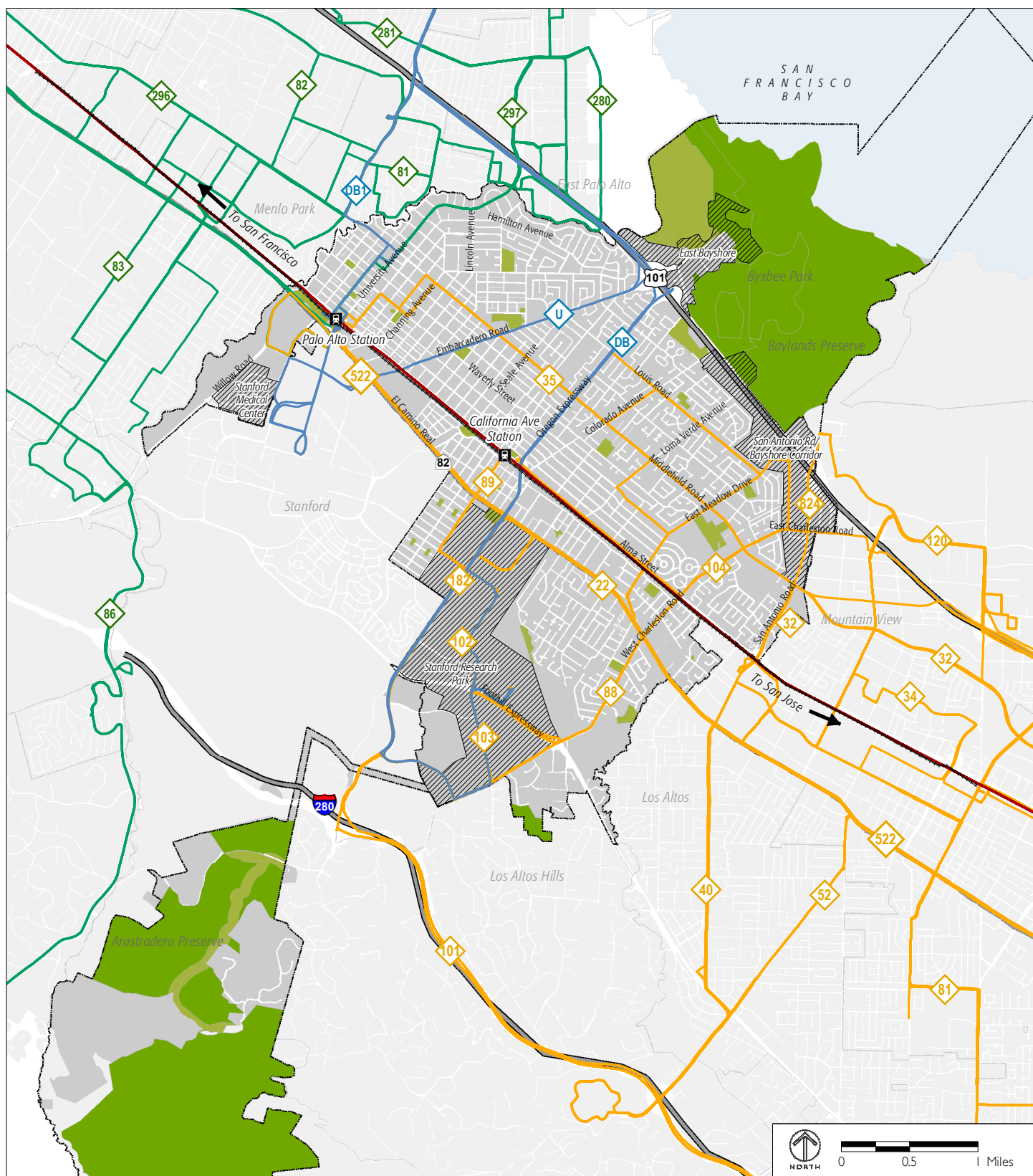
### RAIL SERVICE

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











**PALO ALTO COMPREHENSIVE PLAN**  
TRANSPORTATION ELEMENT



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

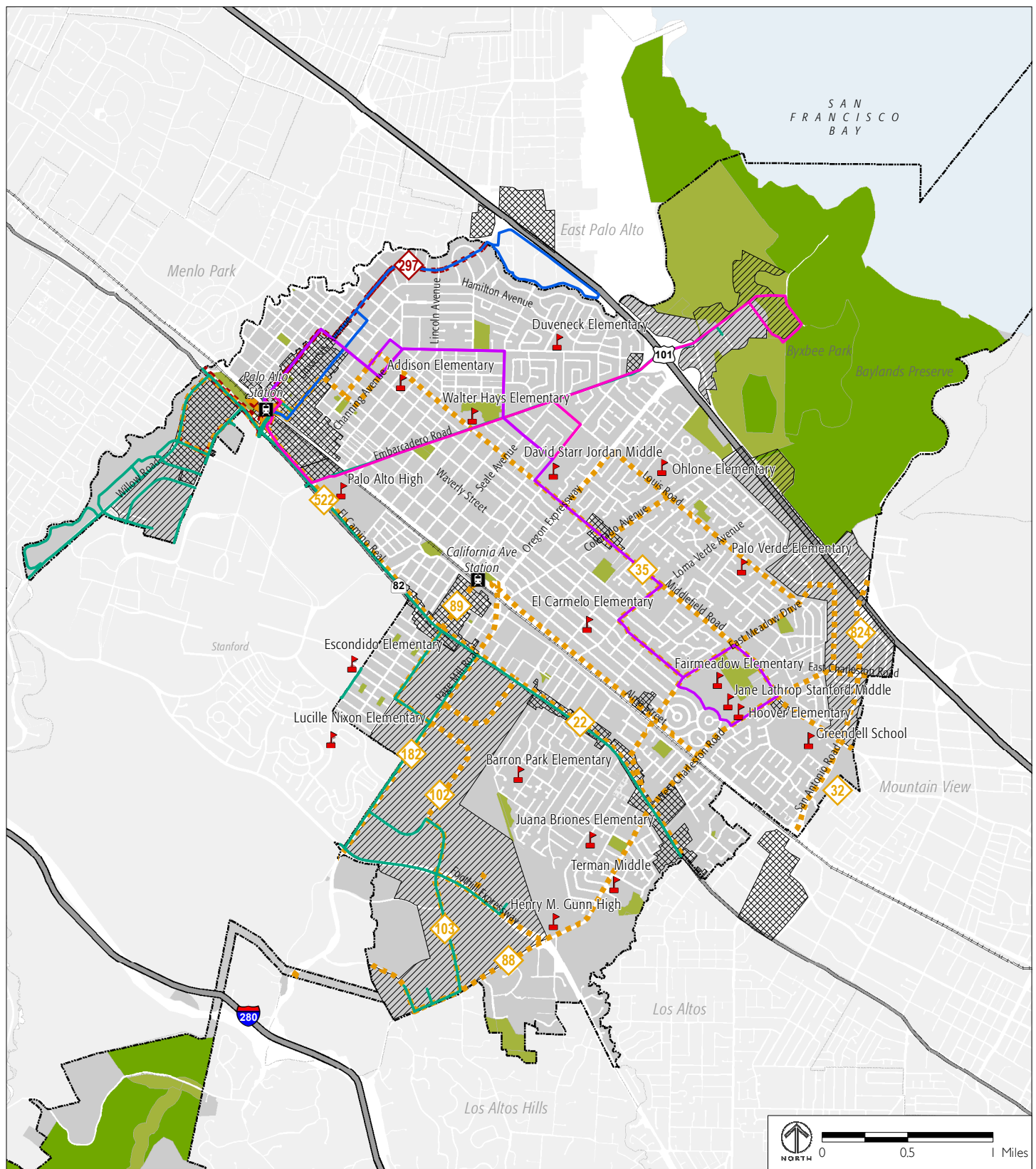
- Alameda-Contra Costa Transit District (AC Transit)
- Santa Clara Valley Transportation Authority (VTA)
- San Mateo County Transit (SamTrans)
- Caltrain
-  Caltrain Stations
-  Employment Districts
-  Railroads
-  Park/Open Space
-  Public Conservation Land
-  City Limit

MAP T-1

**REGIONAL TRANSIT CONNECTIONS IN PALO ALTO**



**PALO ALTO COMPREHENSIVE PLAN**  
TRANSPORTATION ELEMENT



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

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

MAP T-2

**PALO ALTO LOCAL TRANSIT CONNECTIONS**

connections, and Caltrain electrification will speed service and increase capacity while decreasing noise and air pollution.

As of late 2015, the San Mateo County Transit District (SamTrans) has re-initiated study of possible transit service along the Dumbarton corridor, to link Alameda with San Mateo and Santa Clara Counties.

### BUS SERVICE

Three transit providers, VTA, SamTrans and the Alameda-Contra Costa Transit District (AC Transit), provide bus service in Palo Alto, connecting residents to both local and regional destinations. The VTA operates local bus service within the city, with 14 bus routes in Palo Alto and an express bus network that serves the Stanford Research Park. VTA also offers connections to VTA light rail, Caltrain, Altamont Corridor Express (ACE) and AMTRAK Capitol Corridor. SamTrans operates bus service throughout San Mateo, San Francisco and Santa Clara counties, helping to connect Palo Alto to other parts of the Peninsula and Silicon Valley. AC Transit's Dumbarton Express provides express bus service between the East Bay and communities on the Peninsula.

The VTA's proposed El Camino Real Bus Rapid Transit (BRT) project aims to improve transit operations and increase transit ridership along the El Camino Real Corridor. Policies in this Element support enhanced bus service in shared travel lanes with curbside stations and signal priority with queue jump lanes to provide faster, more reliable service with target stops and specialized transit vehicles and facilities.

### SHUTTLE SERVICE

There are four types of shuttle services operating in Palo Alto, including the Stanford University Marguerite shuttle, the VTA shuttle, the City-operated Palo Alto Shuttle and private employee shuttles which transit through Palo Alto offering transportation for



*Visual simulation of BRT operating on El Camino Real*

Source: VTA

employees to other job centers on the Peninsula. The Marguerite, run by Stanford University Parking and Transportation Services, is a free service that connects the Stanford campus to the Palo Alto Transit Center and Downtown. The VTA provides low cost fare based service for residents of Santa Clara County. The Palo Alto Free Shuttle is a free wheelchair-accessible shuttle provided by the City to connect important destinations in the community, including Caltrain stations. The City is developing plans for enhanced service in response to community input. Marguerite and Palo Alto Shuttle routes are shown on Map T-1.

### FIRST/LAST MILE CONNECTIONS

Many people live or work within a mile from a transit station or bus stop; however, distance, perception of safety and inconvenience may deter them from using transit, so the entire trip is made by single-occupant vehicle simply for lack of convenience of a small but crucial segment of the trip. Currently, the Palo Alto shuttle, bicycling and walking are the best first/last mile option for most of Palo Alto. Future improvements should focus on making walking, bicycling, shuttle service and ridesharing more efficient, comfortable and safe.

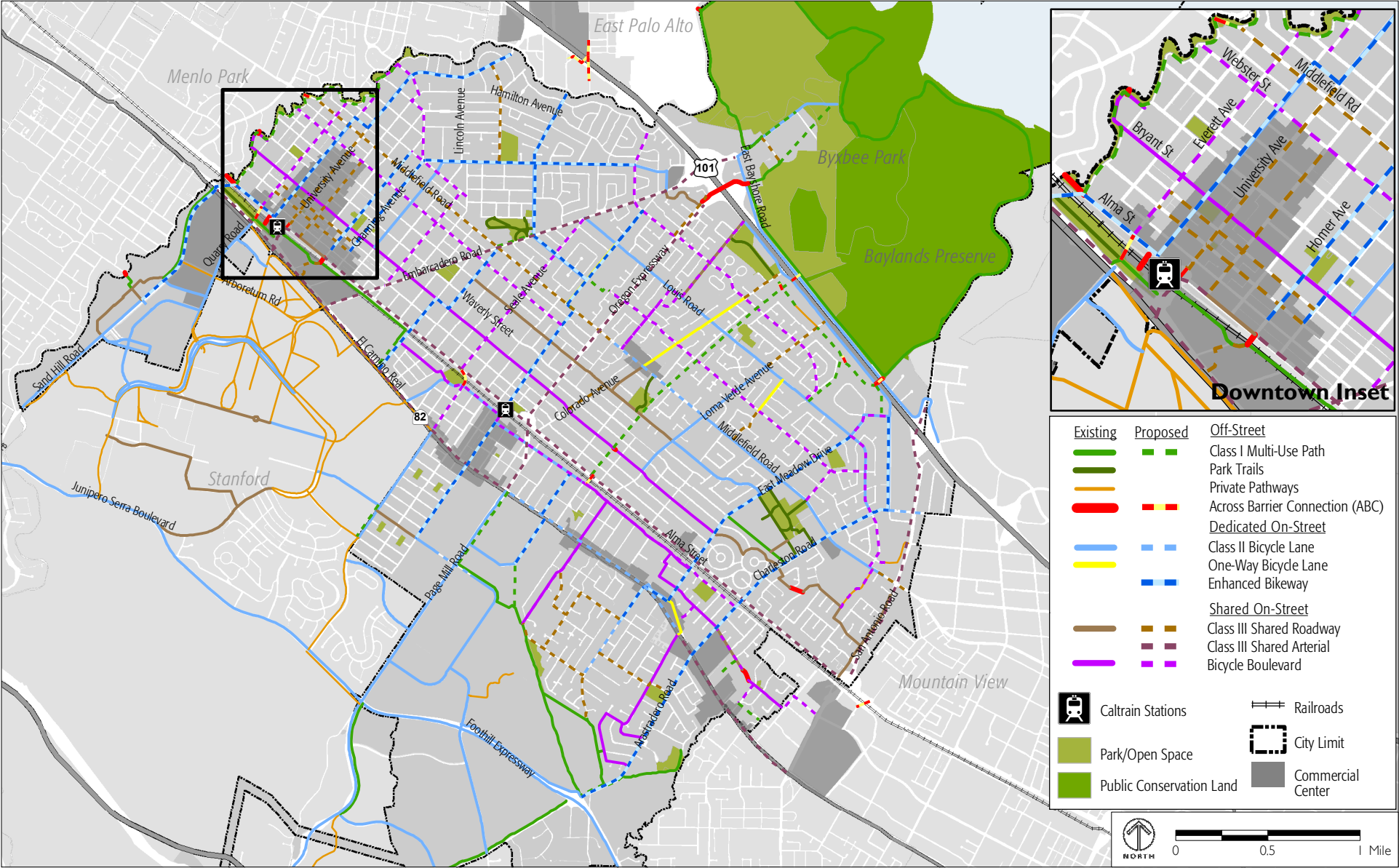
### BICYCLING

Palo Alto dedicated its formal bikeway system—one of the nation’s first—in 1972. Bikeways have since become commonplace, and considerable progress has been made in overcoming barriers to bicycle travel in and around Palo Alto. Palo Alto’s bikeway network consists of on-road bicycle lanes, bicycle boulevards and bicycle routes, off-roadway shared-use paths and bridges and bicycle parking facilities. Fourteen underpasses and bridges span barriers such as freeways, creeks and railroad tracks. Map T-3 shows the existing and planned bikeway network in Palo Alto. Palo Alto is in a position to build on the existing network, significantly increasing its proportion of travel by bicycle and is actively pursuing an expanded bike share program.





**PALO ALTO COMPREHENSIVE PLAN**  
TRANSPORTATION ELEMENT



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

The *Palo Alto Bicycle + Pedestrian Transportation Plan*, adopted in 2012 (BPTP 2012), contains a policy framework, design guidance and specific recommendations to increase walking and bicycling rates over the next decade and beyond. BPTP 2012 encourages planning, construction and maintenance of complete streets that are safe and accessible to all modes and people of all ages and abilities.

## WALKING

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



## STREETS

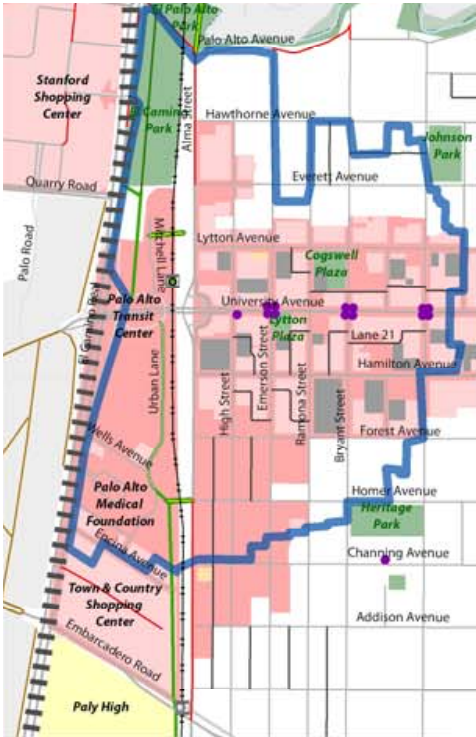
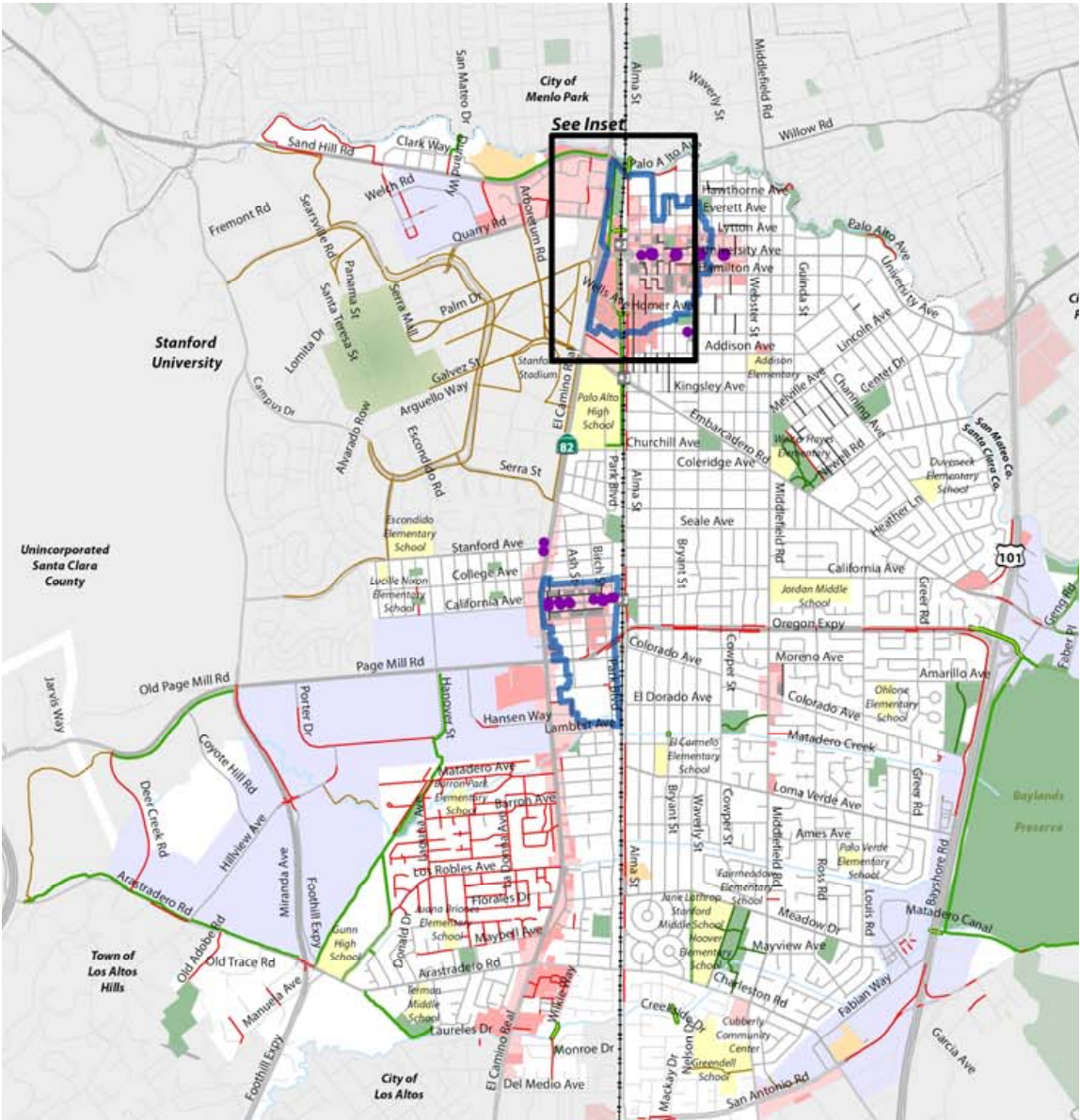
All modes of transportation in Palo Alto depend to some degree on the street network. The City's street network has remained essentially unchanged since the 1960s, except for projects along the Sand Hill Road corridor.

### STREET CLASSIFICATIONS

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



PALO ALTO COMPREHENSIVE PLAN  
TRANSPORTATION



Downtown Inset



- Curb Extensions
- Caltrain Station
- Caltrain Rail
- Pedestrian Transit-Oriented Development Zoning Overlay (PTOD)
- Streets Without Sidewalks
- Alleys/Lanes
- Streets With Sidewalks
- Class I Multi-Use Path
- Pedestrian/Bicycle Grade-Separated Crossing
- Private Paths
- Park Paths
- Stanford Pedestrian Zone
- Parking Garage
- Schools
- Local Trip Attractors and Generators
  - Commercial
  - Neighborhood Commercial
  - Mixed Use
  - Employment District or Other High-Intensity Uses
  - Parks and Open Space

Source: City of Palo Alto, 2012.

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

Council also adopted National Association of City Transportation Officials (NACTO) guidelines for bikeway and urban street design, which incorporate complete streets best practices.

### ROADWAY AND INTERSECTION IMPROVEMENTS

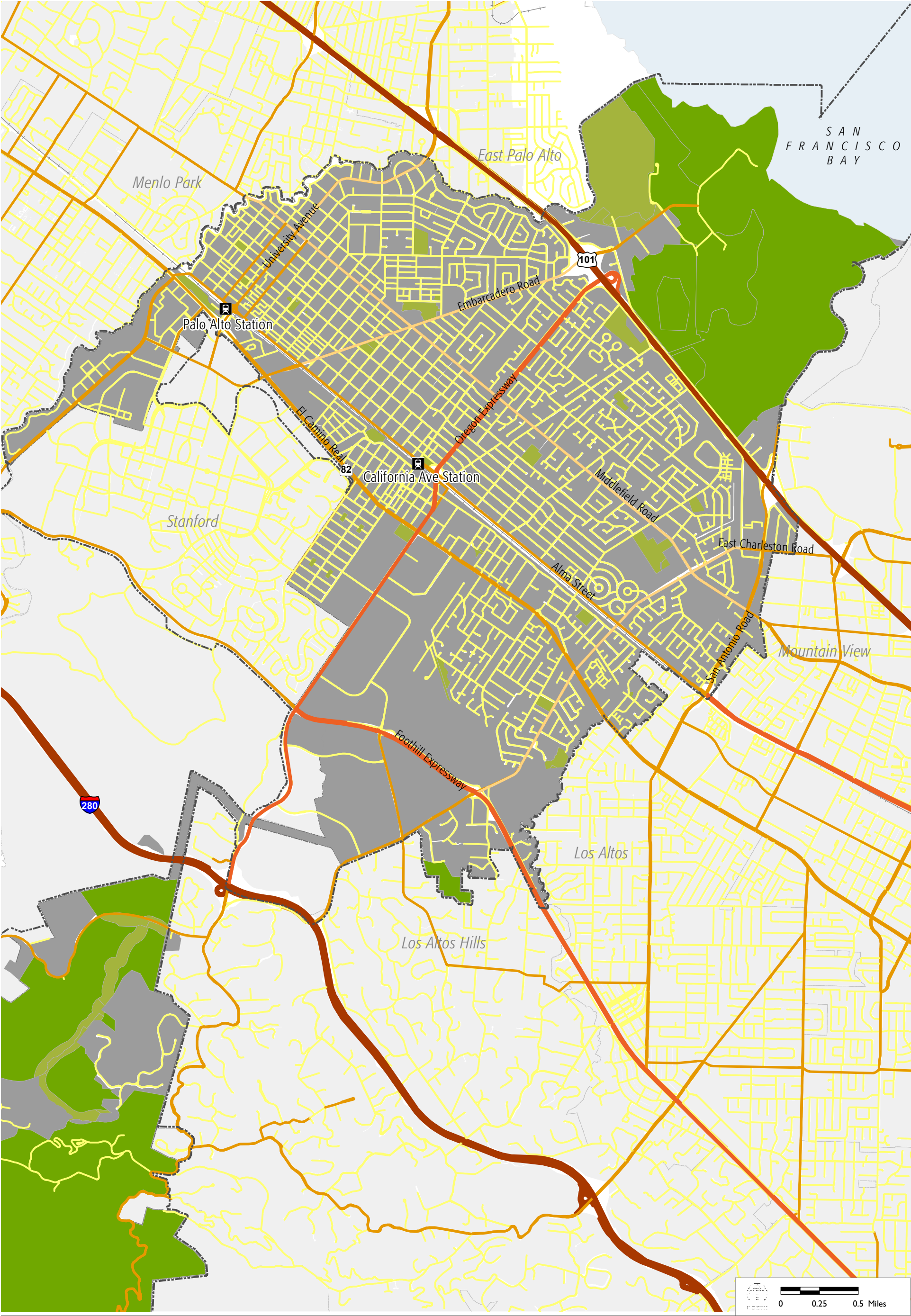
Efficient traffic circulation on major streets is a priority in Palo Alto, as is minimizing the diversion of through-traffic onto local residential streets. Intersections are the most constricted points on the network and tend to see the highest levels of congestion during the peak morning and afternoon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

A challenge is to balance the free flow of traffic with the safety of pedestrians and cyclists of all abilities, as well as with residents' desire to maintain low traffic speeds on residential arterials.

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

- Full grade separations for automobiles, pedestrians and bicyclists at Caltrain crossings.
- Retrofit/improvements to existing grade separated Caltrain crossings for pedestrians and bicyclists at California Avenue and University Avenue.
- Construction of new pedestrian and bicycle grade separated crossing of Caltrain in South Palo Alto and in North Palo Alto.
- Pedestrian and bicycle improvements derived from the 2012 *Palo Alto Bicycle + Pedestrian Transportation Plan* as amended.
- The US 101/Adobe Creek bicycle and pedestrian bridge.





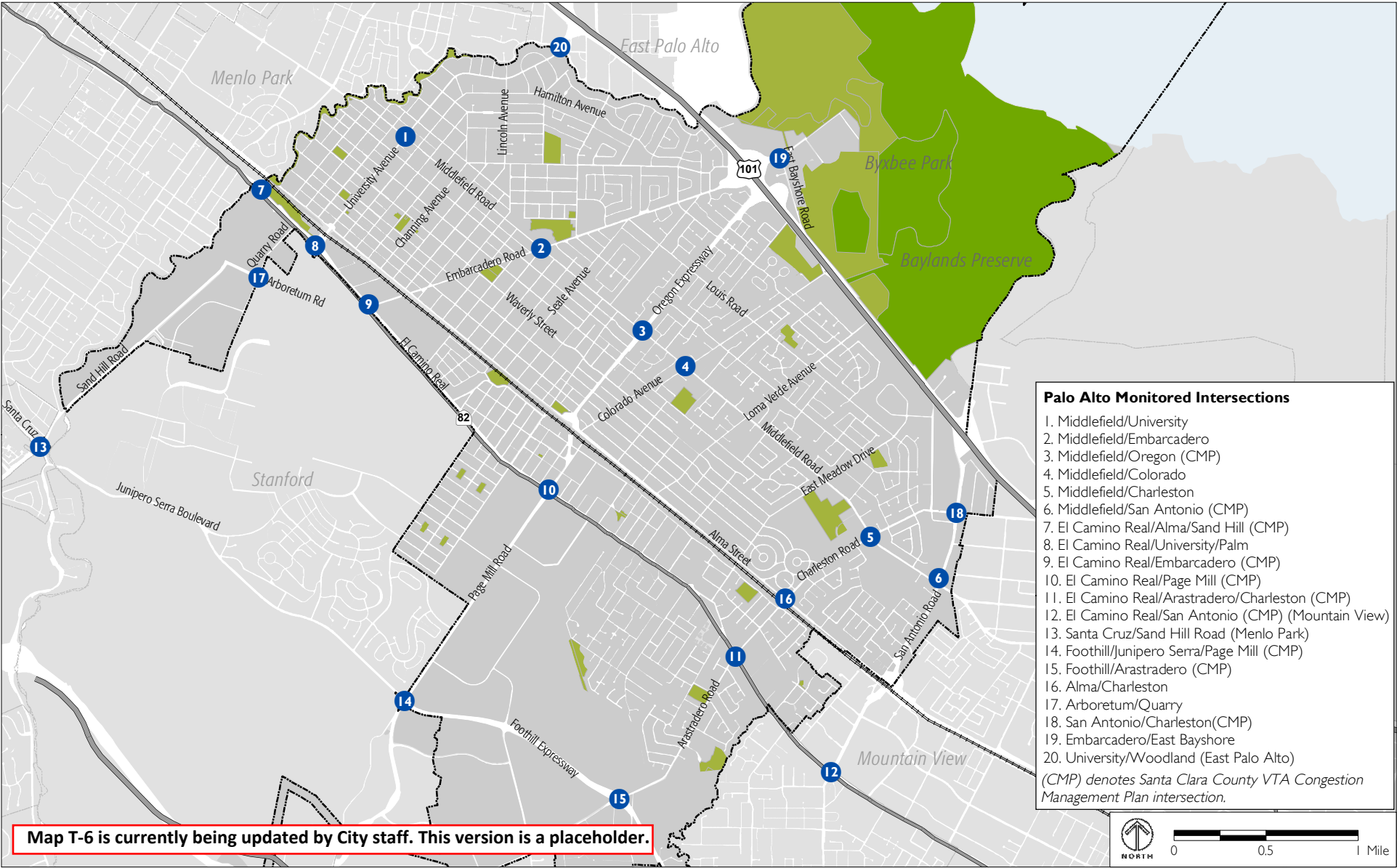
Source: City of Palo Alto, 2013; PlaceWorks, 2014.

- Local/Collector
- Residential Arterial
- Arterial
- Expressway
- Freeway
- Railroads
- Caltrain Stations
- Parks
- Public Conservation Land
- Sphere of Influence
- City Boundary

*This page left blank to allow the map to be printed at 11x17*



PALO ALTO COMPREHENSIVE PLAN  
TRANSPORTATION ELEMENT



Park/Open Space

Public Conservation Land

Railroads

City Limit

- El Camino Real intersection and pedestrian safety/streetscape improvements.
- Downtown mobility and safety improvements.
- Geng Road extension to Laura Lane.
- Middlefield Road corridor improvements.

Other agencies, including Santa Clara County, VTA and Caltrans, are responsible for other major roadway projects that will directly affect Palo Alto streets, but are not under the jurisdiction of the City. The City will review these proposals as provided for in the Regional Collaboration goal of this Element. Specifically:

- The County will implement elements of Expressway Plan 2040 in or near Palo Alto, including widening Oregon Expressway and Page Mill Road with High Occupancy Vehicle (HOV) lanes and a bicycle/pedestrian trail between Interstate (I-) 280 and Foothill Expressway, intersection improvements along Oregon Expressway-Page Mill Road between Porter Drive and Hansen Way and at El Camino Real, reconfiguration of the interchange at Interstate 280/Oregon Expressway-Page Mill Road and an ITS/signal system Countywide.
- US 101 southbound improvements from San Antonio Road and Rengstorff Avenue.
- Caltrain modernization, including electrification.
- Bus rapid transit in mixed flow lanes on El Camino Real using curbside boarding platforms and queue jumping.
- Improved circulation in the Palo Alto Transit Center, including direct access to El Camino Real for transit vehicles.

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

#### LEVEL OF SERVICE AND VEHICLE MILES TRAVELED

Motor vehicle level of service (LOS) is a way of measuring traffic congestion based on average control delay per vehicle, and in some analyses, based on the ratio of the volume of traffic to the capacity of the road. LOS A is a free-flowing condition for cars and LOS F is an extreme congestion condition, with traffic volumes at or over capacity. LOS definitions for signalized intersections are shown in Table T-1. Policies

in the Element ensure that the City will continue to use vehicular LOS at local intersections when evaluating development applications, including a project's potential contribution to cumulative LOS.

TABLE T-1 SIGNALIZED INTERSECTION LOS DEFINITIONS BASED ON AVERAGE DELAY	
LOS	Average Control Delay Per Vehicle (Seconds)
A	10.0 or less
B	10.1 to 20.0
C	20.1 to 35.0
D	35.1 to 55.0
E	55.1 to 80.0
F	Greater than 80.0

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

## VEHICLE MILES TRAVELED

Transportation planning analyses used by cities to describe traffic and roadway and intersection operation, both for infrastructure planning and for new development projects, are evolving away from the traditional LOS metric towards a multi-modal perspective based on Vehicle Miles Traveled (VMT). California Senate Bill 743, passed in 2013, requires impacts from new development on transportation network performance to be viewed through a filter that promotes the reduction of GHG emissions, the development of multi-modal transportation networks and a diversity of land uses. This Bill will shift the State away from LOS as the metric for evaluating transportation impacts under the California Environmental Quality Act (CEQA) and towards use of VMT or VMT per capita. This shift recognizes that prioritizing the free flow of cars over any other roadway user contradicts State goals to reduce GHGs.

While LOS describes local-level impacts at a specific location, VMT describes network-wide impacts by measuring the number of miles traveled by motor vehicles within an area. VMT per capita divides the total amount of VMT by the population living and working in a community. Together, these measures can inform efforts to

reduce commute lengths and enhance the availability of alternative transportation options.

Multi-modal level of service (MMLOS) is another analytical approach endorsed by policies in this Element, and applies the concept of LOS to all modes of travel, including transit, bikes and pedestrians as well as cars and trucks. Within Santa Clara County, VTA is developing guidelines for multi-modal transportation planning to include in all transportation studies, and the City of Palo Alto will have an opportunity to participate in this effort. One possible outcome could be the adoption of metrics for safety, convenience and delay for transit, bicycles and pedestrians similar to the LOS standards the City has adopted for motor vehicles.

### RAIL CORRIDOR

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



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

### NEIGHBORHOOD IMPACTS

Most Palo Alto streets are bordered by residential land uses. Citizens’ concerns reflect chronic problems like speeding, regional traffic on local streets and too much motor vehicle traffic. The City has designated some streets as residential arterials to recognize that they carry large volumes of through-traffic but also have residential uses on both sides of the street. The objective is to address the desires of residents of these streets who would like to have slower speeds, safer conditions for bicycles and pedestrians and aesthetic improvements. This must be done economically and without appreciably reducing traffic capacity or diverting traffic onto other local neighborhood streets.

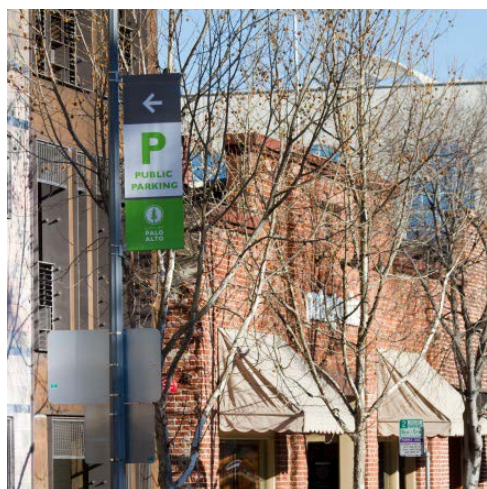


Additionally, to address community concerns, the City has developed a Traffic Intrusion on Residential Environments (TIRE) methodology that estimates resident perception of traffic impacts based on anticipated average daily traffic growth. *The Traffic Infusion on Residential Environment (TIRE) index* is a measure of the effect of traffic on the safety and comfort of human activities, such as walking, cycling and playing on or near a street and on the freedom to maneuver vehicles in and out of residential driveways. The TIRE index scale ranges from 0 to 5 depending on daily traffic volume. An index of 0 represents the least infusion of traffic and 5 the greatest, and thereby, the poorest residential environment. Although not required under the California Environmental Quality Act or pursuant to VTA guidelines, the City of Palo Alto uses the TIRE index to measure the impact of traffic on residents along a street.

Policies in this Element support traffic calming, which refers to projects that make permanent, physical changes to streets in order to slow traffic and/or reduce volumes, thus improving their safety and addressing residents' concerns. Traffic calming measures can reduce speeds and return some through-traffic from local streets and collector streets to nearby arterials, something that may be of increased importance given the advent of technology that helps drivers navigate local streets to avoid congestion. Traffic calming also includes education and enforcement measures that promote changes in driver behavior. Some examples of traffic calming measures include:

- **Curb and Sidewalk Design.** In many of the areas of Palo Alto built since World War II, an integral curb and sidewalk design was used, resulting in sidewalks immediately next to traffic lanes. Adding planting pockets and street trees would promote pedestrian use and also provide visual cues to drivers to reduce speeds. Curb extensions at intersections and crosswalks can also slow traffic speeds.
- **Reducing and Narrowing Lanes.** In commercial areas, it may be feasible to reduce the number of lanes for through-traffic without losing too much traffic handling capacity. In these areas, curb lanes are often not very useful for through-traffic since they may be blocked or slowed by cars turning into and out of driveways and parking spaces. In other areas, narrowing the travel lanes is a technique that can be used to reduce motor vehicle speeds.
- **Traffic Circles.** A traffic circle is a raised island in the center of an intersection that helps reduce speeding by forcing drivers to slow. Traffic circles have been shown to reduce collisions and are considered more bicycle-friendly than

traditional two- or four-way stops controls. Because they don't require stops, traffic circles also reduce local air and noise pollution from stop-and-go traffic, and offer opportunities for added landscaping and tree planting. Traffic circles are already used in Palo Alto's residential neighborhoods, and the 2012 *Palo Alto Bicycle + Pedestrian Transportation Plan* calls for greater use of traffic circles, particularly along bicycle boulevards.



## PARKING

Effectively managing parking supply and demand can reduce traffic congestion, protect the livability of residential neighborhoods and support local businesses.

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

Parking management can be done in a number of ways, including optimizing use of existing spaces and incentivizing use of alternatives to the automobile. Technology is central to optimizing the use of existing spaces, and shared parking arrangements that allow different users to use the same spaces at alternate times can also optimize the use of existing spaces. Improving transit service, providing safe, convenient bicycle parking and enhancing the pedestrian realm can incentivize the use of transportation modes that don't require vehicle parking, while charging for parking makes it more likely that people will carpool, take transit, walk or bike.

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

providing parking, encourage transit and sustainable transportation choices and support Palo Alto's goals for livable neighborhoods.

Policies also support increasing the number of safe, attractive and well-designed bicycle parking spaces in Palo Alto, as well as bike share hubs and bike stations at Caltrain stations. Priority areas of the city for enhanced bike parking include heavily travelled mixed-use areas, commercial centers, employment districts, recreational/cultural facilities, multi-modal transportation facilities and ride share stops.

## ROAD SAFETY

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

A new approach to substantially reducing traffic-related fatality rates without compromising mobility is the Vision Zero Initiative, which is being implemented in cities throughout the US and Europe. At the core of this approach is the pursuit of roadway safety for all users.

## TRANSIT-DEPENDENT COMMUNITIES

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



community, including those who depend on transit because they cannot drive or choose not to.

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

VTA's paratransit services are also provided by Outreach. Riders may reserve paratransit trips from one to three days in advance, between 8:00 a.m. and 5:00 p.m. for service the next day. However, paratransit services are limited to a  $\frac{3}{4}$ -mile corridor around the VTA bus routes and light rail stations. For travel outside of the service area, customers must arrange a transfer to the paratransit operator.

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



## REGIONAL COLLABORATION

Increasing population and traffic congestion over the past 20 years have required an increased emphasis on regional solutions to transportation issues. A regional approach is needed to avoid local solutions that simply shift the problem elsewhere or produce unintended results. Transportation facilities like Caltrain or the Bayshore Freeway need to be managed regionally. Palo Alto is actively participating with other communities and Caltrain on electrification, known as the Peninsula Corridor



Electrification Project (PCEP), which will replace existing diesel trains with electric ones along the 51-mile Caltrain corridor and enable Caltrain to both increase the number of trains it runs and run longer trains. While these changes offer benefits to regional commuters, they will increase delays and congestion at rail crossings until they are grade separated.

The Santa Clara County VTA Congestion Management Program (CMP) is the venue for transportation planning in the County and the conduit for most transportation funding. Palo Alto representatives participate on VTA advisory committees as well as numerous other Bay Area regional bodies affecting transportation, including the Metropolitan Transportation Commission (MTC), Association of Bay Area Governments (ABAG) and the Bay Area Air Quality Management District (BAAQMD).

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

## GOALS, POLICIES AND PROGRAMS

### SUSTAINABLE TRANSPORTATION

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

#### REDUCING RELIANCE ON SINGLE-OCCUPANT VEHICLES

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

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

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

**Program T1.2.2** Advocate for improved connectivity to transit to serve workers who live in the South Bay and work in Palo Alto.

**Program T1.2.3** Formalize TDM requirements by ordinance and require new developments above a certain size threshold to prepare and implement a TDM Plan to meet specific performance standards. Require regular monitoring/reporting and provide for enforcement with meaningful penalties for non-compliance. The ordinance should also:

- Establish a list of effective TDM measures that include transit promotion, prepaid transit passes, commuter checks, car sharing, carpooling, parking cash-out, bicycle lockers and showers, shuttles to Caltrain, requiring TMA membership and education and outreach to support the use of these modes.
- Allow property owners to achieve reductions by contributing to citywide or employment district shuttles or other proven transportation programs that are not directly under the property owner's control.
- Provide a system for incorporating alternative measures as new ideas for TDM are developed.
- Establish a mechanism to monitor the success of TDM measures and track the cumulative reduction of peak hour motor vehicle trips. TDM measures should at a

minimum achieve the following reduction in peak hour motor vehicle trips, with a focus on single-occupant vehicle trips. Reductions should be based on the rates included in the Institute of Transportation Engineers' Trip Generation Manual for the appropriate land use category and size:

- 45 percent reduction in the Downtown district
  - 35 percent reduction in the California Avenue area
  - 30 percent reduction in the Stanford Research Park
  - 30 percent reduction in the El Camino Real Corridor
  - 20 percent reduction in other areas of the city
- Require new development projects to pay a Transportation Impact Fee for all those peak-hour motor vehicle trips that cannot be reduced via TDM measures. Fees collected would be used for capital improvements aimed at reducing vehicle trips and traffic congestion.
  - Ensure a stable, sustained funding source to support implementation of TDM measures.

**Program T1.2.4** Evaluate the performance of pilot programs implemented by the Palo Alto Transportation Management Association and pursue expansion from Downtown to California Avenue and other areas of the city when appropriate.

**Program T1.2.5** Site City facilities near high-capacity transit and revise existing regulations, policies and programs to encourage telecommuting, satellite office concepts and work-at-home options.

**Program T1.2.6** Pursue full participation of Palo Alto employers in the TMA.

## REDUCING GREENHOUSE GAS EMISSIONS

### POLICY T-1.3

Reduce GHG and pollutant emissions associated with transportation by reducing VMT and per-mile emissions through increasing transit options, supporting biking and walking, and the use of zero-emission vehicle technologies to meet City and State goals for GHG reductions by 2030.

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

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

**POLICY T-1.4**

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

**Program T1.4.1** Update the Zoning Code to ensure compatibility with the electric vehicle infrastructure requirements.

**Program T1.4.2** Periodically review requirements for electric and plug-in vehicle infrastructure in new construction. Consider and periodically review requirements for electric and plug-in infrastructure for remodels. Consider costs to the City, including identifying payment options.



**POLICY T-1.5**

Support the introduction of autonomous, shared, clean motor vehicles with the goals of improving roadway safety (especially for vulnerable road users), improving traffic operations, supporting core mass transit routes, reducing air pollution and GHG emissions, enhancing transportation opportunities for the disadvantaged and reclaiming valuable land dedicated to motor vehicle transportation and parking.

INCREASING TRANSIT USE

**POLICY T-1.6**

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

**Program T1.6.1** Collaborate with transit providers, including Caltrain, bus operators and rideshare companies, to develop first/last mile connection strategies that boost the use of transit and shuttle service for local errands and commuting.

**Program T1.6.2** Continue to work with Caltrain, Amtrak and public bus operators to expand bicycle storage on public transit vehicles and at transit hubs during both peak and off-peak hours.



- POLICY T-1.7** Advocate for transit providers to coordinate train, bus and shuttle schedules at multi-modal transit stations, and other transit information centers, to enable efficient transfer among public transit modes.
- POLICY T-1.8** Work to ensure public and private school commute patterns are accommodated in the local transit system, including through schedule and route coordination.
- POLICY T-1.9** Continue to encourage the provision of amenities such as seating, lighting and signage, including real-time arrival information, at bus and shuttle stops and train stations to increase rider comfort, safety and convenience.

#### ENHANCING RAIL AND BUS SERVICE

- POLICY T-1.10** Support Caltrain modernization and electrification, capacity and service enhancements and extension to Downtown San Francisco.
- POLICY T-1.11** Encourage continued enhancement of the Caltrain stations as important transportation nodes for the city.



**Program T1.11.1** Collaborate with Stanford University, VTA, Caltrain and other agencies to pursue improvements to the Palo Alto Transit Center area aimed at enhancing the pedestrian experience and improving circulation and access for all modes, including direct access to El Camino Real for transit vehicles.

**Program T1.11.2** In collaboration with Caltrain and Stanford Research Park, pursue expansion of service to the California Avenue Caltrain Station and creation of an enhanced transit center at the Station, including connections to VTA bus service, the Palo Alto Free Shuttle, the Marguerite and other private shuttles serving the Research Park.

- POLICY T-1.12** Collaborate with transit agencies in planning and implementing convenient, efficient, coordinated and effective bus service in Palo Alto that addresses the needs of all segments of our population.

**Program T1.12.1** Strongly recommend that VTA maintain existing service and coverage levels in Palo Alto.

**Program T1.12.2** Work with VTA to expand VTA express bus service routes to serve the Stanford Research Park, California Avenue, Stanford University and Downtown.

**Program T1.12.3** Work with VTA to study the feasibility of, and if warranted provide, traffic signal prioritization for buses at Palo Alto intersections, focusing first on regional transit routes. Also, advocate for bus service improvements on El Camino Real such as queue jump lanes and curbside platforms.

## SHUTTLE SERVICE, RIDESHARING AND FIRST/LAST MILE CONNECTIONS

**POLICY T-1.13** Encourage services that complement and enhance the transportation options available to help Palo Alto residents and employees make first/last mile connections and travel within the city for daily needs without using a single-occupancy vehicle, including shuttle, taxi and ridesharing services.

**Program T1.13.1** Investigate a pilot program to subsidize a taxi, rideshare or transit program for Palo Altans to get to/from downtown, including offering education and incentives to encourage users.

**POLICY T-1.14** Continue the Palo Alto Free Shuttle Program and work with partners to enhance service by increasing frequency and prioritizing destinations of value to the community, including health centers, parks, schools, senior centers and shopping areas and other places where residents gather.

**Program T1.14.1** Evaluate the shuttle system periodically in collaboration with community members, people with special needs and PAUSD to:

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

**POLICY T-1.15** Encourage employers to develop shared shuttle services to connect employment areas with the multi-modal transit stations and City amenities, and to offer employees education and information on how to use shuttles.

## BICYCLING AND WALKING

**POLICY T-1.16** Promote personal transportation vehicles an alternative to cars (e.g. bicycles, skateboards, roller blades) to get to work, school, shopping, recreational facilities and transit stops.

**Program T1.16.1** Continue regular surveys of bicycle use across the city, by collecting bicycle counts on important and potential bicycle corridors.



**Program T1.16.2** Consider marketing strategies, such as a recurring Palo Alto Open Streets program of events potentially in coordination with local business groups, which would include street closures and programming.

**Program T1.16.3** Encourage private schools to develop Walk and Roll Maps as part of Transportation Demand Management strategies to reduce vehicle trips.

**Program T1.16.4** Participate in local and regional encouragement events such as Palo Alto Walks and Rolls, Bike to Work Day and Bike Palo Alto! that encourage a culture of bicycling and walking as alternatives to single-occupant vehicle trips.

**POLICY T-1.17** Require new office, commercial and multi-family residential developments to provide improvements that improve bicycle and pedestrian connectivity as called for in the 2012 *Palo Alto Bicycle + Pedestrian Transportation Plan*.]

**POLICY T-1.18** Increase cooperation with surrounding communities and other agencies to establish and maintain off-roadway bicycle and pedestrian paths and trails that are integrated with creek, utility, railroad rights-of-way and green spaces in a manner that helps enhance and define the community and avoids environmental impacts.

**POLICY T-1.19** Provide facilities that encourage and support bicycling and walking.

**Program T1.19.1** Adjust the street evaluation criteria of the City's Pavement Management Program to ensure that areas of the road used by bicyclists are maintained at the same standards as, or at standards higher than, areas used by motor vehicles. Include bicycle and e-bike detection in intersection upgrades.

**Program T1.19.2** Prioritize investments for enhanced pedestrian access and bicycle use within Palo Alto and to/from surrounding communities, including by incorporating improvements from related City plans, for example the 2012 *Palo Alto Bicycle + Pedestrian Transportation Plan* and the *Parks, Trails & Open Space Master Plan*, as amended, into the Capital Improvements Program.



**Program T1.19.3** Increase the number of east-west pedestrian and bicycle crossings across Alma Street and the Caltrain corridor, particularly south of Oregon Expressway.

**Program T1.19.4** Encourage the use of bike sharing, and the provision of required infrastructure throughout Palo Alto, especially at transit stations and stops, job centers, community centers and other destinations.

**Program T1.19.5** Improve amenities such as seating, lighting, bicycle parking, street trees, public art and interpretive stations along bicycle and pedestrian paths and in City parks to encourage walking and cycling and enhance the feeling of safety.



**POLICY T-1.20** Regularly maintain off-roadway bicycle and pedestrian paths, including sweeping, weed abatement and surface maintenance.

**POLICY T-1.21** Maintain pedestrian- and bicycle-only use of alleyways Downtown and in the California Avenue area where appropriate to provide connectivity between businesses and parking and transit stops, and consider public art in the alleyways as a way to encourage walking.

#### MONITORING PROGRESS

**POLICY T-1.22** Continue to measure the effectiveness of the City's transportation network to make better decisions on transportation issues.

**Program T1.22.1** Collect, analyze and report transportation data through surveys and other methods on a regular basis. Track progress on build-out of the 2012 *Palo Alto Bicycle + Pedestrian Transportation Plan* network.

**POLICY T-1.23** Monitor VMT per capita and citywide GHG emissions from mobile sources as a measure of progress toward the City's goal of reducing GHG 80 percent below 1990 levels by 2030.

**POLICY T-1.24** Monitor and publicly report on the level of service at critical intersections (as shown on Map T-5) on a regular basis and consider additional intersections to add to this list to monitor the effectiveness of the City's growth management policies. Also monitor multi-modal level of service for arterials and residential arterials.



## FUNDING IMPROVEMENTS

**POLICY T-1.25** Pursue transportation funding opportunities for ongoing transportation improvements that will help mitigate the impacts of future development and protect residents' quality of life. When other sources are unavailable, continue to fund improvements, operations and maintenance through the general fund.

**Program T1.25.1** As part of the effort to reduce traffic congestion, regularly evaluate the City's current Transportation Impact Fee and modify as needed to implement transportation infrastructure improvements. Modifications to the impact fee program should be structured in keeping with the City's desire to require new development to reduce peak hour motor vehicle trips to the extent feasible through TDM plans and by contributions to the provision of transit services, shuttles, carpool/rideshare incentives and similar programs.

**POLICY T-1.26** Collaborate with adjacent communities to ensure that Palo Alto and its immediate neighbors receive their fair share of regional transportation funds, proportional to the need and demand for transportation improvements within these communities to address region-wide transportation issues.

**Program T1.26.1** In collaboration with regional agencies and neighboring jurisdictions, identify and pursue funding for rail corridor improvements and grade separation.

**POLICY T-1.27** Collaborate with public interest groups as well as federal, State and local governments to study and advocate for transportation regulatory changes, such as an increase in the gasoline tax.

## TRAFFIC DELAY AND CONGESTION

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

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

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



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

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

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

**POLICY T-2.3** Use motor vehicle LOS at signalized intersections to evaluate the potential impact of proposed projects, including contributions to cumulative congestion. Use signal warrants and other metrics to evaluate impacts at unsignalized intersections.

**Program T2.3.1** When adopting new CEQA significance thresholds for VMT for compliance with SB 743 (2013), adopt standards for vehicular LOS analysis for use in evaluating the consistency of a proposed project with the Comprehensive Plan, and also explore desired standards for MMLOS, which includes motor vehicle LOS, at signalized intersections.

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

**Program T2.4.1** Revise protocols for reviewing office, commercial and multi-family residential development proposals to evaluate multi-modal level of service and identify gaps in the low stress bicycle and pedestrian network.

#### SCHOOLS AND CHILDCARE FACILITY CONGESTION

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

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

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

## STREETS

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

#### EFFICIENT CIRCULATION

- POLICY T-3.1** Maintain a hierarchy of streets that includes freeways, expressways, arterials, residential arterials, collector streets and local streets, balancing the needs of all users in a safe and appropriate manner.
- POLICY T-3.2** Enhance connections to, from and between parks, community centers, recreation facilities, libraries and schools for all users.
- POLICY T-3.3** Avoid major increases in single-occupant vehicle capacity when constructing or modifying roadways unless needed to remedy severe congestion or critical neighborhood traffic problems. Where capacity is increased, balance the needs of motor vehicles with those of pedestrians and bicyclists.
- POLICY T-3.4** Regulate truck movements and large commercial buses in a manner that balances the efficient movement of trucks and buses while preserving the residential character of Palo Alto's street system.

#### STREET DESIGN AND MODIFICATION PROJECTS

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

**Program T3.5.1** Continue to use best practices in roadway design that are consistent with complete streets principles and the *Urban Forest Master Plan*, focusing on bicycle and pedestrian safety and multi-modal uses. Consider opportunities to incorporate best practices from the National Association of City Transportation Officials guidelines for urban streets and bikeways, tailored to the Palo Alto context.



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

- POLICY T-3.6** Consider pedestrians, bicyclists, e-bikes and motorcycles when designing road surfaces, curbs, crossings, signage, landscaping and sight lines.
- POLICY T-3.7** Encourage pedestrian-friendly design features such as sidewalks, street trees, on-street parking, gathering spaces, gardens, outdoor furniture, art and interesting architectural details.
- POLICY T-3.8** Add planting pockets with street trees to provide shade, calm traffic and enhance the pedestrian realm.
- POLICY T-3.9** Support citywide sustainability efforts by preserving and enhancing the tree canopy where feasible within the public right-of-way, consistent with the *Urban Forest Management Plan*, as amended.
- POLICY T-3.10** Participate in the design and implementation of comprehensive solutions to traffic problems near Stanford Shopping Center and Stanford Medical Center.
- Program T3.10.1** Support increased public transit, traffic management and parking solutions to ensure safe, convenient access to and from the Stanford Shopping Center/Medical Center area.
- Program T3.10.2** Implement and monitor Development Agreement traffic mitigations at Stanford Medical Center.
- Program T3.10.3** Provide safe, convenient pedestrian, bicycle and transit connections between the Stanford Shopping Center/Medical Center areas and housing along the Sand Hill Road/Quarry Road corridors to Palo Alto Transit Center, Downtown Palo Alto and other primary destinations.
- Program T3.10.4** Pursue extension of Quarry Road for transit, pedestrians and bicyclists to access the Palo Alto Transit Center from El Camino Real. Also study the feasibility of another pedestrian and bicycle underpass of Caltrain at Everett Street.
- POLICY T-3.11** Consider the objectives of the Grand Boulevard Initiative and the South El Camino Boulevard Design Guidelines when designing roadway and pedestrian improvements along El Camino Real.
- POLICY T-3.12** Coordinate roadway improvements with other transportation and utility infrastructure improvements such as sewer and water.
- POLICY T-3.13** Work with Caltrans, Santa Clara County and VTA to improve east and west connections in Palo Alto and maintain a circulation network that binds the city together in all directions.
- POLICY T-3.14** Continue to prioritize the safety of school children in street modification projects that affect school travel routes, including during construction.
- RAIL CORRIDOR
- POLICY T-3.15** Pursue grade separation of rail crossings along the rail corridor as a City priority.



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

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

**POLICY T-3.16** Keep existing at-grade rail crossings open to motor vehicles, pedestrians and bicyclists, consistent with results of a focused circulation study and a context sensitive alternatives analysis.

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

**Program T3.17.1** Complete a Palo Alto Avenue crossing study to identify potential near-term safety and accessibility improvements.

**Program T3.17.2** Work with Caltrain to ensure that the rail tracks are safe and secure with adequate fencing and barriers.

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

**POLICY T-3.19** Coordinate proactively with the California High Speed Rail Authority and Caltrain to minimize negative impacts and maximize benefits to Palo Alto from any future high speed rail service through Palo Alto.

## NEIGHBORHOOD IMPACTS

**GOAL T-4** Protect streets and adopted school commute corridors that contribute to neighborhood character and provide a range of local transportation options.

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

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

**Program T4.2.1** Periodically evaluate residential areas for traffic impacts and use the results of that evaluation to prioritize traffic calming measures.

**POLICY T-4.3** Identify specific improvements that can be used to discourage drivers from using local, neighborhood streets to bypass traffic congestion on arterials.

**POLICY T-4.4** Maintain the following roadways as residential arterials, treated with landscaping, medians and other visual improvements to distinguish them as residential streets, in order to improve safety:

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

**Program T4.4.1** Use landscaping and other improvements to establish clear “gateways” at the points where the Oregon Expressway, University Avenue and Embarcadero Road transition from freeways to neighborhoods.



**POLICY T-4.5** Minimize the danger of increased commercial ingress/egress adjacent to major intersections, and noticeable increases in traffic from new development in residential neighborhoods, through traffic mitigation measures.

**POLICY T-4.6** Require project proponents to employ the TIRE methodology to measure potential street impacts from proposed new development of all types in residential neighborhoods.

**POLICY T-4.7** Require new residential development projects to implement best practices for street design, stormwater management and green infrastructure.

## MOTOR VEHICLE AND BICYCLE PARKING

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

### MANAGING PARKING SUPPLY

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

**Program T5.1.1** Evaluate the need to update parking standards in the municipal code, based on local conditions, different users' needs and baseline parking need. Allow the use of parking lifts for office/R&D and multi-family housing as appropriate.

**Program T5.1.2** Consider reducing parking requirements for retail and restaurant uses as a way to encourage new businesses and the use of alternative modes.



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

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

**Program T5.1.5** Consider reducing parking requirements for multi-family uses as a way to encourage new multi-family housing and the use of alternative modes, where reduction in parking would not impact the neighborhood.

## **POLICY T-5.2**

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

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

**Program T5.2.2** Study and implement pricing strategies for public parking in commercial districts, taking into consideration both employee parking demand and the needs of retailers and customers. Use pricing to encourage short term parking on street, long term parking in parking garages and the use of alternative modes of transportation.

**Program T5.2.3** Implement Council-adopted recommendations from the parking management study for the Downtown area, which address the feasibility of removing color-coded parking zones, and dynamic pricing and management policies to prioritize short-term parking spaces closest to the commercial core for customers, garage parking for employees and neighborhood parking for residents.

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

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

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

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

#### PARKING INFRASTRUCTURE AND DESIGN

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

**POLICY T-5.7** Require new or redesigned parking lots to optimize pedestrian and bicycle safety.

**POLICY T-5.8** Promote vehicle parking areas designed to reduce stormwater runoff, increase compatibility with street trees and add visual interest to streets and other public locations. Encourage the use of photovoltaic panel or tree canopies in parking lots or on top of parking structures to provide cover, consistent with the *Urban Forest Master Plan*.

**Program T5.8.1** Study the feasibility of retrofitting City-owned surface parking lots to implement best management practices for stormwater management and urban heat island mitigation, including green infrastructure, permeable pavement and reflective surfaces.

**Program T5.8.2** Identify incentives to encourage the retrofit of privately owned surface parking areas to incorporate best management practices for stormwater management and urban heat island mitigation as well as incentives for the provision of publicly accessible bicycle parking in privately owned lots.

**Program T5.8.3** Update City requirements regarding trees and other landscaping that capture and filter stormwater within surface parking lots to take advantage of new technology.

**POLICY T-5.9** Promote safety for pedestrians in City-owned parking lots by adopting standards for landscaping, signage, walkways and lighting that reduce crime and ensure a safe and orderly flow of traffic.

**POLICY T-5.10** Encourage the use of adaptive design strategies in new parking facilities in order to facilitate reuse in the future if and when conditions warrant.

## RESIDENTIAL PARKING

**POLICY T-5.11** Work to protect residential areas from parking impacts of nearby businesses and uses, recognizing that fully addressing some existing intrusions may take time.

**Program T5.11.1** Coordinate with neighborhood groups and local businesses and other stakeholders to evaluate the need for a residential parking permit program in areas without existing programs.

## BICYCLE PARKING

**POLICY T-5.12** To promote bicycle use, increase the number of safe, attractive and well-designed bicycle parking spaces available in the city, including spots for diverse types of bicycle and associated equipment, including bicycle trailers, prioritizing heavily travelled areas such as commercial and retail centers, employment districts, recreational/cultural facilities, multi-modal transit facilities and ride share stops for bicycle parking infrastructure.

**Program T5.12.1** Work with employers, merchants, schools and community service providers, to identify ways to provide more bicycle parking, including e-bike parking with charging stations, near existing shops, services and places of employment.

**Program T5.12.2** Install secure electronic bike lockers such as the BikeLink system, at high-theft locations, including transit stations and parking garages.

**Program T5.12.3** Assess the need to provide additional bicycle parking in City-owned parking lots and rights-of-way.

## ROAD SAFETY

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

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

**Program T6.1.1** Follow the principles of the safe routes to schools program to implement traffic safety measures that focus on safe routes to work, shopping, downtown, community services, parks and schools including all designated school commute corridors.





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

**Program T6.1.3** Address pedestrian safety along Alma Street between Embarcadero Road and Lytton Street.

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

**POLICY T-6.2** Pursue the goal of zero severe injuries and roadway fatalities on Palo Alto city streets.

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

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

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

**Program T6.4.1** Consider the Adopted School Commute Corridors Network and adopted “Walk and Roll” maps when reviewing development applications and making land use and transportation planning decisions. Incorporate these requirements into City code when feasible.

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

**Program T6.4.3** In collaboration with PAUSD, provide adult crossing guards at school crossings that meet established warrants.

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

**POLICY T-6.6** Use engineering, enforcement and educational tools to improve safety for all users on City roadways.

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

**Program T6.6.2** Continue to provide educational programs for children and adults, in partnership with community-based educational organizations, to promote safe walking and the safe use of

bicycles, including the City-sponsored bicycle education programs in the public schools and the bicycle traffic school program for juveniles.

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

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

**Program T6.6.5** Identify and construct safety improvements for pedestrian underpasses, including on Embarcadero Road.

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

**Program T6.6.7** Establish a program to educate residents to keep sidewalks clear of parked cars, especially on narrow local streets in neighborhoods with rolled curbs. Survey for compliance annually.

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

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

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

## TRANSIT-DEPENDENT COMMUNITY

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

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

**Program T7.1.1** Expand transportation opportunities for transit-dependent riders by supporting discounts for taxi fares, rideshare services and transit, by coordinating transit systems to be shared by multiple senior housing developments, by maintaining a database of volunteer drivers and other transit options.

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

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

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

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

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

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

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

## REGIONAL COLLABORATION AND COORDINATION

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

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



**Program T8.1.1** Continue to participate in regional efforts to develop technological solutions that make alternatives to the automobile more convenient.

**POLICY T-8.2** Coordinate with local and regional agencies and Caltrans to maintain and improve transportation infrastructure in Palo Alto, including the Multi-Modal Transit Center.

- POLICY T-8.3** Advocate for efforts by Caltrans and the Valley Transportation Authority to reduce congestion and improve traffic flow on existing freeway facilities consistent with Statewide GHG emissions reduction initiatives.
- Program T8.3.1** Advocate for provision of a new southbound entrance ramp to Highway 101 from San Antonio Road, in conjunction with the closure of the southbound Charleston Road on-ramp at the Rengstorff Avenue interchange in Mountain View.
- POLICY T-8.4** Support the application of emerging freeway information, monitoring and control systems that provide non-intrusive driver assistance and reduce congestion.
- POLICY T-8.5** Where appropriate, support the conversion of existing traffic lanes to exclusive bus and HOV lanes or Express/HOT lanes on freeways and expressways, including the Dumbarton Bridge, and the continuation of an HOV lane from Redwood City to San Francisco.
- POLICY T-8.6** Support State and federal legislation to reduce motor vehicle emissions, noise and fuel consumption.
- POLICY T-8.7** Support plans for intra-county and transbay transit systems that link Palo Alto to the rest of Santa Clara County and adjoining counties. Ensure that these systems and enhancements do not adversely impact the bay.
- Program T8.7.1** Work with regional transportation providers to improve connections between Palo Alto and the San Francisco International Airport and Norman Y. Mineta San Jose International Airport.
- POLICY T-8.8** Support regional bicycle and pedestrian plans including development of the Bay Trail, Bay-to-Ridge Trail and the Santa Clara County Countywide Bicycle System.
- Program T8.8.1** Identify and improve bicycle connections to/from neighboring communities in Santa Clara and San Mateo counties to support local trips that cross city boundaries. Also advocate for reducing barriers to bicycling and walking at freeway interchanges, expressway intersections and railroad grade crossings.





# NATURAL ENVIRONMENT

# 4

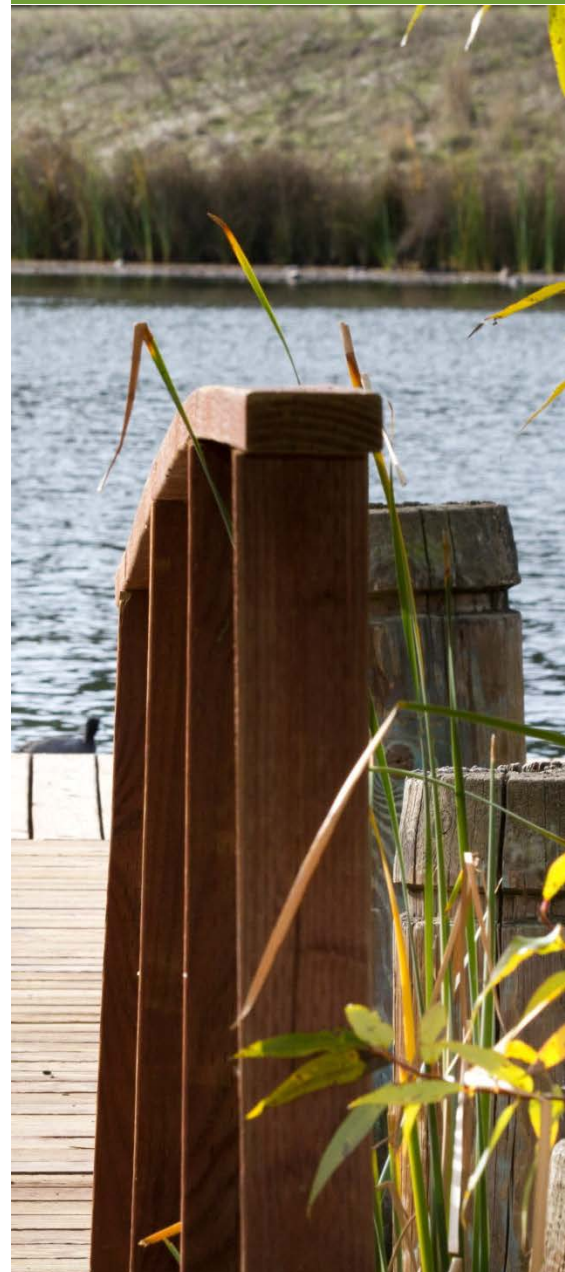
**VISION:** Palo Alto will meet today's needs without compromising the needs of future generations. Palo Alto will respect and manage natural resources in a way that sustains the natural environment and protects our foothills, baylands, creeks, parks, urban forest, wildlife and open space legacy. A substantial portion of the City will remain as open space. Even in built-up areas, the network of parks will provide access to nature and an urban forest will provide ecological and health benefits and a source of beauty for residents. Palo Alto will strive for clean air and clean water. Policies and programs will foster energy and water conservation. Finally, the City will maintain a sustainable water supply for the future, and facilitate the implementation of climate change adaptation strategies.

## INTRODUCTION

The Natural Environment Element addresses the management of open land and natural resources in Palo Alto, as well as responding to environmental risks such as air pollution and climate change. It is one of the broadest elements of the Comprehensive Plan, encompassing three of the seven elements mandated by the State: Open Space, Conservation and Noise.

The text is organized into eight topics, each with a corresponding goal, policies and programs:

- Open Space
- Urban Forest and Understory
- Creeks and Riparian Areas
- Water Resources
- Air Quality



- Noise
- Energy
- Climate Change

The Natural Environment Element does not include policies relating to mineral resources because Palo Alto does not contain any mineral deposits of regional significance.

## OPEN SPACE

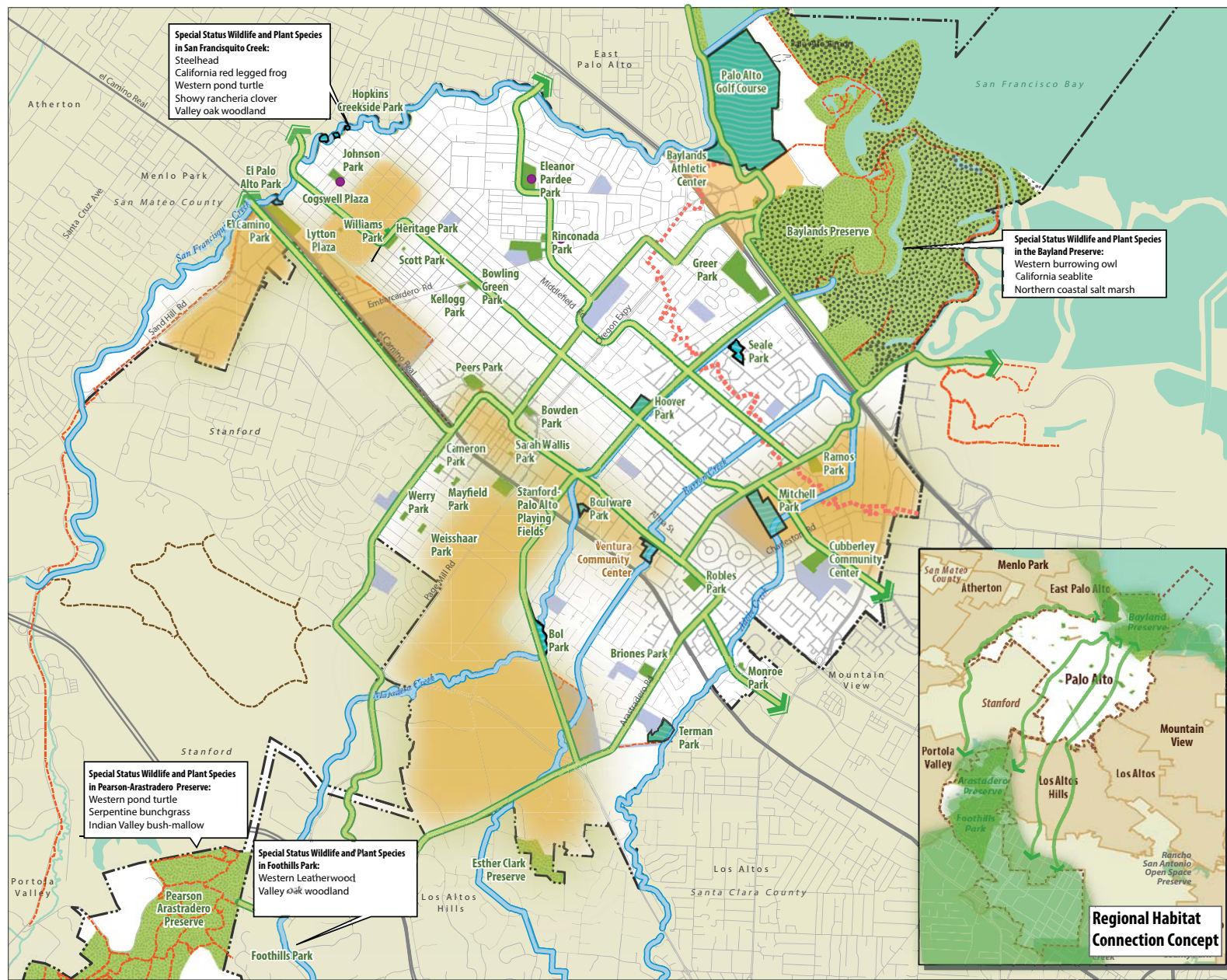
Well over a third of Palo Alto's land area consists of designated Open Space and Public Conservation Land. Although open spaces in City include privately owned land and neighborhood and district parks, the vast majority of Palo Alto's Open Space and Public Conservation Land consists of parks and preserves devoted to passive use and ecological health. As shown on Map N-1, these spaces are diverse in size and character, ranging from the 2,100 acres of shoreline that comprise the Palo Alto baylands to the 200-acre Los Trancos Open Space Preserve, nestled in the foothills. Each open space area is defined by a combination of resources and habitats that require different approaches to preservation and coordination with outside entities. Map N-2 illustrates the vegetation and habitat types located in Palo Alto. At the same time, these diverse open spaces comprise an integrated natural network supporting Palo Alto's livability and resiliency, and are an important recreational resource highly valued by the community. The Parks, Trails, Open Space & Recreation Master Plan provides the City with guidance regarding future renovations and capital improvement needs for parks, trails, open space and recreation facilities. The policies and programs in this Element which focus on open space are consistent with the Master Plan and continue to protect individual open spaces from negative physical impacts, while supporting linkages between those spaces that are vital to the natural balance of the City and encouraging responsible public access.

## URBAN FOREST AND UNDERSTORY

Palo Alto's urban forest, defined as the trees, plants, soil and associated organisms, has long been a source of civic pride—and current research shows that it also offers an array of tangible benefits: improving public health, cleaning the air, absorbing carbon dioxide, reducing stormwater runoff and supporting animals and pollinators. The Urban Forest Master Plan (UFMP) seeks to foster a sustainable urban forest in Palo Alto by establishing long-term management goals and strategies. Consistent



**PALO ALTO COMPREHENSIVE PLAN**  
NATURAL ENVIRONMENT ELEMENT



**CITY OF PALO ALTO**  
Parks, Trails,  
Natural Open Space  
and Recreation  
Master Plan

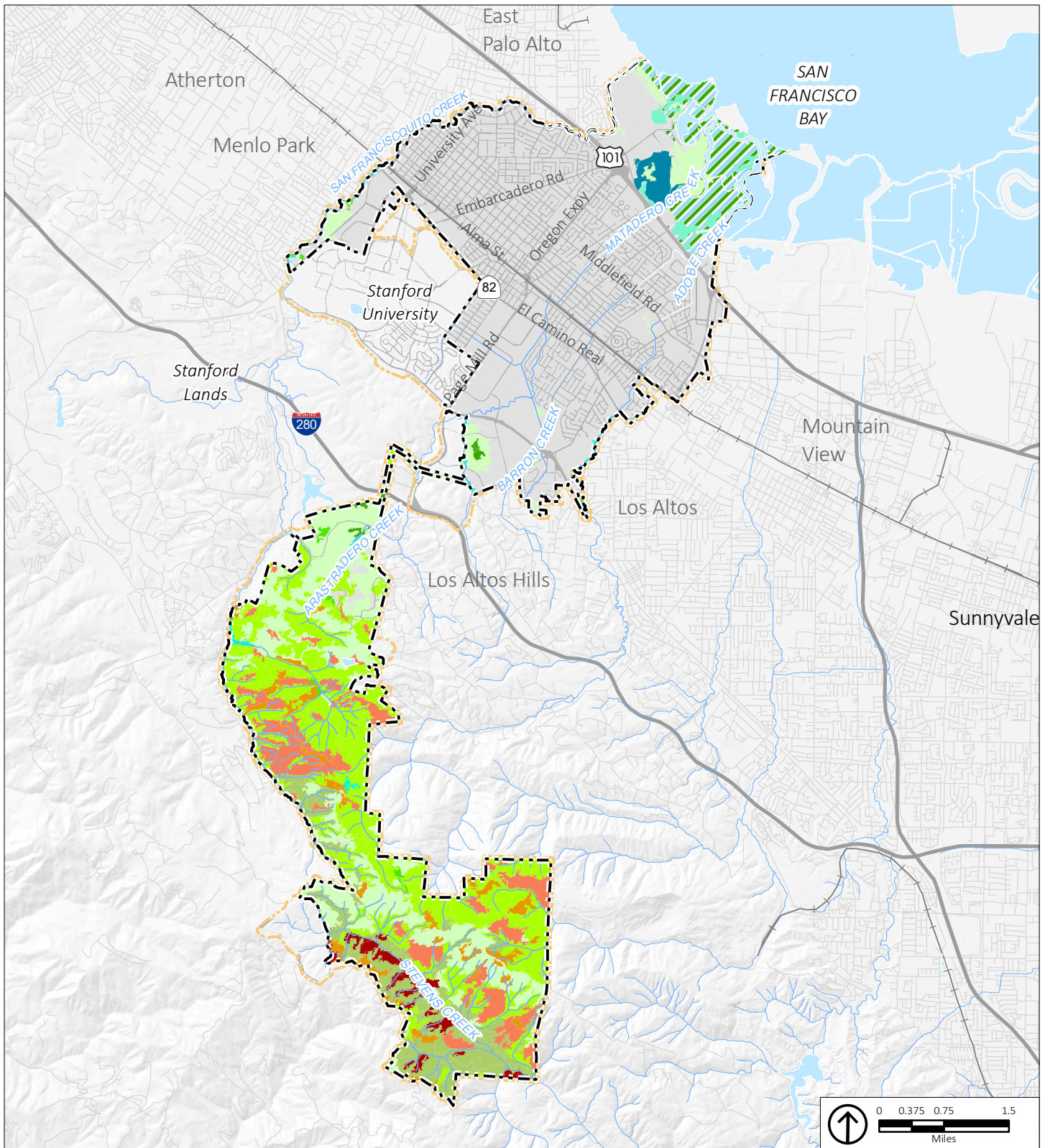
- Palo Alto Existing Parks and Open Space (2016)
- City Park
  - City Natural Open Spaces
  - Other City Property
- Trails
- Trails
  - Stanford Perimeter Trail (Private Trail with Public Access)
  - Private Recreation
- Base Map Features
- City of Palo Alto
  - Major Highways and Freeways
  - Streets
  - Creeks and Channels
  - Water Bodies
  - Schools
- Natural System Features
- Pollinator Pathways
  - Creeks/ Riparian Enhancements
  - Urban Canopy Target Areas
  - Riparian Connected Parks
  - Community Gardens
  - Wetland Habitat
  - Mean Projected High Water - 3 ft Sea Level Rise (NOAA)



Source: MIG, 2016 and City of Palo Alto, 2016



**PALO ALTO COMPREHENSIVE PLAN**  
NATURAL ENVIRONMENT ELEMENT



Source: USDA, 2006; ESRI, Tiger Lines, USGS, 2010; City of Palo Alto, NHD, 2013; PlaceWorks 2015.

- |                           |                                    |                                   |                          |
|---------------------------|------------------------------------|-----------------------------------|--------------------------|
| — Creek                   | Wildlife Habitat Relationship Type | Coastal Oak Woodland              | Fresh Emergent Wetland   |
| — Lakes and Ponds         | Annual Grassland                   | Valley Oak Woodland               | Saline Emergent Wetland  |
| — Railroads               | Coastal Scrub                      | Montane Hardwood - Conifer Forest | Valley Foothill Riparian |
| - - - City Limit          | Chamise Chaparral                  | Montane Hardwood Forest           | Cropland                 |
| - - - Sphere of Influence | Redwood Forest                     | Slough                            | Urban Forest             |

with the Master Plan, the following policy framework maintains Palo Alto's longstanding commitment to preserving existing trees, replacing damaged trees and expanding the urban forest with resilient, native species. In addition, new policies in following section have been designed to ensure that the urban forest not only endures, but benefits from, future growth. The section seeks to optimize opportunities presented by new development, while minimizing its negative impacts. It is based on a holistic approach to Palo Alto's "green infrastructure" that recognizes that private property owners, outside agencies, non-profits and the City itself all impact—and are impacted by—the health of the urban forest, from soil to canopy.

## CREEKS AND RIPARIAN AREAS

As illustrated on Map N-3, a series of creeks and streams pass through City as they drain the local foothills into the San Francisco Bay. Adobe, Barron, Matadero and San Francisquito Creeks and their tributaries, interface with the land along their banks to form ecosystems known as riparian corridors. The policies and programs recognize the value and diversity of Palo Alto's creeks. Where the creeks and corridors generally located west of Foothill Expressway are generally still in a natural or mostly undisturbed state, they support diverse plant and animal life, both as permanent homes and as migratory pathways, and offer recreational opportunities to reconnect with nature. Farther downstream, in the flatter, urbanized parts of Palo Alto, some reaches have been heavily engineered over the past decades and now primarily serve a very important role as flood control channels, while others retain some natural characteristics. All creek segments are valuable opportunities for connection within Palo Alto's ecological and recreational network and merit protection and enhancement. Map N-4 shows areas where development should be set back from creeks to respect and preserve their natural state and ecological value. Partnerships with the Santa Clara Valley Water District (SCVWD) and other outside organizations will be key to protecting and improving creeks that cross jurisdictional boundaries. In addition, related policies and programs in the Land Use and Community Design Element highlight the importance of creeks in defining the character of the City and some of its neighborhoods.

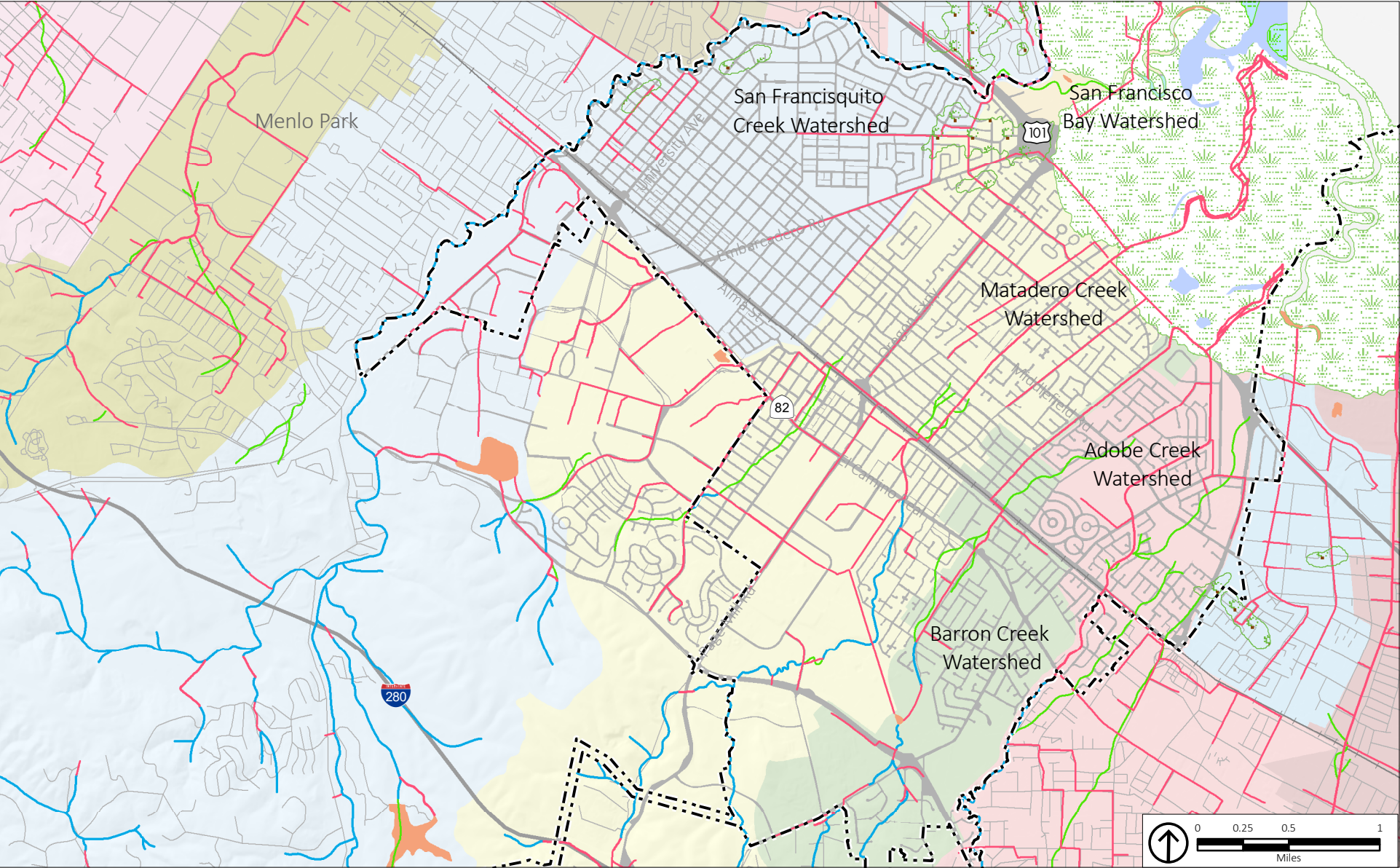


## WATER RESOURCES

Maintaining the life-sustaining properties of water as a natural resource is a complex challenge. Water is dynamic, contested and increasingly scarce. The topics addressed in the Water Resources section are as wide-ranging as the needs water itself serves. Policies and programs protect the quality and reliability of the City's long-term water

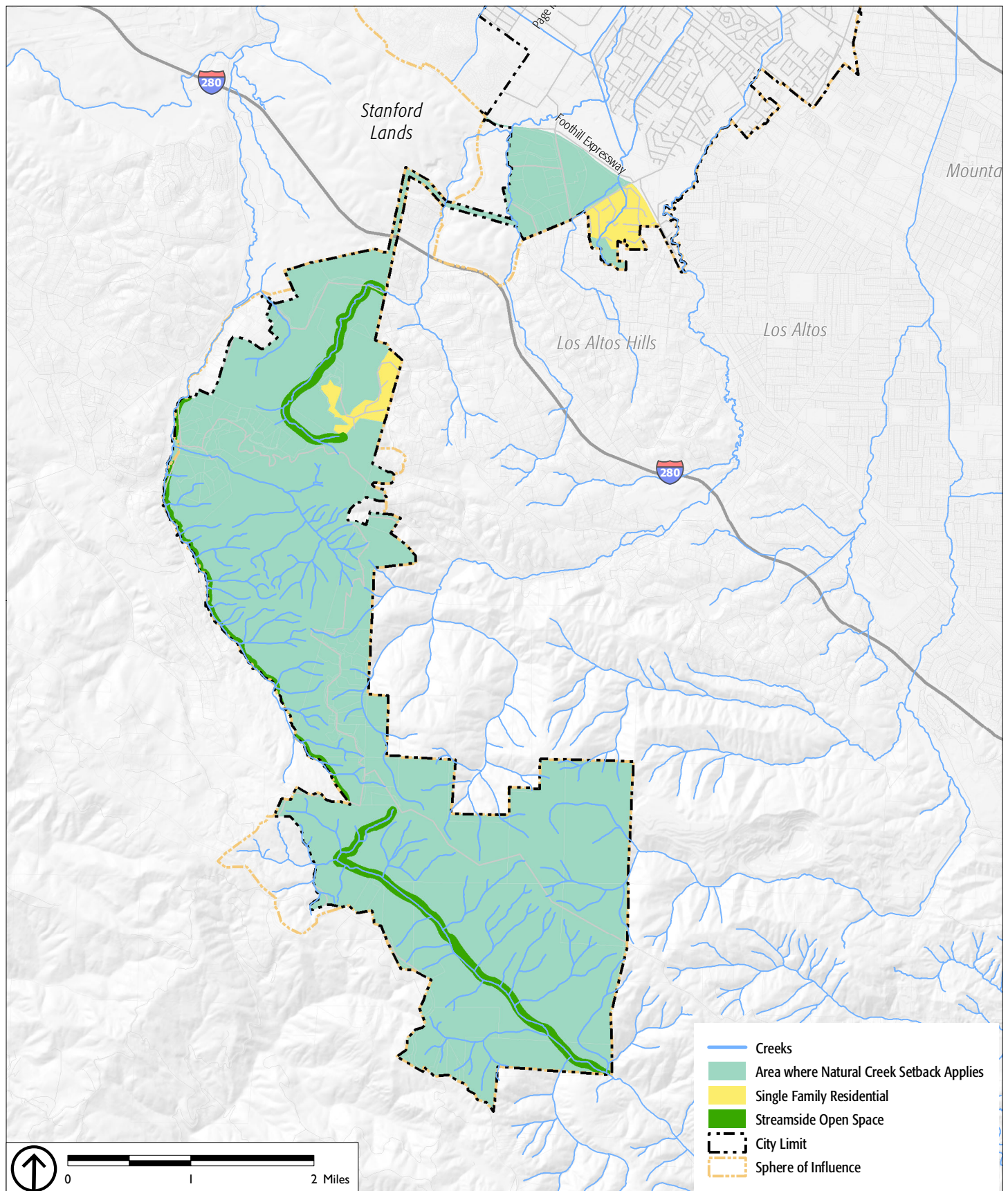


**PALO ALTO COMPREHENSIVE PLAN**  
**NATURAL ENVIRONMENT ELEMENT**



- |                                     |                         |                           |                            |
|-------------------------------------|-------------------------|---------------------------|----------------------------|
| Creeks                              | Historical creeks       | Tidal marsh, now water    | City Limit                 |
| Underground culverts & storm drains | Tidal marsh, circa 1850 | Freshwater marsh, modern  | Artificial bodies of water |
| Engineered channels                 | Flood control channels  | Willow groves, circa 1850 | Bay or slough              |

Source: Janet M. Sowers, William Lettis & Associates, Inc., and the San Francisco Estuary; PlaceWorks, 2015.



Source: ESRI, 2010; Tiger Lines, 2010; USGS, 2010; NHD, 2013; City of Palo Alto, 2016; PlaceWorks, 2016.





supply, including during periods of drought. Maintaining the quality of the City's water supply requires protecting both surface water and groundwater from the impacts of past and future development, through requirements for low-impact development and careful regulation of sub-surface dewatering. The City must support the efforts of regulatory bodies, and partner with the multiple jurisdictions through which Palo Alto's water resources flow. The policies and programs in the Water Resources section also ensure that the City's water and wastewater infrastructure are efficient, effective and guide future improvements to the Regional Water Quality Control Plant (RWQCP) and the purple pipe network to reflect the growing role of recycled water.

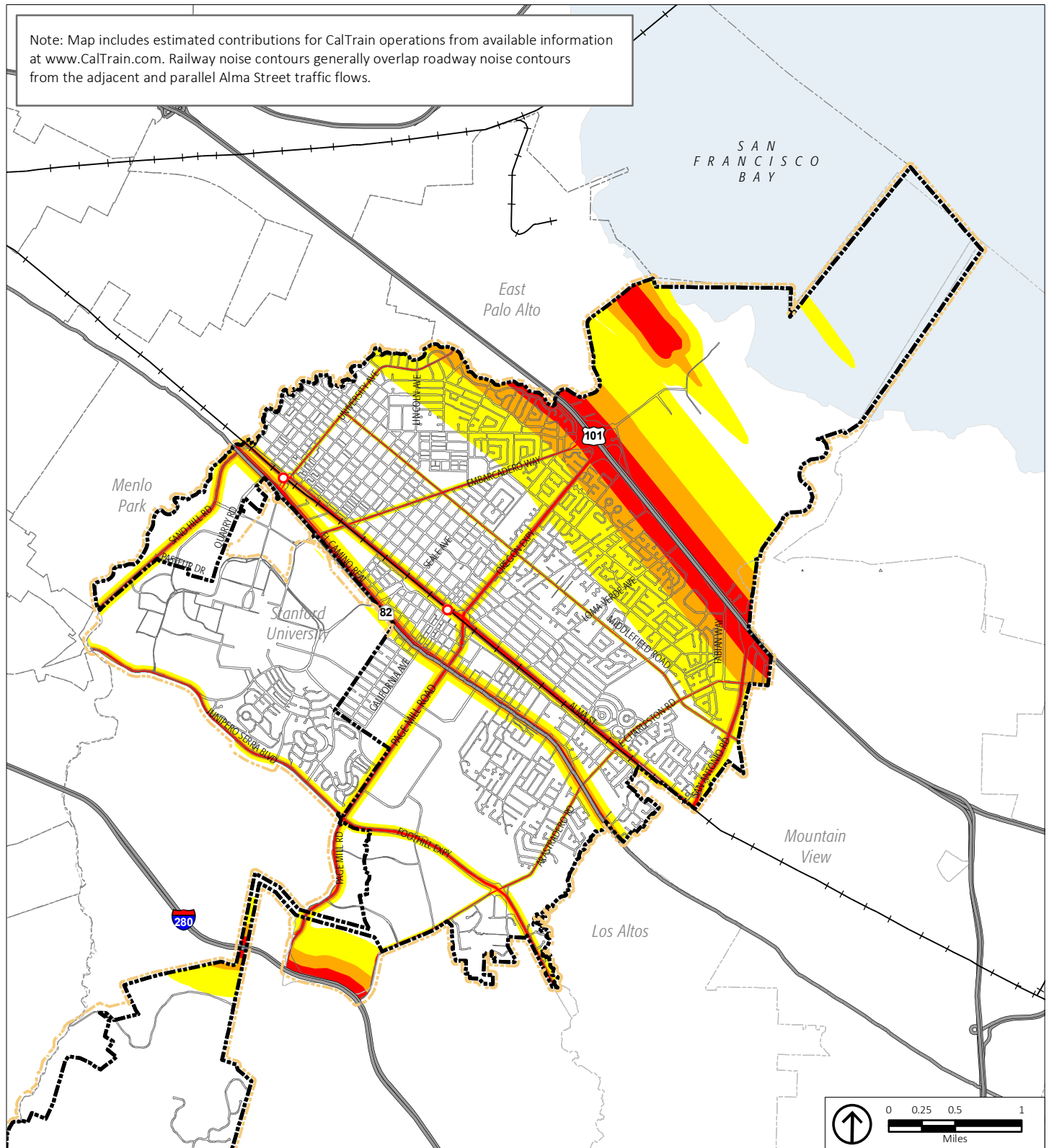
## AIR QUALITY

Healthy, breathable air is regional resource, and maintaining air quality is a responsibility shared by each of the local jurisdictions that benefit from it. In the San Francisco Bay Area, federal and State air quality regulations are strengthened by additional programs of the Bay Area Air Quality Management District (BAAQMD). Emerging concerns about specific types of air pollutants, such as particulate matter, cannot be addressed by a single city, but Palo Alto is committed to monitoring and understanding these risks, as well as participating in regional solutions. The policies and programs in this section also promote education and lifestyle choices that benefit public health within and outside the City, from adopting low emission alternatives to wood burning stoves to avoiding prolonged automobile idling.

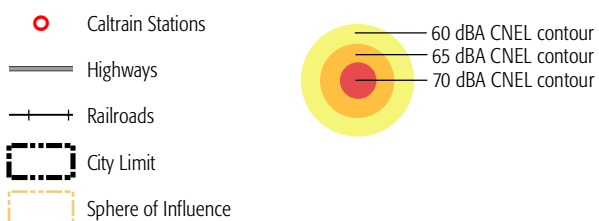
## NOISE

Palo Alto's bustling urban environment generates noise from traffic, trains, airports, construction and yard maintenance, among other sources. Existing and future noise contours within Palo Alto are shown on Maps N-5 and N-6, respectively. The Comprehensive Plan addresses these diverse noise sources and provides the policy foundation for much more rigorous requirements established in the City's Noise Ordinance. The policies and programs in this section regulate the placement of future "sensitive receptors"—homes, schools, medical clinics and the like—in compatible noise environments, and acknowledge the importance of quiet environments in public open space and conservation areas. This section also guides the analysis and design of proposed new development to avoid creating new noise impacts on existing sensitive receptors. In addition, this section supports the City's ongoing efforts to coordinate with regional, State and federal authorities on noise issues of concern to the Palo Alto community, such as overflights into and out of Bay

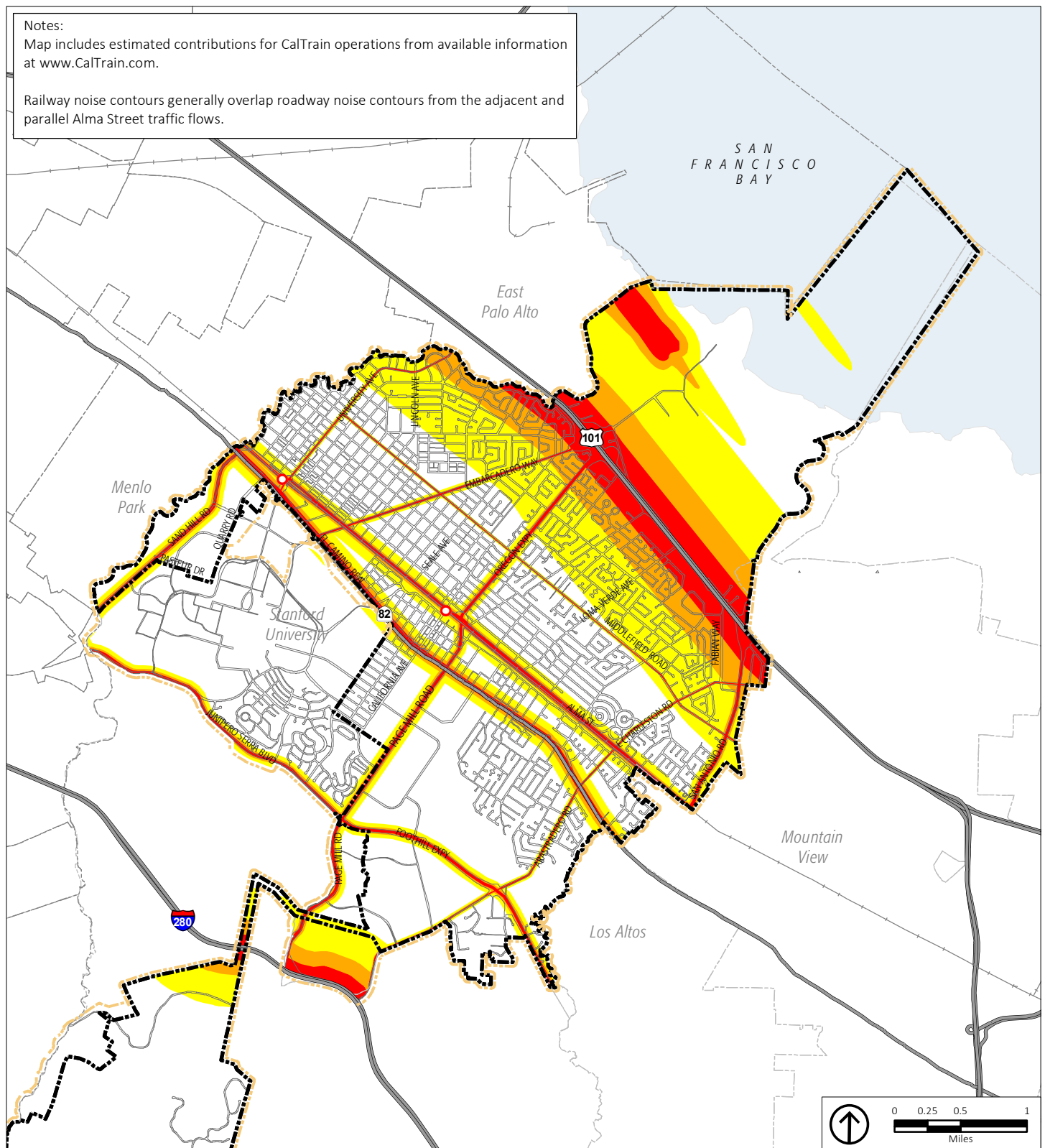
**PALO ALTO COMPREHENSIVE PLAN**  
NATURAL ENVIRONMENT ELEMENT



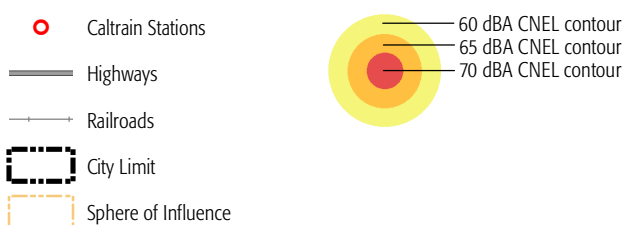
Source: City of Palo Alto, 2013; USGS, 2010; NHD 2013; ESRI, 2010; Tiger Lines, 2010; US Geological Survey Open File Report 06-1037, 2006; PlaceWorks, 2015.



**PALO ALTO COMPREHENSIVE PLAN**  
NATURAL ENVIRONMENT ELEMENT



Source: City of Palo Alto, 2013; USGS, 2010; NHD 2013; ESRI, 2010; Tiger Lines, 2010; US Geological Survey Open File Report 06-1037, 2006; PlaceWorks, 2015.





Area airports (e.g., San Francisco International and Palo Alto airport) and the proposed High Speed Rail project.

## ENERGY

The City of Palo Alto provides electric service through the Utilities Department. As the negative impacts of fossil fuel extraction and consumption escalate, the City is committed to developing a sustainable, carbon-neutral, cost-effective energy supply. This refers to an energy portfolio that decreases the City's reliance on fossil fuels, thus reducing the release of greenhouse gas (GHG) emissions, by supporting the production of energy from carbon-free, renewable sources. Achieving these goals requires carefully balancing the benefits and liabilities of diverse energy sources and strategies, educating the public on home- and business-based renewable energy and energy efficiency strategies and encouraging and incentivizing widespread implementation of those strategies.

## CLIMATE CHANGE AND CLIMATE ADAPTATION

Palo Alto is committed to meaningful action to slow global warming and adapt to changes in the climate that are already underway. The policies and programs under this goal were developed in parallel with the City's Sustainability and Climate Action Plan, or S/CAP and will support the City's efforts to achieve the Council-adopted goal of reducing City- and community-based GHG emissions to 80 percent below 1990 levels by the year 2030. Similarly, a diverse range of adaptive improvements will ensure that the City's built environment and infrastructure are resilient to climate change related impacts such as sea level rise.



## GOALS, POLICIES AND PROGRAMS

### OPEN SPACE

**GOAL N-1** Protect, conserve and enhance Palo Alto's citywide system of open space, including connected and accessible natural and urban habitats, ecosystems and natural resources, providing a source of public health, natural beauty and enjoyment for Palo Alto residents.

#### CONNECTIVITY AND ECOLOGY

**POLICY N-1.1** Preserve, protect and enhance public and private open space and ecosystems of Palo Alto from the foothills to the baylands. Respect the role that natural and landscaped areas within the urbanized part of the city play in a resilient ecological continuum, as illustrated on Map N-1.

**Program N1.1.1** Develop Comprehensive Resource Conservation Plans for the Pearson Arastradero Preserve, Esther Clark Preserve and Foothills Park to steward the protection of local ecosystems.

**Program N1.1.2** Promote and support ecosystem protection and environmental education programs in Palo Alto.

**POLICY N-1.2** Maintain a network of parks and urban forest from the urban center to the foothills and Baylands that provide ecological benefits and access to nature for all residents.

**POLICY N-1.3** Encourage the management of private open space areas, including agricultural land, golf courses, private residential yards, and other land that provides habitat for wildlife in a manner that protects and enhances habitat and reinforces natural wildlife corridors, consistent with the Parks, Trails, Open Space and Recreation Master Plan and UFMP, as periodically amended.

**Program N1.3.1** Work to maintain Williamson Act agricultural preserve contracts within the City.

**Program N1.3.2** Provide information and support programs that encourage residents to enhance their private yards with native plant species and low impact landscaping.



**POLICY N-1.4**

Protect special-status species and plant communities, including those listed by State and federal agencies and recognized organizations from the impacts of development and incompatible activities.



**Program N1.4.1** Periodically review California Environmental Quality Act (CEQA) thresholds of significance regarding special status species to identify changes in listed species recommended by professionally recognized scientific experts.

**Program N1.4.2** Explore the feasibility of expanding the use of overlay tools such as the Site and Design (D) Review Combining District or similar development review and restriction tools to protect special-status species and their habitats from development.

**Program N1.4.3** Assess opportunities to expand habitats of special-status species within publicly owned open spaces.

**POLICY N-1.5**

Preserve and protect the Bay, marshlands, salt ponds, sloughs, creeks, and other natural water or wetland areas as open space, functioning habitats, and elements of a larger, interconnected wildlife corridor, consistent with the Baylands Master Plan, as periodically amended, which is incorporated here by reference.

**Program N1.5.1** Maintain the value of local wetlands as habitats by ensuring adequate flow from the Bay and minimizing effluent.

**POLICY N-1.6**

Preserve and protect the foothills and hillside areas, recognizing their unique value as natural ecosystems and interconnected wildlife corridors.

**Program N1.6.1** Continue to coordinate City review, particularly by Planning, Public Works and Community Services Departments, of projects that might impact the City's foothills and hillside areas.

**ACCESS AND RECREATION**

**POLICY N-1.7**

Carefully manage access and recreational use of environmentally sensitive areas, including the baylands, foothills and riparian corridors, in order to protect habitats and wildlife from the impacts of humans and domesticated animals.



**Program N1.7.1** Examine and improve existing management practices including the provision of access to open space for City vehicles and equipment, to ensure that natural resources are protected.

**Program N1.7.2** Protect wildlife in public open space areas by improving litter collection, restricting the use of non-recyclable plastics, prohibiting the feeding of wild, feral and stray animals in open space, and enforcing dog leash laws.

**Program N1.7.3** Provide information about responsible behavior in environmentally-sensitive areas through signage, pamphlets and documents on the City's website.

**Program N1.7.4** Review and map existing easements and maintenance roads for potential trails and trail connections.

#### NATURAL CHARACTER OF THE FOOTHILLS

**POLICY N-1.8** Minimize impacts of any new development on the character of public open space and the natural ecology of the hillsides.

**POLICY N-1.9** All development in the foothill portion of the Planning Area (i.e., above Junipero Serra Boulevard) should visually blend in with its surroundings and minimize impacts to the natural environment. As such, development projects should:

- Not be visually intrusive from public roadways and public parklands.
- Be located away from hilltops.
- Be clustered, or closely grouped, in relation to the area surrounding to reduce conspicuousness minimize access roads, and reduce fragmentation of natural habitats.
- Include built forms and landscape forms that mimic the natural topography.
- Retain existing vegetation as much as possible.
- Utilize natural materials and earth tone or subdued colors.
- Include landscaping composed of native species that require little or no irrigation.
- Include exterior lighting that is low-intensity and shielded from view.
- Include access roads of a rural rather than urban character.





## EXPANSION OF PARKS AND OPEN SPACE

### POLICY N-1.10

Support regional and sub-regional efforts to acquire, develop, operate, and maintain a seamless open space system, including habitat linkages and trail connections extending north-south and east-west from Skyline Ridge to San Francisco Bay.

**Program N1.10.1** Use City funds and seek additional sources of funding, including State and federal programs, to finance open space acquisition, maintenance or conservation.



**Program N1.10.2** Create mechanisms to monitor, assess and respond quickly to land acquisition opportunities that would expand or connect the City's system of parks and open spaces, and establish a long-term funding strategy for acquisition that would enable the City to move quickly when opportunities arise.

### POLICY N-1.11

Work with Stanford University, Santa Clara County, SCWD and regional organizations to create multi-use trail connections between urban areas and open space, including creeks and rights-of-way, while ensuring that the natural environment is protected.

### POLICY N-1.12

Work with Stanford and Santa Clara County to preserve Stanford's foothill property northeast of Interstate 280. Act as an advocate to Santa Clara County to preserve open space links between Stanford, the urban area and the foothills.

### POLICY N-1.13

Evaluate and mitigate the construction impacts associated with park and recreational facility creation and expansion.

## URBAN FOREST AND UNDERSTORY

**GOAL N-2** A thriving urban forest that provides public health, ecological, economic, and aesthetic benefits for Palo Alto.

### ROLE OF THE URBAN FOREST

#### POLICY N-2.1

Recognize the importance of the urban forest as a vital part of the city's natural and green infrastructure network that contributes to public health, resiliency, habitat values, appreciation of natural systems and an attractive visual character which must be protected and enhanced.

**Program N2.1.1** Explore ways to prevent and ameliorate damage to trees and tree roots by above and below ground infrastructure and buildings.

**POLICY N-2.2**

Use the UFMP, as periodically amended, to guide City decisions related to all elements of Palo Alto's urban forest, from its understory habitat to canopy cover.

**Program N2.2.1** Periodically update the UFMP and Tree Protection Ordinance to ensure policies and regulations set leading standards for tree health practices.



**POLICY N-2.3**

Enhance the ecological resilience of the urban forest by increasing and diversifying native species in the public right-of-way, protecting the health of soils and understory vegetation, encouraging property owners to do the same and discouraging the planting of invasive species.

**POLICY N-2.4**

Protect soils in both urban and natural areas as the foundation of a healthy urban forest. Recognize that healthy soils are necessary to filter air and water, sustain plants and animals and support buildings and infrastructure.

**Program N2.4.1** Promote landscape design that optimizes soil volume, porosity, structure and health, as well the location, shape and configuration of soil beds.

PROTECTION AND EXPANSION

**POLICY N-2.5**

Enhance tree health and the appearance of streets and other public spaces through regular maintenance as well as tree and landscape planting and care of the existing canopy.

**POLICY N-2.6**

Improve the overall distribution of citywide canopy cover, so that neighborhoods in all areas of Palo Alto enjoy the benefits of a healthy urban canopy.

**POLICY N-2.7**

Strive toward the aspirational, long-term goal of achieving a 50 percent tree canopy cover across the city.

**Program N2.7.1** Maintain and irrigate healthy trees in parks, open space, parking lots and City rights-of-way, while identifying and replacing unhealthy trees in those areas.

**Program N2.7.2** Continue to invest in the care, irrigation and monitoring of street trees during drought conditions.

**Program N2.7.3** Actively pursue funding for tree planting to increase canopy cover significantly across the city, avoid a net loss of canopy at the neighborhood level and attain canopy size targets in parks, open space, parking lots and City rights-of-way.

**POLICY N-2.8** Require new commercial, multi-unit and single-family housing projects to provide street trees and related irrigation systems.

**POLICY N-2.9** Minimize removal of, and damage to, trees due to construction-related activities such as trenching, excavation, soil compacting and release of toxins.

**Program N2.9.1** Increase awareness, severity and enforcement of penalties for tree damage.

**Program N2.9.2** Develop a program for using the City's Urban Forestry Fund to replace trees lost to public improvement and infrastructure projects, with replanting occurring onsite or as close to the original site as is ecologically appropriate.

**POLICY N-2.10** Preserve and protect Regulated Trees, such as native oaks and other significant trees, on public and private property, including landscape trees approved as part of a development review process and consider strategies for expanding tree protection in Palo Alto.

**Program N2.10.1** Continue to require replacement of trees, including street trees lost to new development.

**Program N2.10.2** As part of the update of the Tree and Landscape Technical Manual, consider expanding tree protections to include additional mature trees and provide criteria for making site-specific determinations of trees that should be protected.

**Program N2.10.3** Consider revisions to the permit process to increase transparency regarding tree removals and expanded opportunities for community members to appeal the removal of trees.

**POLICY N-2.11** Coordinate City review by the Urban Forester, Planning, Utilities, and Public Works Departments, of projects that might impact the urban forest.

**Program N2.11.1** Develop a transparent and publicly accessible street tree removal and replacement schedule.

**Program N2.11.2** Develop a program to replace unhealthy public trees over time.

#### PARTNERSHIPS FOR THE URBAN FOREST

**POLICY N-2.12** Protect, revitalize, and expand Palo Alto's urban forest through public education, sensitive regulation and a long-term financial commitment that is adequate to protect this resource.

**Program N2.12.1** Explore ways to leverage the fact that Palo Alto's urban forest alleviates climate change by capturing and storing carbon dioxide.

**POLICY N-2.13**

Partner and coordinate with organizations and individuals dedicated to the health of Palo Alto's urban forest.

**Program N2.13.1** Work with local nonprofits to establish one or more tree planting programs that are consistent with the UFMP, and rely on locally native, resilient species. Review existing tree planting guidelines to ensure they achieve these objectives.

**Program N2.13.2** Provide on-going education for City staff, residents and developers regarding landscape, maintenance and irrigation practices that protect the urban forest and wildlife species.

**Program N2.13.3** Involve tree owners in tree maintenance programs.

**Program N2.13.4** Cooperate with the Palo Alto Unified School District, Stanford University, Caltrain, Caltrans, Pacific Gas & Electric, and other public and private entities to ensure that their tree planting, tree removal and maintenance practices are consistent with City guidelines.



**POLICY N-2.14**

In order to protect, enhance and augment the urban forest along El Camino Real, Page Mill Road and Oregon Expressway, periodically revisit existing maintenance agreements with Caltrans and the County of Santa Clara.

## CREEKS AND RIPARIAN AREAS

**GOAL N-3** Conservation of both natural and channelized creeks and riparian areas as open space amenities, natural habitat areas and elements of community design.

**POLICY N-3.1**

All creeks are valuable resources for natural habitats, connectivity, community design, and flood control, and need different conservation and enhancement strategies. Recognize the different characteristics along creeks in Palo Alto, including natural creek segments in the city's open space and rural areas, primarily west of Foothill Expressway; creek segments in developed areas that retain some natural characteristics; and creek segments that have been channelized. Pursue opportunities to enhance riparian setbacks along urban and rural creeks as properties are improved or redeveloped.



**POLICY N-3.2**

Prevent the further channelization and degradation of Palo Alto's creeks.

**CREEK SETBACKS**

**POLICY N-3.3**

Protect the city's creeks from the impacts of future buildings, structures, impervious surfaces and ornamental landscaping and preserve their function as habitat connectivity corridors by establishing a range of setback requirements that account for existing creek conditions, land use characteristics, property ownership and flood control potential.



**Program N3.3.1** Update the Stream Corridor Protection Ordinance to explore 150 feet as the desired stream setback along natural creeks in open space and rural areas west of Foothill Expressway. This 150-foot setback would prohibit the siting of buildings and other structures, impervious surfaces, outdoor activity areas and ornamental landscaped areas within 150 feet of the top of a creek bank. Allow passive or intermittent outdoor activities and pedestrian, equestrian and bicycle pathways along natural creeks where there are adequate setbacks to protect the natural riparian environment. Within the setback area, provide a border of native riparian vegetation at least 30 feet along the creek bank.

The update to the Stream Protection Ordinance should establish:

- Design recommendations for development or redevelopment of sites within the setback, consistent with basic creek habitat objectives and significant net improvements in the condition of the creek.
- Conditions under which single-family property and existing development are exempt from the 150-foot setback.
- Appropriate setbacks and creek conservation measures for undeveloped parcels.

**Program N3.3.2** Examine the development regulations of the Stream Corridor Protection Ordinance, with stakeholder involvement to establish appropriate setback requirements that reflect the varying natural and channelized conditions along creeks east of Foothill Expressway. Ensure that opportunities to provide an enhanced riparian setback along urban creeks as properties are redeveloped or improved are included in this evaluation.

**Program N3.3.3** For all creeks, update the Stream Corridor Protection Ordinance to minimize impacts on wildlife by:

- Limiting the development of recreational trails to one side of natural riparian corridors.

- Requiring careful design of lighting surrounding natural riparian corridors to maximize the distance between nighttime lighting and riparian corridors and direct lighting away from the riparian corridor.

## MANAGEMENT AND ENHANCEMENT

**POLICY N-3.4** Recognize that riparian corridors are valued environmental resources whose integrity provides vital habitat for fish, birds, plants and other wildlife, and carefully monitor and preserve these corridors.

**Program N3.4.1** Develop a community creek stewardship program to promote existing creek clean-up days, organize new events, and increase appreciation of riparian corridors.

**POLICY N-3.5** Preserve the ecological value of creek corridors by preserving native plants and replacing invasive, non-native plants with native plants.

**POLICY N-3.6** Discourage bank instability, erosion, downstream sedimentation, and flooding by minimizing site disturbance and nearby native vegetation removal on or near creeks and by reviewing grading and drainage plans for development near creeks and elsewhere in their watersheds.

**Program N3.6.1** Review and update the Grading Ordinance to ensure that it adequately protects creeks from the erosion and sedimentation impacts of grading.

**POLICY N-3.7** Avoid fencing, piping and channelization of creeks when flood control and public safety can be achieved through measures that preserve the natural environment and habitat of the creek.

**POLICY N-3.8** Work with the SCWWD, San Francisquito Creek Joint Powers Authority (JPA) and other relevant regional and non-governmental agencies to enhance riparian corridors, provide compatible low-impact recreation and ensure adequate flood control.

**Program N3.8.1** Work with the SCWWD to develop a maintenance, restoration and enhancement program that preserves flood protection while preserving riparian habitat, and identifies specific stretches of corridor to be restored or daylighted, standards to be achieved and sources of funding. Include provisions for tree and vegetation planting to enhance natural habitat and shade cover.

**Program N3.8.2** Participate cooperatively in the JPA to achieve increased flood protection, habitat preservation, enhancement and improved recreational opportunities along San Francisquito Creek.

## WATER RESOURCES

**GOAL N-4** Water resources and infrastructure that are managed to sustain plant and animal life, support urban activities, and protect public health and safety.

### WATER SUPPLY AND SAFETY

**POLICY N-4.1** Maintain a safe, clean and reliable long-term supply of water for Palo Alto.

**POLICY N-4.2** Maintain cost-effective citywide water conservation and efficiency programs for all customers, including low income customers, through education, rebates, assistance programs and building requirements.

**Program N4.2.1** Educate customers on efficient water use (indoor and outdoor), tree care and landscaping options.

**POLICY N-4.3** Encourage owners of existing residential and commercial property to conserve water by modeling best practices including replacing inefficient plumbing fixtures in buildings, installing drought tolerant landscape and harvesting rainwater.

**POLICY N-4.4** Manage water supply and water quality to reflect not only human use but also the water needed to sustain plant and animal life.



### DROUGHT

**POLICY N-4.5** Support the development a multi-faceted approach to ensure resilient supply and management of water in Palo Alto, during significant periods of drought.

**Program N4.5.1** Study the supply and quality of local groundwater aquifers to better understand their utility as natural water storage.

**Program N4.5.2** Work with local public agencies to educate residents regarding the public health, fire and overall quality of life risks associated with long-term drought.

**POLICY N-4.6** Retain and utilize rainwater on site to the extent possible.

**Program N4.6.1** Encourage residents to use rain barrels or other rainwater reuse systems.

## GROUNDWATER

### POLICY N-4.7

Ensure regulation of groundwater use to protect it as a natural resource and to preserve it as a potential water supply in the event of water scarcity.

**Program N4.7.1** Support and participate in the work of the SCWWD to prepare a high-quality groundwater management plan that will address groundwater supply and quality, including, as appropriate:

- An understanding of subsurface hydrology.
- Strategies to reduce depletion.
- Opportunities to recharge groundwater, including through use of recycled water and extracted groundwater.
- Methods to ensure that uncontaminated, toxin-free groundwater is used in a manner that benefits the community, for example in irrigation of parks, street cleaning and dust suppression.
- An approach to metering extracted groundwater.

**Program N4.7.2** Support the SCWWD and the Regional Water Quality Control Board (RWQCB) to implement their mandate to protect groundwater from the adverse impacts of urban uses.

**Program N4.7.3** Work with the SCWWD and RWQCB to identify and map key groundwater recharge and stormwater management areas for use in land use planning and permitting and the protection of groundwater resources.

### POLICY N-4.8

Conserve and maintain subsurface water resources by exploring ways to reduce the impacts of residential basement dewatering and other excavation activities.

**Program N4.8.1** Research and promote new construction techniques and recharge strategies developed to reduce subsurface and surface water impacts and comply with City dewatering policies.

**Program N4.8.2** Explore appropriate ways to monitor dewatering for all dewatering and excavation projects to encourage maintaining groundwater levels and recharging of the aquifer where needed.

### POLICY N-4.9

Work with neighboring jurisdictions and regional agencies to protect groundwater.

## WATER QUALITY AND STORMWATER MANAGEMENT

### POLICY N-4.10

Reduce pollution in urban runoff from residential, commercial, industrial, municipal, and transportation land uses and activities.

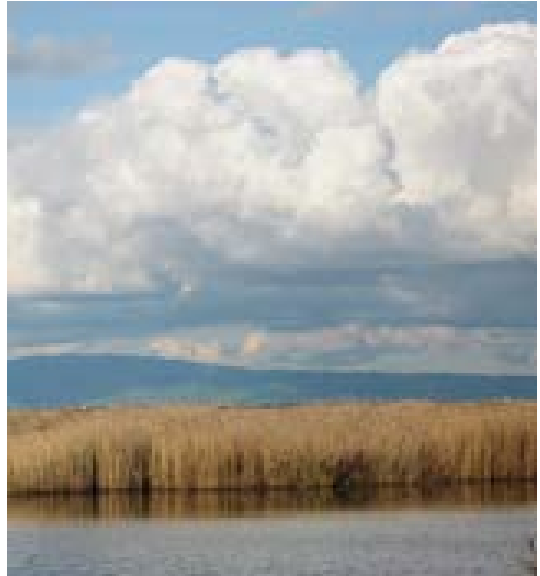


**Program N4.10.1** Monitor and implement practices for reducing water pollution. Examples include state-of-the-art best management practices (BMPs), land use planning approaches and construction of modern stormwater management facilities.

**Program N4.10.2** Continue public education programs on water quality issues, including BMPs for residents, businesses, contractors and City employees.

**Program N4.10.3** Implement swift and rigorous spill response, cleanup and follow-up investigation procedures to reduce the impacts of toxic spills on the city's creeks and San Francisco Bay.

**Program N4.10.4** Increase monitoring and enforcement of existing prohibitions on materials and practices known to impact local water quality, such as use of copper, in the design and construction industries.



**POLICY N-4.11**

Conduct regular street-sweeping to collect trash and road surface pollutants before they enter stormwater runoff.

**Program N4.11.1** Evaluate neighborhoods where parking controls may hinder street sweeping and recommend any changes that are needed.

**POLICY N-4.12**

Promote sustainable low water and pesticide landscaping practices on both public and private property.

**Program N4.12.1** Implement the City's Integrated Pest Management Policy with periodic assessments of pesticide use and use of BMPs to reduce pesticide applications and toxicity and maximize non-chemical control.

**Program N4.12.2** Revise the City's Tree and Landscape Technical Manual to include stronger requirements for least-toxic practices in the landscape permitting process.

**Program N4.12.3** Promote the value of toxin-free landscape management, and educate residents about the impacts of common fertilizers, herbicides, insecticides and pesticides on local water quality.

**POLICY N-4.13**

Encourage Low Impact Development (LID) measures to limit the amount of pavement and impervious surface in new development and increase the retention, treatment and infiltration of urban stormwater runoff. Include LID measures in major remodels, public projects and recreation projects where practical.

**Program N4.13.1** Promote the use of permeable paving materials or other design solutions that allow for natural percolation and site drainage through a Stormwater Rebate Program and other incentives.

**Program N4.13.2** Develop and implement a green stormwater infrastructure plan with the goal to treat and infiltrate stormwater.

**Program N4.13.3** Mitigate flooding through improved surface permeability or paved areas, and stormwater capture and storage.

**POLICY N-4.14**

Improve storm drainage performance by constructing new system improvements where necessary.

**Program N4.14.1** Establish a standardized process for evaluating the impacts of development on the storm drainage system, including point source discharge, base flow and peak flow.

**Program N4.14.2** Complete improvements to the storm drainage system consistent with the priorities outlined in the City's Storm Drainage Master Plan, as amended.

WASTEWATER TREATMENT

**POLICY N-4.15**

Reduce the discharge of toxic materials into the City's sanitary sewer collection system by promoting the use of BMPs and reducing pollutant levels in City wastewater discharges.

**Program N4.15.1** Work with commercial and industrial dischargers to identify and implement pollution prevention measures and BMPs to eliminate or reduce the discharge of metals and other pollutants of concern.



**Program N4.15.2** Encourage commercial dischargers to consistently go beyond minimum requirements of the Clean Bay Business Program.

**POLICY N-4.16**

Provide, maintain and operate wastewater treatment facilities, including maintaining adequate capacity at the Regional Water Quality Control Plant (RWQCP) located in Palo Alto, to accommodate projected economic and

population growth. Ensure that the plant operates in compliance with applicable local, State, and federal clean water, clean air, and health and safety regulatory requirements.

**Program N4.16.1** Implement approved recommendations based on the Long-Term Facilities Plan prepared for the RWQCP.

**Program N4.16.2** Develop a plan to address ongoing operations of the RWQCP taking potential sea level rise and growth in surrounding communities into account.

## RECYCLED WATER

**POLICY N-4.17** Improve source control, treatment, and distribution of recycled water, including reducing the salinity of recycled water, to maximize its use.

**Program N4.17.1** Evaluate the expansion of existing recycled water infrastructure to serve a larger area. Develop a plan to install “purple pipe” when streets are opened for other infrastructure work.

**Program N4.17.2** Evaluate the possibility of using recycled water as an emergency water supply.

**Program N4.17.3** Investigate ways to reuse non-traditional water sources including recycled, gray, black and stormwater.

**POLICY N-4.18** Require large new projects to provide systems that can accept recycled water for landscape irrigation and toilet and urinal flushing, consistent with the City’s Recycled Water Ordinance, as amended.

## AIR QUALITY

### GOAL N-5 Clean, healthful air for Palo Alto and the San Francisco Bay Area.

**POLICY N-5.1** Support regional, State, and federal programs that improve air quality in the Bay Area because of its critical importance to a healthy Palo Alto.

**Program N5.1.1** Provide City input on significant proposals for air quality legislation and state implementation plans.

**Program N5.1.2** Implement Bay Area Air Quality Management District (BAAQMD) recommended standards for the design of buildings near heavily traveled roads, in order to minimize exposure to auto-related emissions.

**Program N5.1.3** Explore adopting new standards that target the reduction of very fine particulate matter (PM<sub>2.5</sub>), which is associated with increased impacts on health.

**POLICY N-5.2** Support behavior changes to reduce emissions of particulates from automobiles.

**Program N5.2.1** Promote understanding of the impacts of extended idling on air quality, for residents, auto-dependent businesses and schools.

**Program N5.2.2** Consider adopting and enforcing penalties for drivers that idle for longer than 3-5 minutes.

**POLICY N-5.3**

Reduce emissions of particulates from, manufacturing, dry cleaning, construction activity, grading, wood burning, landscape maintenance, including leaf blowers and other sources.

**Program N5.3.1** Cooperatively work with Santa Clara County and the BAAQMD to ensure that mining and industrial operations mitigate environmental and health impacts.

**Program N5.3.2** Monitor particulate emissions at local California Air Resources Board monitoring stations and make the information easily available to citizens.

**Program N5.3.3** Promote understanding of the health impacts of particulate emissions and provide information to residents and businesses about steps they can take to reduce particulate emissions, such as reducing or eliminating wood burning or using low emission alternatives to wood-burning stoves and fireplaces.

**Program N5.3.4** Explore feasible and cost-effective opportunities to reduce concrete and asphalt use by the City, in parks and other public projects.

**POLICY N-5.4**

All potential sources of odor and/or toxic air contaminants shall be adequately buffered, or mechanically or otherwise mitigated to avoid odor and toxic impacts that violate relevant human health standards.

**POLICY N-5.5**

Support the BAAQMD in its efforts to achieve compliance with existing air quality regulations by continuing to require development applicants to comply with BAAQMD construction emissions control measures and health risk assessment requirements.

**POLICY N-5.6**

Mitigate potential sources of toxic air contaminants through siting or other means to reduce human health risks and meet the BAAQMD's applicable threshold of significance. When siting new sensitive receptors such as schools, day care facilities, parks or playgrounds, medical facilities and residences within 1,000 feet of stationary sources of toxic air contaminants or roadways used by more than 10,000 vehicles per day, require projects to consider potential health risks and incorporate adequate precautions such as high-efficiency air filtration into project design.



## NOISE

### GOAL N-6 An environment that minimizes the adverse impacts of noise.

#### INTERIOR AND EXTERIOR AMBIENT NOISE AND PROJECT DESIGN

**POLICY N-6.1** Encourage the location of land uses in areas with compatible noise environments. Use the guidelines in Table N-1 to evaluate the compatibility of proposed land uses with existing noise environments when preparing, revising, or reviewing development proposals. Acceptable exterior, interior and ways to discern noise exposure include:

- The guideline for maximum outdoor noise levels in residential areas is an  $L_{dn}$  of 60 dB. This level is a guideline for the design and location of future development and a goal for the reduction of noise in existing development. However, 60  $L_{dn}$  is a guideline which cannot necessarily be reached in all residential areas within the constraints of economic or aesthetic feasibility. This guideline will be primarily applied where outdoor use is a major consideration (e.g., backyards in single-family housing developments, and recreational areas in multiple family housing projects). Where the City determines that providing an  $L_{dn}$  of 60 dB or lower outdoors is not feasible, the noise level in outdoor areas intended for recreational use should be reduced to as close to the standard as feasible through project design.
- Interior noise, per the requirements of the State of California Building Standards Code (Title 24) and Noise Insulation Standards (Title 25), must not exceed an  $L_{dn}$  of 45 dB in all habitable rooms of all new dwelling units.

**POLICY N-6.2** Noise exposure(s) can be determined from (a) the noise contour map included in this plan, (b) more detailed noise exposure studies, or (c) on area-specific or project-specific noise measurements, as appropriate.

**POLICY N-6.3** Protect the overall community and especially sensitive noise receptors, including schools, hospitals, convalescent homes, senior and child care facilities and public conservation land from unacceptable noise levels from both existing and future noise sources, including construction noise.

**Program N6.3.1** Continue working to reduce noise impacts created by events and activities taking place in communities adjoining Palo Alto.

**Program N6.3.2** Evaluate the feasibility of adopting noise criteria in the purchase of new City vehicles and equipment.

**Program N6.3.3** Update the Noise Ordinance, as needed, to provide for clear interpretation of the regulations, to review the effectiveness of existing standards, and to ensure that regulations address contemporary issues.

TABLE N-1 LAND USE COMPATIBILITY FOR COMMUNITY NOISE ENVIRONMENT

Land Use Category	Exterior Noise Exposure L <sub>dn</sub> or CNEL, dB					
	55	60	65	70	75	80
Residential, Hotel, & Motels						
Outdoor Sports & Recreation, Neighborhood Parks & Playgrounds						
Schools, Libraries, Museums, Hospitals, Personal Care, Meeting Halls, Churches						
Office Buildings, Business Commercial, & Professional						
Auditoriums, Concert Halls, & Amphitheaters						
Industrial, Manufacturing, Utilities, & Agriculture						
<b>Normally Acceptable</b>	Specified land use is satisfactory, based upon the assumption that any buildings involved are of normal convention, construction, without any special insulation requirements.					
<b>Conditionally Acceptable</b>	Specified land use may be permitted only after detailed analysis of the noise reduction requirements and needed noise insulation features included in the design.					
<b>Unacceptable</b>	New construction or development should generally not be undertaken because mitigation is usually not feasible to comply with noise element policies.					

Source: City of Palo Alto, 2017.

**POLICY N-6.4** Minimize roadway noise through prudent street, flow and right-of-way design.

#### NEW PERMANENT NOISE SOURCES

**POLICY N-6.5** Protect residential and residentially-zoned properties from excessive and unnecessary noise from any sources on adjacent commercial or industrial properties.

**POLICY N-6.6** Apply site planning and architectural design techniques that reduce overall noise pollution and reduce noise impacts on proposed and existing projects within Palo Alto and surrounding communities.

**POLICY N-6.7** While a proposed project is in the development review process, the noise impact of the project on existing residential land uses, public open spaces and public conservation land should be evaluated in terms of the increase in existing noise levels for the potential for adverse community impact, regardless of existing background noise levels. If an area is below the applicable maximum noise guideline, an increase in noise up to the maximum should not necessarily be allowed.

**Program N6.7.1** Update noise impact review procedures in the Noise Ordinance and the Zoning Code to address appropriate requirements for analysis and thresholds for impacts on residential land uses and publicly owned conservation land.

**POLICY N-6.8**

The City may require measures to reduce noise impacts of new development on adjacent properties through appropriate means including, but not limited to, the following:

- Orient buildings to shield noise sensitive outdoor spaces from sources of noise.
- Construct noise walls when other methods to reduce noise are not practical and when these walls will not shift similar noise impacts to another adjacent property.
- Screen and control noise sources such as parking lots, outdoor activities and mechanical equipment, including HVAC equipment.
- Increase setbacks to serve as a buffer between noise sources and adjacent dwellings.
- Whenever possible, retain fences, walls or landscaping that serve as noise buffers while considering design, safety and other impacts.
- Use soundproofing materials, noise reduction construction techniques, and/or acoustically rated windows/doors.
- Include auxiliary power sources at loading docks to minimize truck engine idling.
- Control hours of operation, including deliveries and trash pickup, to minimize noise impacts.

**POLICY N-6.9**

Continue to require applicants for new projects or new mechanical equipment in the Multifamily, Commercial, Manufacturing or Planned Community districts to submit an acoustical analysis demonstrating compliance with the Noise Ordinance prior to receiving a building permit.

**POLICY N-6.10**

Continue to regulate noise from leaf blowers and residential power equipment.

**Program N6.10.1** Evaluate changes to the Noise Ordinance to further reduce the impacts of noise from leaf blowers and residential power equipment.

CONSTRUCTION NOISE

**POLICY N-6.11**

Continue to prioritize construction noise limits around sensitive receptors, including through limiting construction hours and individual and cumulative noise from construction equipment.

**Program N6.11.1** For larger development projects that demand intensive construction periods and/or use equipment that could create vibration impacts, such as the Stanford University Medical Center or major grade separation projects, require a vibration impact analysis, as well as formal, ongoing monitoring and reporting of noise levels throughout the entire construction process pertinent to industry standards. The monitoring plan should identify hours of operation and could include information on the monitoring locations, durations and regularity, the instrumentation to be used and appropriate noise control measures to ensure compliance with the noise ordinance.

## AIRPORTS AND AIRCRAFT

### POLICY N-6.12

Ensure compliance with the airport related land use compatibility standards for community noise environments, shown in Table N-1, by prohibiting incompatible land use development within the 60 dBA CNEL noise contours of the Palo Alto airport.



**Program N6.12.1** Continue working to reduce noise associated with operations of the Palo Alto Airport. Also, ensure compliance with the land use compatibility standards for community noise environments, shown in Table N-1, by prohibiting incompatible land use development within the 60 dBA CNEL noise contours of the airport.

**Program N6.12.2** Participate in appropriate public forums and engage with other governmental agencies and representatives to ensure that activities at airports in the region do not negatively affect noise levels in Palo Alto.

## RAIL

### POLICY N-6.13

Minimize noise spillover from rail related activities into adjacent residential or noise-sensitive areas.

**Program N6.13.1** Encourage the Peninsula Corridors Joint Powers Board to pursue technologies and grade separations that would reduce or eliminate the need for train horns/whistles in communities served by rail service.

**Program N6.13.2** Evaluate changing at-grade rail crossings so that they qualify as Quiet Zones based on Federal Railroad Administration (FRA) rules and guidelines in order to mitigate the effects of train horn noise without adversely affecting safety at railroad crossings.

**Program N6.13.3** Participate in future environmental review of the California High-Speed Rail (HSR) Project, planned to utilize existing Caltrain track through Palo Alto, to ensure that it adheres to noise and vibration mitigation measures.

### POLICY N-6.14

Reduce impacts from noise and ground borne vibrations associated with rail operations by requiring that future habitable buildings use necessary design elements such as setbacks, landscaped berms and soundwalls to keep interior noise levels below 45 dBA Ldn and ground-borne vibration levels below 72 VdB.



## ENERGY

### **GOAL N-7** A clean, efficient energy supply that makes use of cost-effective renewable resources.

**POLICY N-7.1** Continue to procure carbon neutral energy for both long-term and short-term energy supplies, including renewable and hydroelectric resources, while investing in cost-effective energy efficiency and energy conservation programs.

**Program N7.1.1** Meet customer electricity needs with least total cost resources after careful assessment of environmental cost and benefits.

**POLICY N-7.2** Advance the development of a “smart” energy grid, a diverse energy resource portfolio, and technologically advanced public utilities as a key part of a smart and connected city.

**Program N7.2.1** Promote the adoption of cost-effective, renewable energy technologies from diverse renewable fuel sources by all customers.

**Program N7.2.2** Assess the feasibility of using life cycle analysis and total cost of ownership analysis for public and private projects, funded by the project proponent, in order to minimize the consumption of energy, the production of greenhouse gases, including GHG emissions of construction materials and demolition and costs over the life of the project.

**POLICY N-7.3** Prioritize the identification and implementation of cost-effective, reliable and feasible energy efficiency and demand reduction opportunities.

**POLICY N-7.4** Maximize the conservation and efficient use of energy in new and existing residences and other buildings in Palo Alto.

**Program N7.4.1** Continue timely incorporation of State and federal energy efficiency standards and policies in relevant City codes, regulations and procedures and higher local efficiency standards that are cost-effective.

**Program N7.4.2** Implement cost effective energy efficiency programs for all customers, including low income customers.

**Program N7.4.3** Incorporate cost-effective energy conservation measures into construction, maintenance and City operation and procurement practices.

**Program N7.4.4** Implement gas and electric rates that encourage efficient use of resources while meeting State law requirements that rates be based on the cost of service.

**Program N7.4.5** Continue to provide public education programs addressing energy conservation and efficiency.

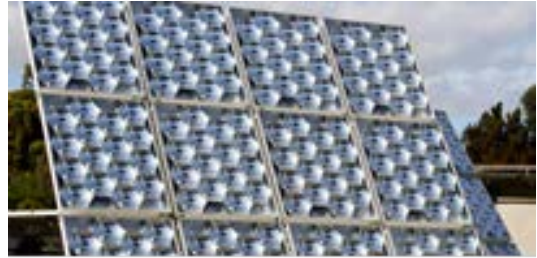
**POLICY N-7.5**

Encourage energy efficient lighting that protects dark skies and promotes energy conservation by minimizing light and glare from development while ensuring public health and safety.

**Program N7.5.1** Monitor professional and medically-sound research and studies on light-emitting diodes (LEDs).

**POLICY N-7.6**

Support the maximum economic use of solar electric (photovoltaic) and solar thermal energy, both as renewable supply resources for the Electric Utility Portfolio and as alternative forms of local power generation.



**Program N7.6.1** Explore changes to building and zoning codes to incorporate solar energy, energy storage and other energy efficiency measures into major development projects, including City-owned projects.

**Program N7.6.2** Promote use of the top floors of new and existing structured automobile garages for installation of photovoltaic panels and green roofs.

**Program N7.6.3** Promote solar energy in individual private projects.

**POLICY N-7.7**

Explore a variety of cost-effective ways to reduce natural gas usage in existing and new buildings in Palo Alto in order to reduce associated greenhouse gas emissions.

**Program N7.7.1** Evaluate the potential for a cost-effective plan for transitioning to a completely carbon-neutral natural gas supply.

**Program N7.7.2** Explore the transition of existing buildings from gas to electric or solar water and space heating.

**POLICY N-7.8**

Support opportunities to maximize energy recovery from organic materials such as food scraps, yard trimmings and residual solids from sewage treatment.

**Program N7.8.1** Evaluate energy efficient approaches for the treatment and reuse of organic waste that maximize resource recovery and reduce greenhouse gas generation at the RWQCP located in Palo Alto and the Palo Alto Landfill.

## CLIMATE CHANGE AND CLIMATE ADAPTATION

**GOAL N-8** Actively support regional efforts to reduce our contribution to climate change while adapting to the effects of climate change on land uses and city services.

**POLICY N-8.1**

Take action to achieve target reductions in greenhouse gas emission levels from City operations and the community activity of 80 percent below 1990 levels by 2030.



**Program N8.1.1** Participate in cooperative planning with regional and local public agencies, including on the Sustainable Communities Strategy, on issues related to climate change, such as greenhouse gas reduction, water supply reliability, sea level rise, fire protection services, emergency medical services and emergency response planning.

**Program N8.1.2** Pursue or exceed State goals of achieving zero net carbon for residential buildings by 2020 and commercial buildings by 2030, without compromising the urban forest.

**POLICY N-8.2**

With guidance from the City's Sustainability and Climate Action Plan (S/CAP) and its subsequent updates and other future planning efforts, reduce greenhouse gas emissions from City operations and from the community.

**Program N8.2.1** Periodically update the S/CAP consistent with the update schedule in the approved S/CAP; this update shall include an updated greenhouse gas inventory and updated short, medium and long-term emissions reduction goals.

**POLICY N-8.3**

Prioritize infrastructure improvements that address adaptation of critical facilities to climate change in the Capital Improvement Program (CIP) five-year plan.

**Program N8.3.1** Protect the Municipal Services Center, Utility Control Center, and RWQCP from the impacts of sea level rise.

**POLICY N-8.4**

Continue to work with regional partners to build resiliency policy into City planning and capital projects, especially near the San Francisco Bay shoreline, while protecting the natural environment.

**Program N8.4.1** Prepare response strategies that address sea level rise, increased flooding, landslides, soil erosion, storm events and other events related to climate change. Include strategies to respond to the impacts of sea level rise on Palo Alto's levee system.





# SAFETY

# 5

**VISION:** *The City of Palo Alto is committed to the day-to-day safety of its entire residential, business and visitor community. The City will remain aware of all potential risks, fully prepared for emergencies and will support public awareness, preparation and response. The following policy framework reflects Palo Alto's longstanding belief that city safety begins internally, with education, awareness and action at the neighborhood level. Such prepared communities strengthen the City's ability to be vigilant to both natural and human-caused hazards, and ultimately to minimize the impacts of these hazards. Community safety demands balancing a complex series of factors, and Palo Alto will continually develop best practices, coordinate with other organizations and adopt technological innovations in order to achieve this balance.*

## INTRODUCTION

The Safety Element satisfies the State-mandated requirement for a Safety Element. It addresses larger safety topics that are relevant to all cities, such as community safety and emergency management, and also *focuses* on a series of hazards, both natural and human-caused, that are important to Palo Alto. The Element addresses the potential risks to residents of and property in Palo Alto from the threat of earthquakes and other geological hazards, floods and fires, as well as risks associated with hazardous materials and excess solid waste. Just as vital, it establishes a plan for a robust security infrastructure.

The text is organized in to three topics, each with a corresponding goal, policies and programs:

- Community Safety
- Natural Hazards
- Human-Caused Threats



## COMMUNITY SAFETY

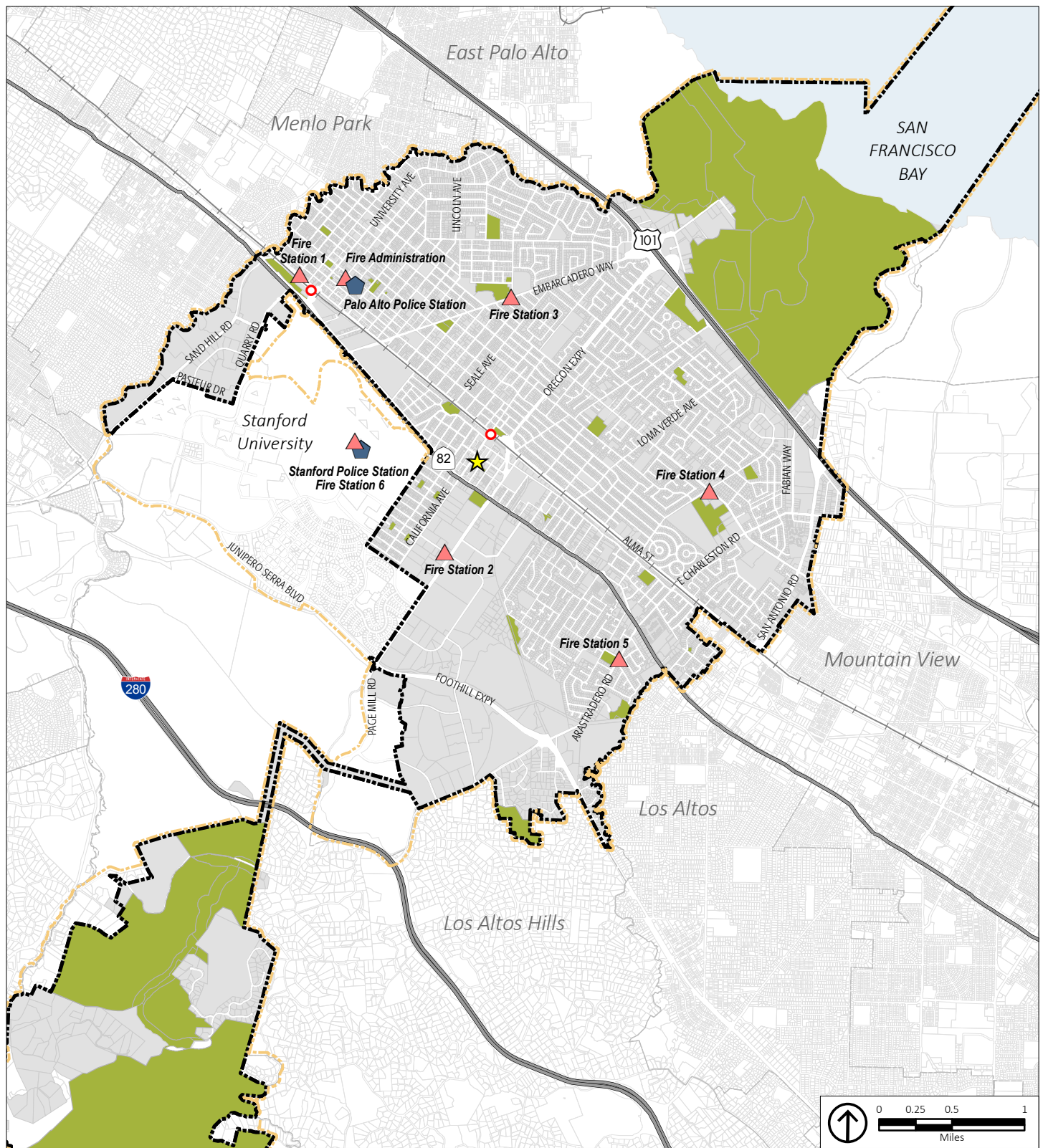
The potential of different types of hazards in Palo Alto varies greatly. Given this unpredictability, a safe City begins with a solid network of safety-related support, procedures and preparation at the community level. The goal of these policies and programs is to broaden public education and awareness of safe behaviors and to promote implementation of community safety measures. The policy framework also reflects Palo Alto's belief that safety can be built into the physical, behavioral and organization fabric of the community, including individual neighborhoods, the urban center and rural areas. In addition to preparation, community safety is defined by effective emergency management practices, adoption of effective regulation and application of innovative technologies by all safety-related City departments. Map S-1 shows the locations of fire and police stations within the city.

## NATURAL HAZARDS

As is the case in every community, residents of Palo Alto are subject to a series of largely unpredictable, but rarely occurring, natural hazards. The very factors that make the city so desirable—its bayfront position, foothills topography with beautiful creeks, and location at the center of globally significant but geologically active Bay Area—are directly associated with some of these natural risks. The goal of the Natural Hazards policy framework is to establish general safety measures, including adoption of a certified Local Hazard Mitigation and Adaptation Plan (LHMP) and then to minimize the potential for injury, loss of life and property damage resulting from individual hazards. The LHMP describes the type, location and extent of natural hazards that can affect the city; describes the city's vulnerability to these hazards; and includes a mitigation strategy for reducing the potential losses. Natural Hazards include seismic events, as shown in Maps S-2, S-3 and S-4; flood events, as shown in Map S-5 and sea level rise, as shown in Map S-6. In the unlikely event of dam failure, some areas of the city may be subject to inundation; these areas are shown in Map S-7. Finally, wildfire hazards zones are shown in Map S-8.

As is evident throughout the Safety Element, policies are based on the City's belief that risk reduction is best achieved through planning, regulation, technology and education.

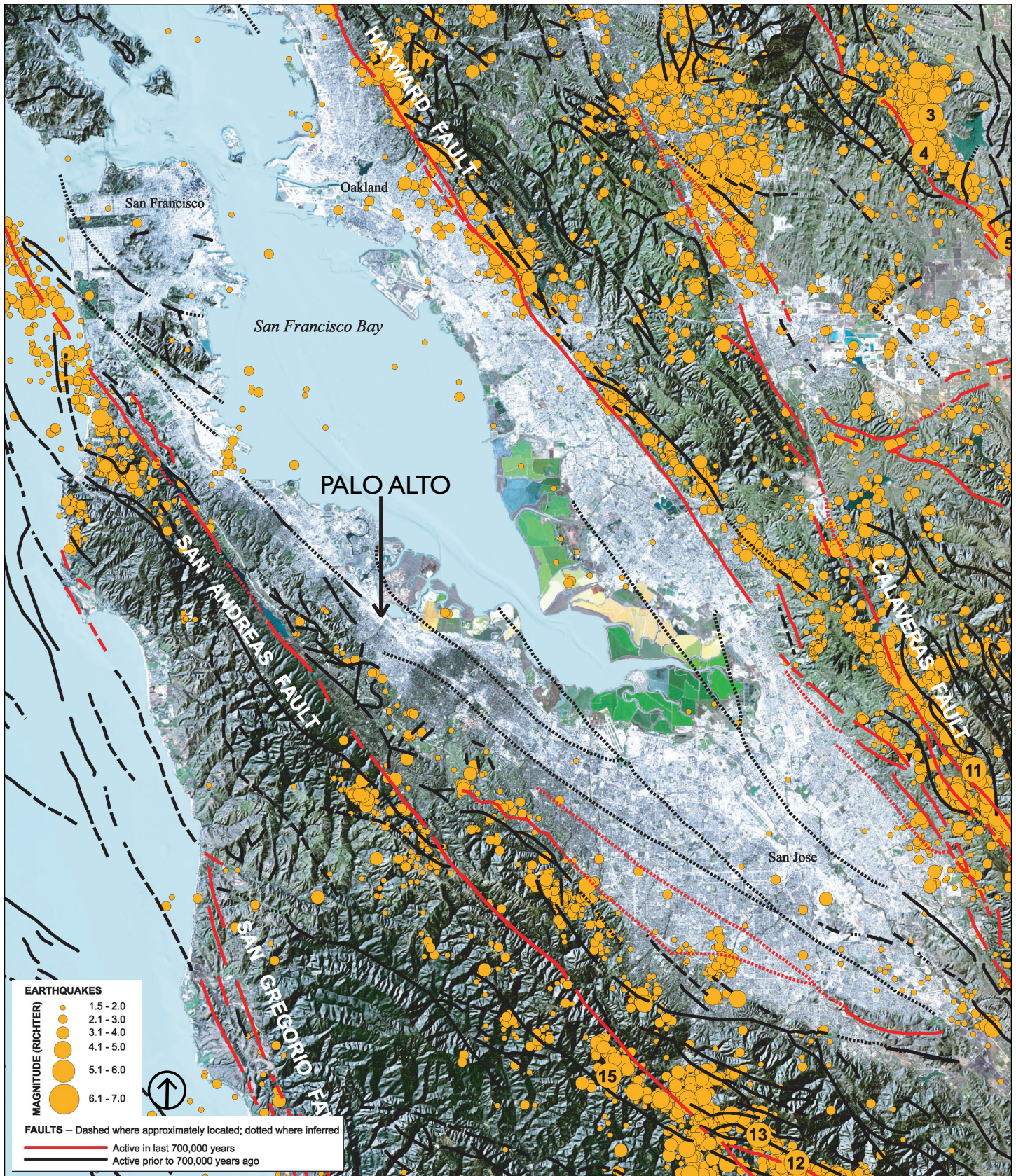
**PALO ALTO COMPREHENSIVE PLAN**  
SAFETY ELEMENT



Source: City of Palo Alto, 2013; USGS, 2010; NHD, 2013; ESRI, 2010; Tiger Lines, 2010; PlaceWorks, 2016

- ★ Future Public Safety Building
- ▲ Fire Stations
- Police Stations
- Caltrain Stations
- Park
- +— Railroads
- Highways
- Sphere of Influence
- City Boundary

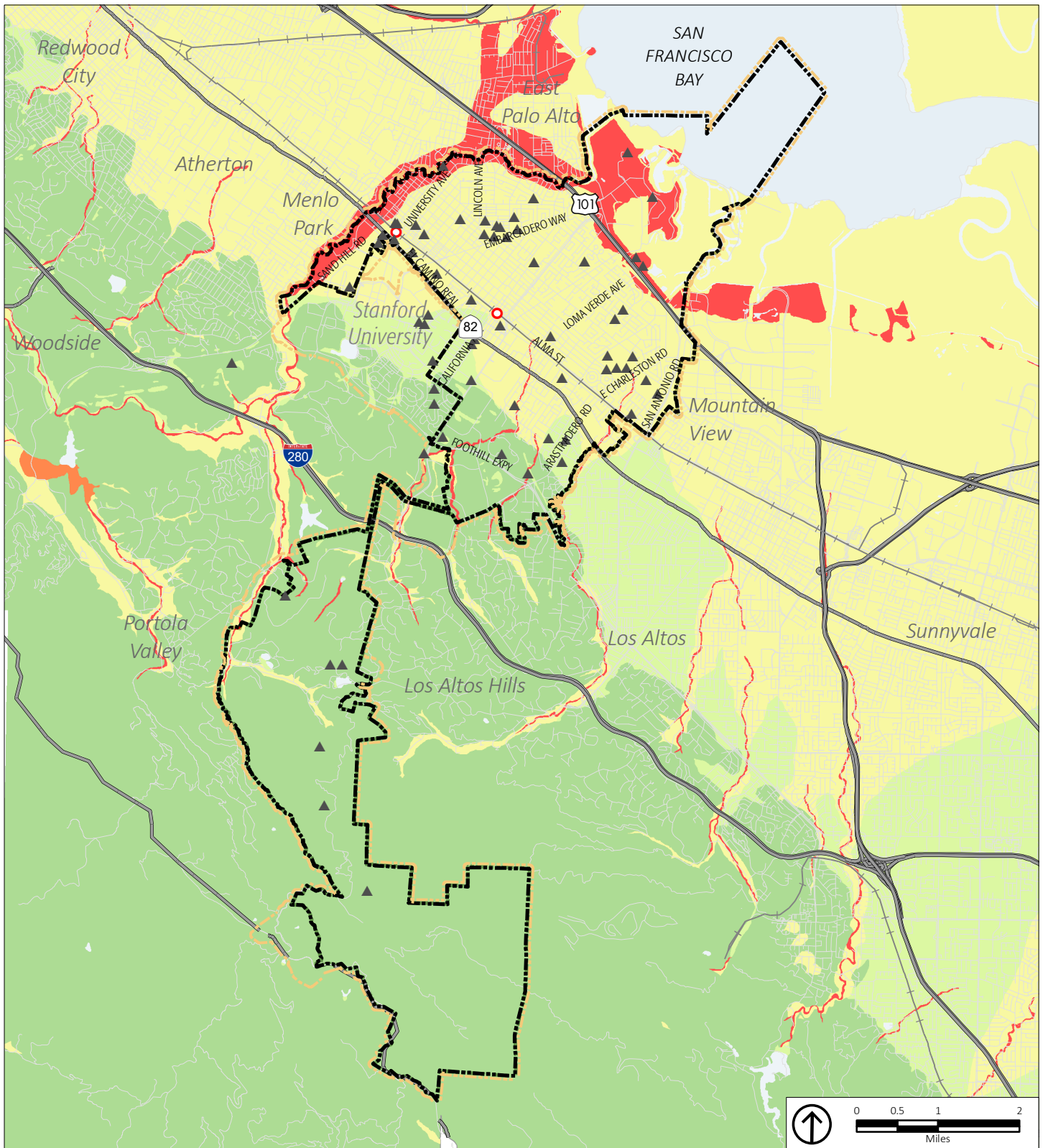




Source: US Geological Survey, 2004; Earthquakes and Faults in the San Francisco Bay Area (1970-2003); Scientific Investigations Map 2848.



**PALO ALTO COMPREHENSIVE PLAN**  
SAFETY ELEMENT



Source: City of Palo Alto, 2013; USGS, 2010; NHD, 2013; ESRI, 2010; Tiger Lines, 2010; US Geological Survey Open File Report 06-1037, 2006; PlaceWorks, 2016.

**Liquefaction Susceptibility Level**

- Very High
- High
- Moderate

- Low
- Very Low
- Not Mapped
- Water

- Critical Facilities
- Caltrain Stations
- Park/Open Space
- Railroads

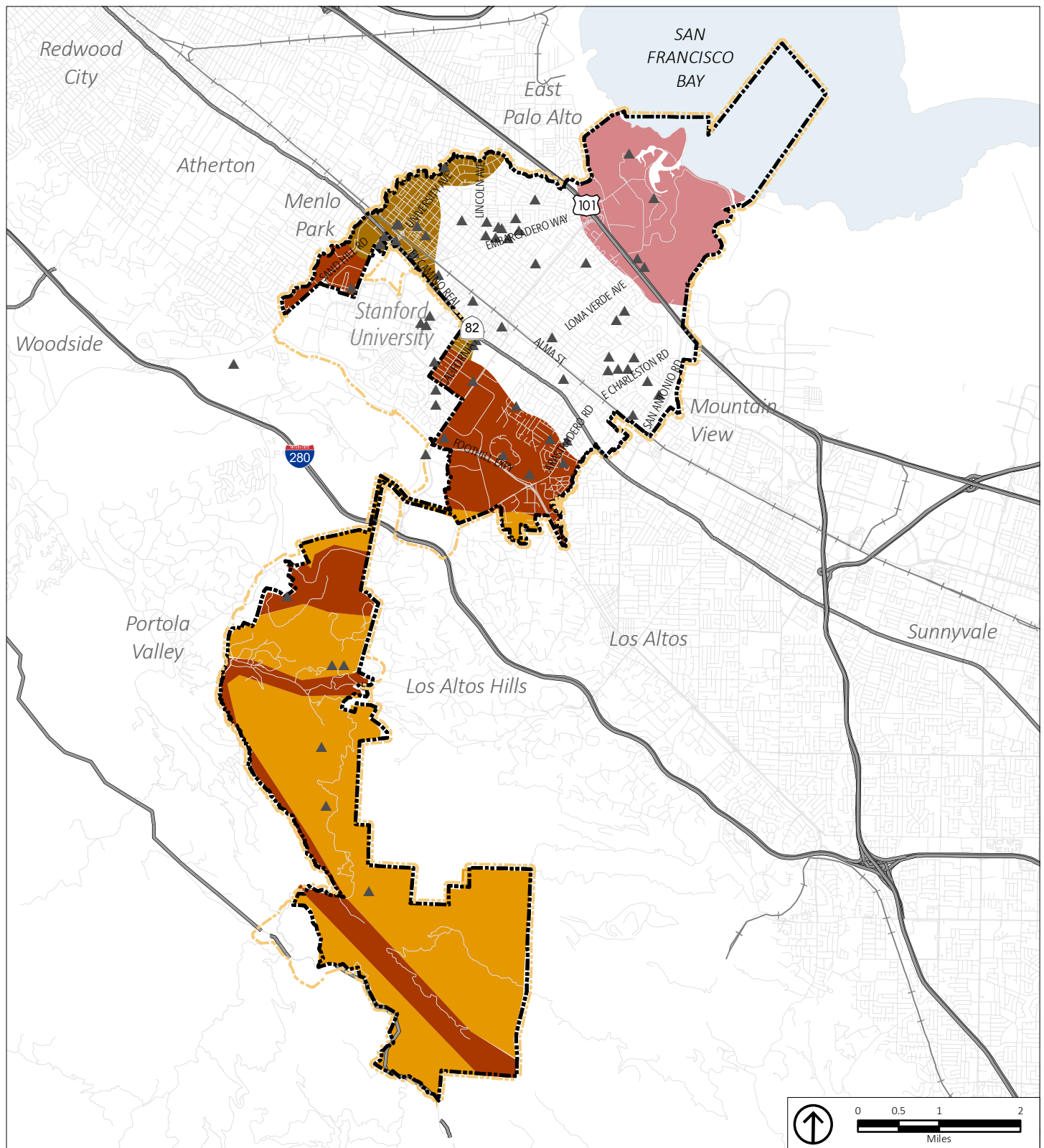
- Highways
- Sphere of Influence
- City Boundary

MAP S-3

**LIQUEFACTION RISK**



**PALO ALTO COMPREHENSIVE PLAN**  
SAFETY ELEMENT

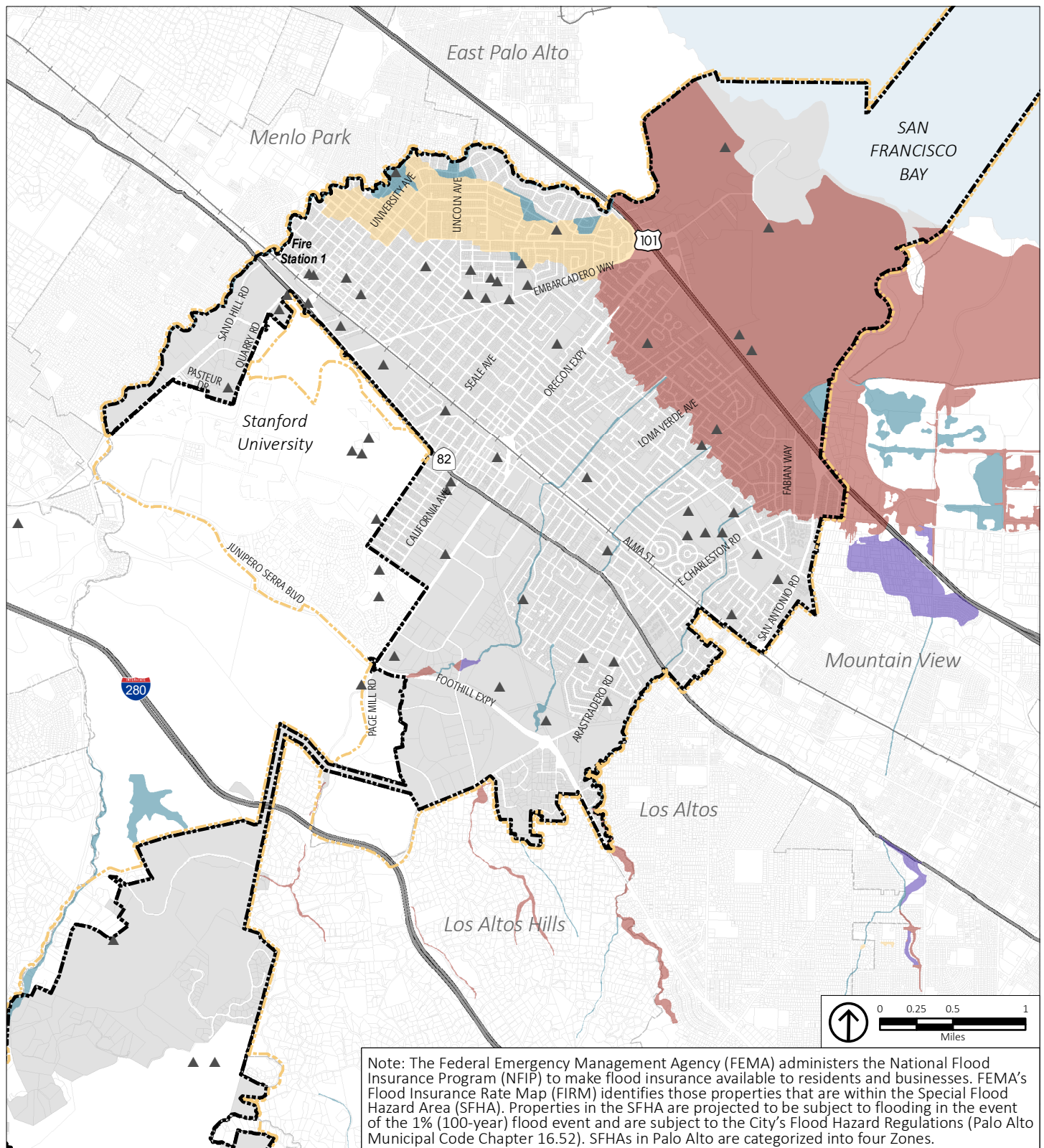


Source: City of Palo Alto, 2013; USGS, 2010; NHD, 2013; ESRI, 2010; Tiger Lines, 2010; US Geological Survey Open File Report 06-1037, 2006; PlaceWorks, 2016.

- |  |                     |                 |
|--|---------------------|-----------------|
| Expansive Soil   | Critical Facilities | Highways        |
| High potential for earthquake-induced landslides   | Caltrain Stations   | Park/Open Space |
| High potential for liquefaction  | Sphere of Influence |                 |
| High potential for surface rupture along fault traces and potential for earthquake-induced landslides where sloped | City Boundary       |                 |
|  | Railroads           |                 |

MAP S-4

**GEOTECHNICAL HAZARDS**



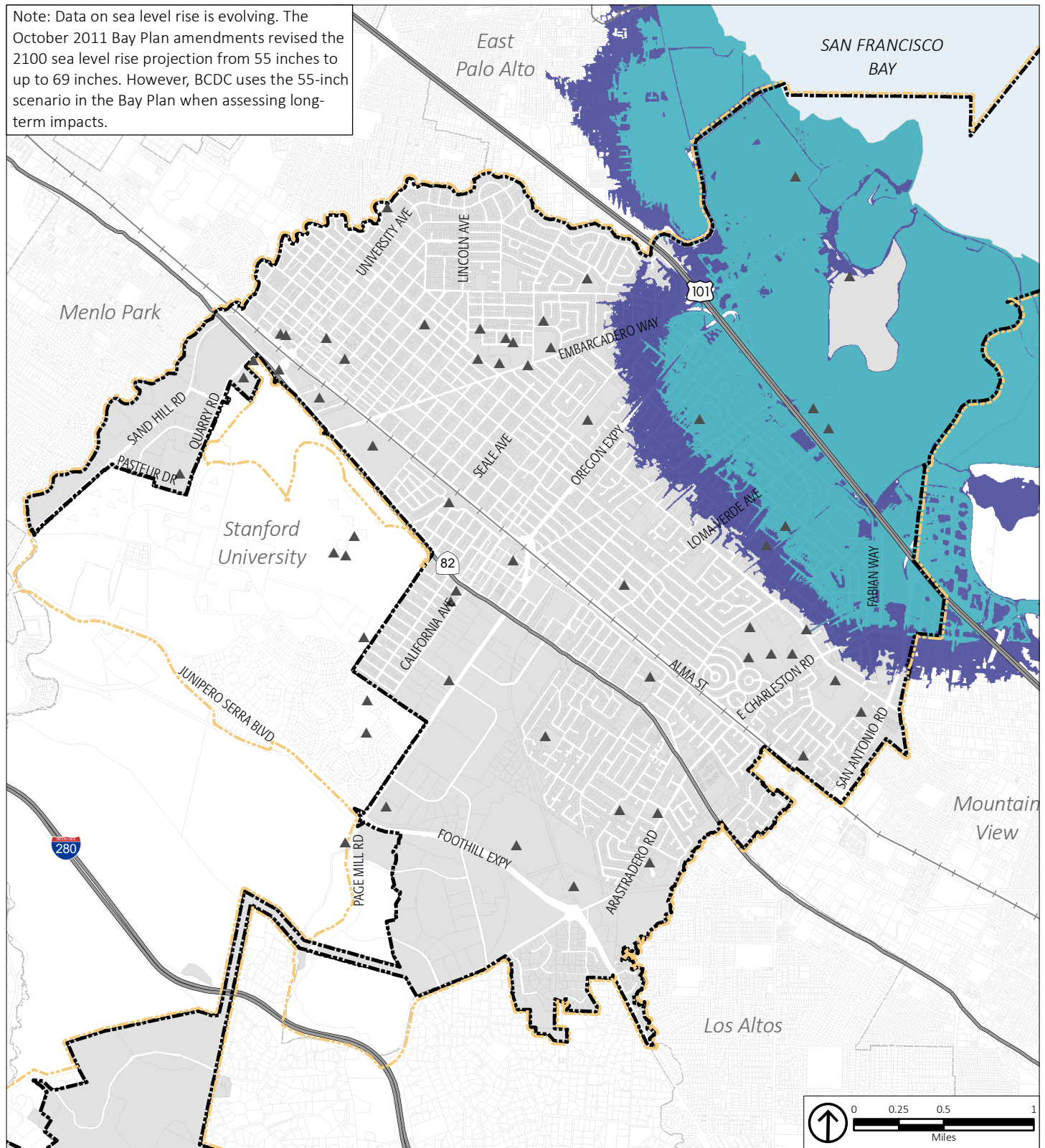
Source: City of Palo Alto, 2013; FEMA, 2015; PlaceWorks, 2016

- |                         |   |
|-------------------------|---|
| ▲ Critical Facilities   | Federal Emergency Management Agency (FEMA) Flood Zones  |
| —+— Railroads           | A: subject to 100-year flood; no base flood depth determined                                  |
| — Highways              | AE: subject to 100-year flood; base flood depth has been determined                           |
| --- Sphere of Influence | AH: subject to shallow flooding; base flood depth has been determined                         |
| --- City Boundary       | AO: subject to sheet flow, ponding, or shallow flooding; base flood depth has been determined |



**PALO ALTO COMPREHENSIVE PLAN**  
SAFETY ELEMENT

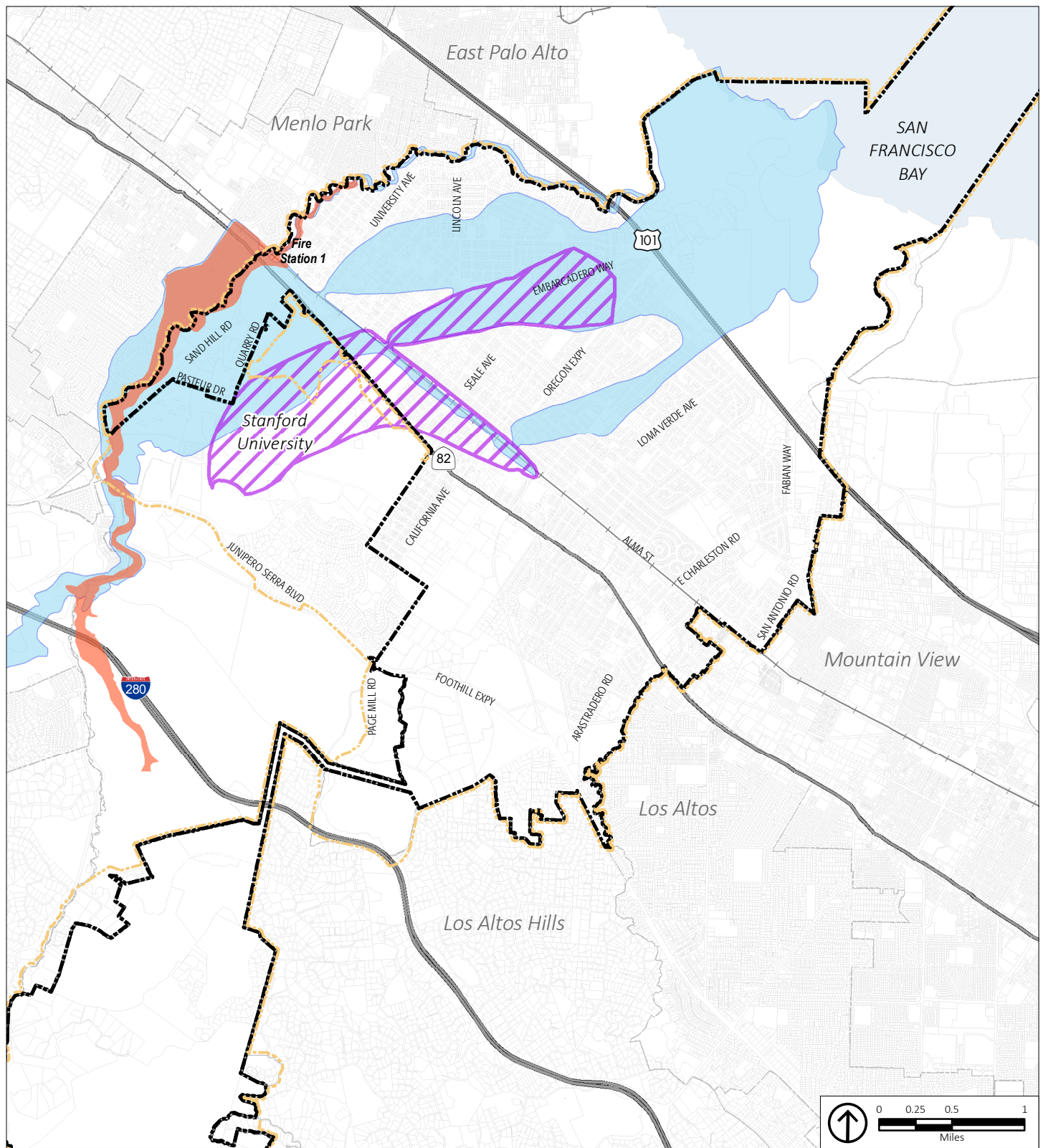
Note: Data on sea level rise is evolving. The October 2011 Bay Plan amendments revised the 2100 sea level rise projection from 55 inches to up to 69 inches. However, BCDC uses the 55-inch scenario in the Bay Plan when assessing long-term impacts.









Source: City of Palo Alto, 2013; National Oceanic and Atmospheric Administration Coastal Service Center, 2012; PlaceWorks, 2016.

- ▲ Critical Facilities
- +— Railroads
- Highways
- Sphere of Influence
- City Boundary
- Area vulnerable to an approximate 24-inch sea level rise
- Area vulnerable to an approximate 55-inch sea level rise

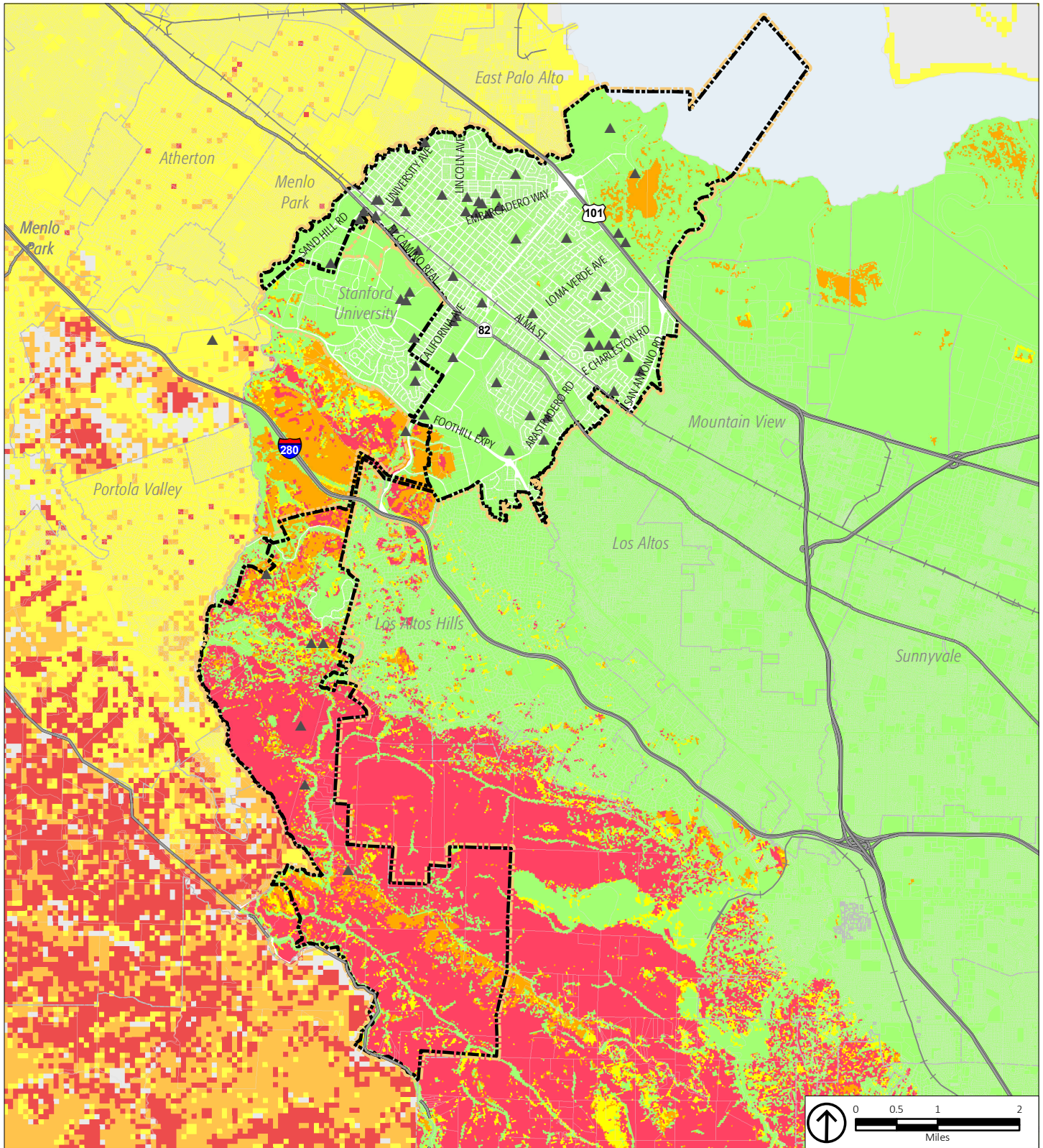
**PALO ALTO COMPREHENSIVE PLAN**  
SAFETY ELEMENT



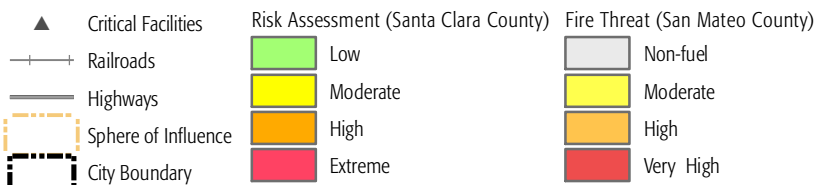
- |   |                      |   |                     |
|---|----------------------|---|---------------------|
|  | Felt Lake            |  | Railroads           |
|  | Lagunita Reservoir   |  | Sphere of Influence |
|  | Searsville Reservoir |  | City Boundary       |

Source: City of Palo Alto, 2013; State of California Emergency Management Agency, 2007; PlaceWorks, 2016





Source: City of Palo Alto, 2017; CAL FIRE and Santa Clara County Fire Department, 2017; SWCA Environmental Consultants, 2017; ESRI, 2010; Tiger Lines, 2010; PlaceWorks 2017.





## HUMAN-CAUSED THREATS

Just as Palo Alto—a world-class city in a prime location—is subject to natural hazards, the diversity of people, culture, and economic drivers that define Palo Alto comes with its own risks. Like natural hazards, these threats are complex and many result from activities that contribute positively to the City. These include world class research, technological innovation and public transit. The following policy framework strives to provide an environment free of the damaging effects of toxic and hazardous materials, locations of which have been identified and are shown on Map S-9. It strives for 95 percent landfill diversion and future zero solid waste production, and commits to a state-of-the-art cybersecurity infrastructure that is based on a comprehensive review of existing gaps and redundancies.

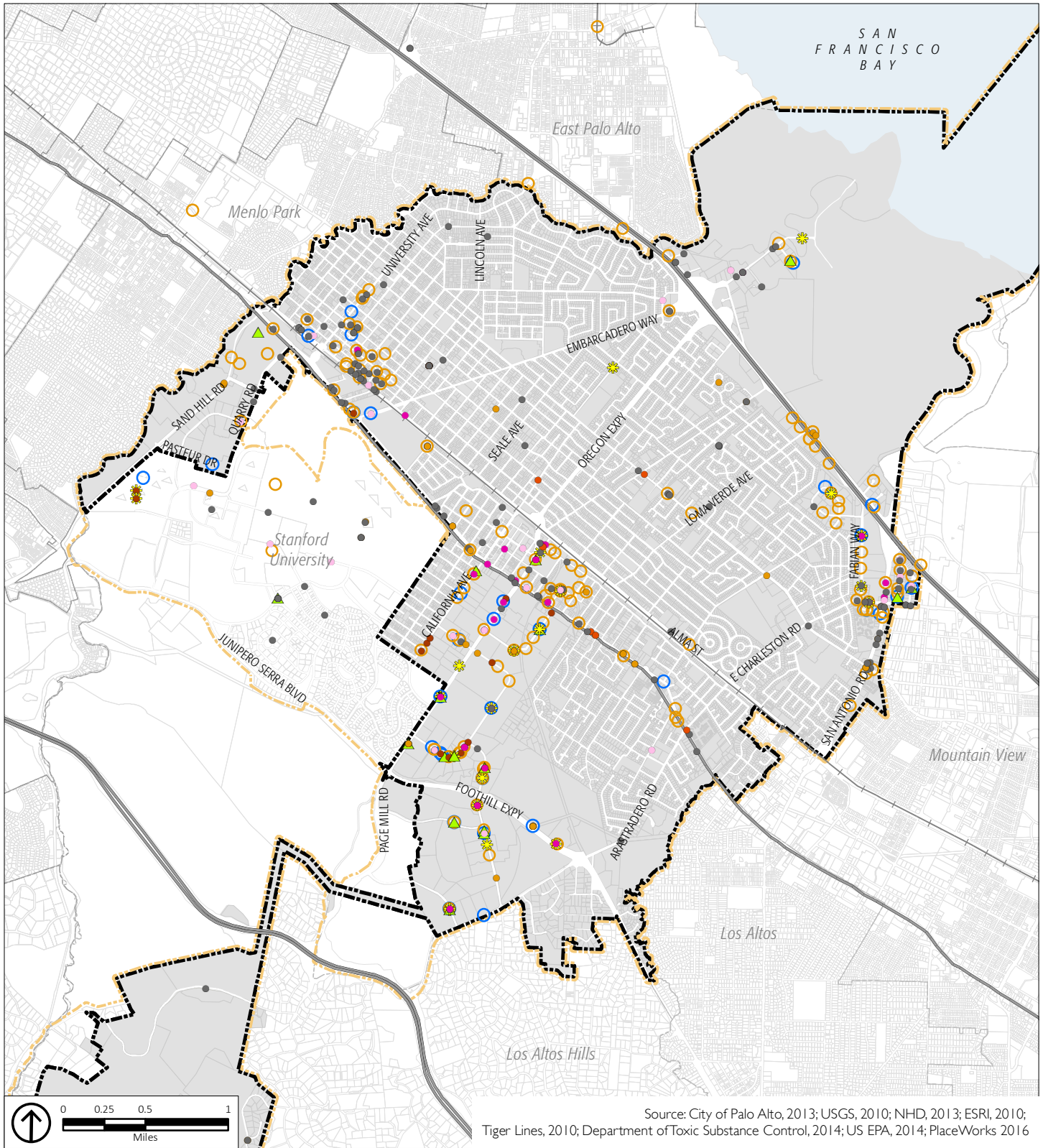
## UTILITIES

In Palo Alto, utility services are provided throughout the City by the City of Palo Alto Utilities (CPAU), a city-owned utility. Today, CPAU provides six services that include electric, fiber optic, natural gas, water and wastewater services. Initially formed in 1896 with the installation of a water supply system, CPAU expanded between the years 1898 and 1917 to include wastewater, electric, and natural gas distribution services; in 1996 it began to provide fiber optic services. Through its mission to provide safe, reliable, environmentally sustainable and cost effective services to Palo Alto residents, CPAU offers cost-effective service rates to residents and re-invests proceeds to support other City community services and facilities. For example, CPAU provides financial support to the Palo Alto library and parks system, as well as to support police and fire protection services.

The City's electric utility receives electricity at a single connection point with Pacific Gas & Electric's (PG&E's) transmission system. From there the electricity is delivered to customers through nearly 470 miles of distribution lines, of which 223 miles (48 percent) are overhead lines and 245 miles (52 percent) are underground. The City also maintains six substations, roughly 2,000 overhead line transformers, 1,075 underground and substation transformers, and the associated electric services (which connect the distribution lines to the customers' homes and businesses). These lines, substations, transformers, and services, along with their associated poles, meters, and other associated electric equipment, represent the vast majority of the infrastructure used to deliver electricity in Palo Alto.



**PALO ALTO COMPREHENSIVE PLAN**  
SAFETY ELEMENT



**SWQCB Geotracker Sites**

- Permitted Underground Storage Tank Sites
- Ongoing Leaking Underground Storage Tank Sites
- Closed Leaking Underground Storage Tank Sites
- Ongoing Cleanup Program Sites
- Closed Cleanup Program Sites

**DTSC Cleanup Program Sites**

- Cleanup Sites
- ▲ Tiered Permit Sites
- ✱ Hazardous Waste Facilities

**Hazardous Waste Generators**

- Small Quantity Generators
- Large Quantity Generators

**Railroads**

- Sphere of Influence
- City Limit

MAP S-9

**HAZARDOUS MATERIALS SITES**

To deliver gas from the receiving stations to its customers, the City owns 210 miles of gas mains (which transport the gas to various parts of the city) and 23,400 gas services (which connect the gas mains to the customers' gas lines). These mains and services, along with their associated valves, regulators, and meters, represent the vast majority of the infrastructure used to deliver gas in Palo Alto.

To deliver water to its customers, the utility owns roughly 233 miles of mains (which transport the water from the San Francisco Public Utilities Commission (SFPUC) meters at the city's borders to the customer's service laterals and meters), eight wells (to be used in emergencies), five water storage reservoirs (also for emergency purposes), and several tanks used to moderate pressure and deal with peaks in flow and demand (due to fire suppression, heavy usage times, etc.). These represent the vast majority of the infrastructure used to distribute water in Palo Alto.

To collect wastewater from its customers and deliver it to the Regional Water Quality Control Plant, CPAU owns roughly 18,100 sewer laterals (which collect wastewater from customers' plumbing systems) and 217 miles of sewer mains (which transport the waste to the treatment plant). These laterals and mains, along with the associated manholes and cleanouts, represent the vast majority of infrastructure used to collect wastewater in Palo Alto.

The City manages a commercial fiber optics service with a 42-mile fiber back-bone consisting of roughly 6,000 route-miles of fiber. 232 commercial buildings are connected to the fiber optic network. Roughly 30 percent of the fiber route is overhead and 70 percent underground.

The City's storm drain system drains four primary watersheds. It is separate from the sanitary sewer system. Stormwater flows directly to creeks and the San Francisco Bay without treatment. The storm drain system consists of 107 miles of underground pipelines, 2,750 catch basins, 800 manholes and six pump stations.

## GOALS, POLICIES AND PROGRAMS

### COMMUNITY SAFETY

#### GOAL S-1 A safe community that is aware of risks and prepared for emergencies.

##### PUBLIC AWARENESS

**POLICY S-1.1** Facilitate ongoing public education and awareness to prevent loss of life and property from impacts of natural and human-made disasters and to facilitate recovery when disasters occur.

**PROGRAM S1.1.1** Expand public education programs that help and encourage each household in the city to be prepared to be self-sufficient, with enough stored water and food to support the entire household for at least one week after a major earthquake, flood, terrorism event, pandemic or other major disaster.

**PROGRAM S1.1.2** Continue to implement and fund the Emergency Services Volunteer program.

**PROGRAM S1.1.3** Conduct emergency hazard drills with key stakeholder organizations across the community to improve preparedness for known threats and hazards.

**PROGRAM S1.1.4** Support an annual community public safety fair to educate and engage the public on preparedness and offer the opportunity to buy emergency disaster supplies for home and vehicle.

**PROGRAM S1.1.5** Encourage local businesses and other organizations to develop disaster preparedness, communication, mitigation and recovery plans.

##### COMMUNITY SAFETY

**POLICY S-1.2** Support the Palo Alto Police Department (PAPD) and Office of Emergency Services efforts in public safety education and community outreach. Use education and crime prevention as integral parts of the practice of law enforcement.

**PROGRAM S1.2.1** Develop accessible, attractive marketing materials to promote involvement in community crime safety programs.





**POLICY S-1.3**

Deter criminal behavior in Palo Alto through a multidisciplinary approach that includes a safe built environment, effective social services, functional administrative processes and PAPD review of site plans for major development proposals, as needed.

**PROGRAM S1.3.1** Explore the use of urban design principles to increase safety and prevent crime in Palo Alto.

**PROGRAM S1.3.2** Support programs such as the Department of Housing and Urban Development's Good Neighbor Next Door, which incentivizes home purchase for first responders with discounts.

**POLICY S-1.4**

Support the use of digital data, analytics and metrics that are available to local police departments and first responders.

**PROGRAM S1.4.1** Make data available to maintain an accurate, up to date, and complete real-time local crime mapping function to promote neighborhood safety.

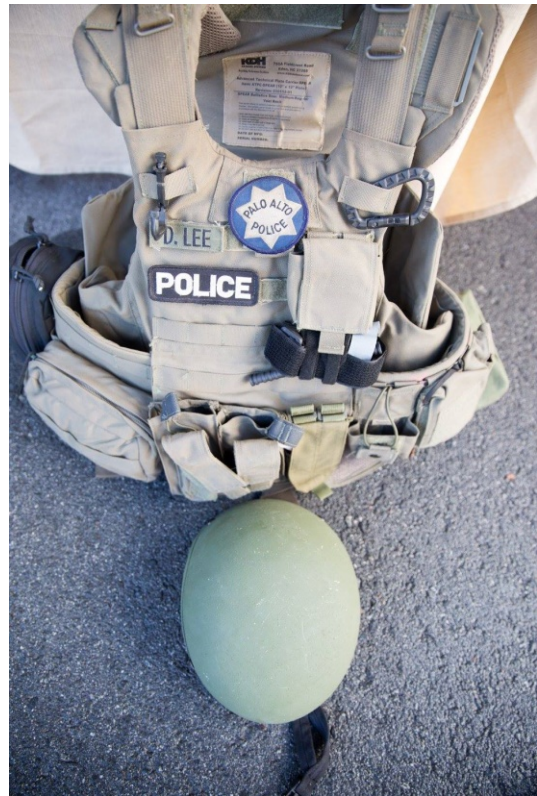
**POLICY S-1.5**

Encourage the development of community-based law enforcement and community safety strategies, including partnerships with school districts, private schools, businesses, transit agencies, nonprofit organizations, faith-based organizations and community groups such as Emergency Services Volunteers.

**PROGRAM S1.5.1** Promote neighborhood security by providing crime prevention information and training to residents, and continuing to fund resident involvement in neighborhood safety programs such as "Know Your Neighbor" grants and Block Preparedness Coordinators.

**PROGRAM S1.5.2** Collaborate with the Palo Alto Unified School District (PAUSD), other school districts in the city, private schools, businesses, non-profits and local faith-based organizations to provide community safety education.

**PROGRAM S1.5.3** Encourage the PAUSD to develop secure school facilities and collaborate with public safety departments on disaster preparedness activities; emergency disaster planning, exercises and drills; and disaster recovery.



**PROGRAM S1.5.4** Continue to support and encourage participation in PAPD programs to introduce youth to the importance and benefits of local law enforcement.

**POLICY S-1.6**

Work with the PAPD to develop effective, transparent law enforcement strategies that protect the privacy and civil liberties of the public and results in a safe community for all people.

**PROGRAM S1.6.1** Enhance public safety department training for evolving challenges, such as small- to large-scale human threats, interacting with individuals with mental illness and non-lethal alternatives.

**PROGRAM S1.6.2** Support the PAPD in implementing and maintaining approved technologies for data gathering, surveillance and recording interactions with the public. Incorporate best practices in use policies with special consideration in ensuring the programs protect the public's privacy rights and civil liberties, in accordance with current legislation. Ensure transparency by communicating new equipment implementation, usage, privacy considerations and retention of data.

**PROGRAM S1.6.3** Communicate transparently with the community regarding adoption of new PAPD equipment and/or tactics while balancing the need for operational security.

**POLICY S-1.7**

Regularly review the adequacy of law enforcement services and emergency services in the city. Plan and develop law enforcement infrastructure and technology according to overall need and city growth.



**PROGRAM S1.7.1** Regularly monitor and review the level of public safety staffing and satellite public safety station locations required for efficient local service delivery.

**PROGRAM S1.7.2** Design the new Public Safety building to essential service standards and to meet the needs of the public safety departments and be resilient against known threats and hazards.

**PROGRAM S1.7.3** Provide community notifications in the event of emergency using the best available methods and explore new technologies for emergency public information and warnings.

**POLICY S-1.8**

Monitor federal and State terrorism response planning to ensure that Palo Alto coordinates with relevant agencies and is well-prepared in the event of a terrorist act.

**PROGRAM S1.8.1** Update Palo Alto's 2001 Terrorism Response Plan.

**POLICY S-1.9** Design Palo Alto's infrastructure system to protect the life and safety of residents, ensure resiliency in the face of disaster and minimize economic loss, including in the context of climate change and sea level rise.

**PROGRAM S1.9.1** Develop an Infrastructure Master Plan that projects the future needs of streets, underground utilities and all City assets and plans for the incorporation of new technology that improves efficiency and effectiveness.

## EMERGENCY MANAGEMENT

**POLICY S-1.10** Follow the guidelines in the Emergency Operations Plan and continue towards implementing the four phases of Emergency Management: mitigation/prevention, preparedness, response and recovery.

**PROGRAM S1.10.1** Regularly update and make publicly available the City of Palo Alto Emergency Operations Plan (EOP).



**PROGRAM S1.10.2** Participate in local and regional planning efforts to mitigate, prepare for, respond to and recover from emergencies.

**PROGRAM S1.10.3** Implement the mitigation strategies and guidelines provided by the Local Hazard Mitigation and Adaptation Plan (LHMP), including those that address evolving hazards resulting from climate change.

**POLICY S-1.11** Ensure continuity of critical City operations, including utilities, public safety, information technology, and others, after natural, technological or human caused disasters.

**POLICY S-1.12** Work with other government agencies, neighboring cities, local institutions, non-profit organizations and private corporations with established emergency response functions to enhance the City's overall emergency response capabilities.

**PROGRAM S1.12.1** Encourage multiagency coordination in case of incidents that cross disciplinary or jurisdictional boundaries or coordination that involves complex incident management scenarios.

**PROGRAM S1.12.2** Explore the establishment of mutually beneficial cooperative agreements between Palo Alto's public safety departments and those of neighboring cities.

## POWER

### POLICY S-1.13

Support the development of an independent, redundant power grid with local generation in Palo Alto, in order to ensure energy resiliency in the event of natural disasters or other threats.

**PROGRAM S1.13.1** Identify solutions to add an additional power line to Palo Alto to ensure redundancy.

**PROGRAM S1.13.2** Explore incentives to adopt emerging, residential off-grid capabilities and technologies, including back-up power sources vital in the event of natural disasters or other threats.

**PROGRAM S1.13.3** Continue citywide efforts to underground utility wires to limit injury, loss of life and damage to property in the event of human-made or natural disasters.

**PROGRAM S1.13.4** Enhance the safety of City-owned natural gas pipeline operations. Work with customers, public safety officials and industry leaders to ensure the safe delivery of natural gas throughout the service area. Provide safety information to all residents on City-owned natural gas distribution pipelines.

**PROGRAM S1.13.5** Provide off-grid and/or backup power sources for critical City facilities to ensure uninterrupted power during emergencies and disasters.

## NATURAL HAZARDS

**GOAL S-2** Protection of life, ecosystems and property from natural hazards and disasters, including earthquake, landslide, flooding, and fire.

### GENERAL SAFETY MEASURES

#### POLICY S-2.1

Incorporate the City's Local Hazard Mitigation and Adaptation Plan (LHMP), as periodically adopted by the City Council and certified by the Federal Emergency Management Agency (FEMA), into the Safety Element. In the event of any conflict between the provisions of the LHMP and any other provision of the Safety Element, the LHMP shall control.



#### POLICY S-2.2

Focus efforts to reduce exposure to natural hazards in areas of the city identified as vulnerable to the greatest risks, as shown on the maps in this Element.

#### POLICY S-2.3

Implement public safety improvements, such as access roads and other infrastructure, in a manner that is sensitive to the environment.



## EARTHQUAKES AND GEOLOGIC HAZARDS

**POLICY S-2.4** Expand citizen awareness of seismic and geologic hazards through public education and preparedness.

**POLICY S-2.5** Minimize exposure of people and structures to geologic hazards, including slope stability, subsidence and expansive soils, and to seismic hazards including groundshaking, fault rupture, liquefaction and landslides.

**PROGRAM S2.5.1** Periodically review and update the City's Seismic Hazard Ordinance.

**PROGRAM S2.5.2** Continue to provide incentives for seismic retrofits of structures throughout the city, particularly those building types that would affect the most people in the event of an earthquake.

**POLICY S-2.6** Promote seismic rehabilitation and renovation of existing buildings, particularly those whose loss would have the greatest community impacts, using incentives as a way to ensure safe and structurally sound buildings.

**PROGRAM S2.6.1** Encourage efforts by individual neighborhood or block-level groups to pool resources for seismic retrofits.

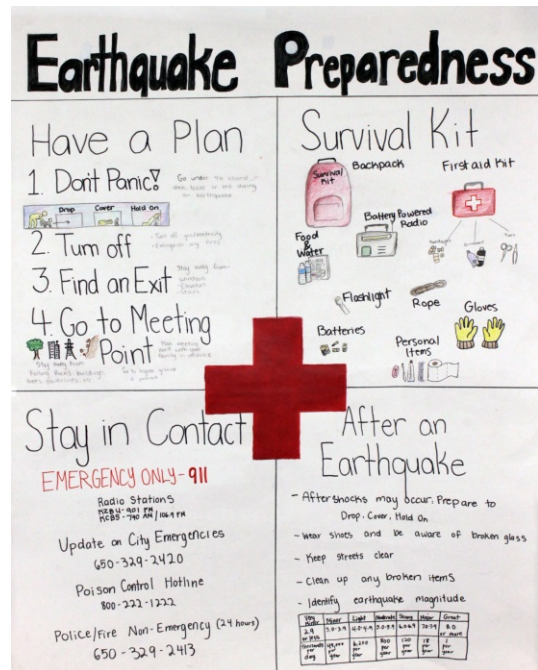
**PROGRAM S2.6.2** Continue to use a seismic bonus and a Transfer of Development Rights (TDR) Ordinance for seismic retrofits for eligible structures in the Commercial Downtown (CD) zone.

**PROGRAM S2.6.3** Evaluate the TDR Ordinance so that transferred development rights may be used for residential development on the receiver sites.

**PROGRAM S2.6.4** Study the possibility of revising the TDR program to encourage seismic retrofits.

**PROGRAM S2.6.5** Explore the use of Community Development Block Grants, Palo Alto Housing Funds and other sources of funding to support owners of lower income and senior housing to retrofit seismically-unsafe construction.

**POLICY S-2.7** Encourage property owners, business owners and the PAUSD to evaluate their vulnerability to earthquake hazards and take appropriate action to minimize their risk.



- PROGRAM S2.7.1** As part of the construction permitting process for proposed new and redeveloped buildings in areas of identified hazard shown on Map S-2, require submittal to the City of a geotechnical/seismic report that identifies specific risks and appropriate mitigation measures.
- PROGRAM S2.7.2** Review and update, as appropriate, City code requirements for excavation, grading, filling and construction to ensure that they conform to currently accepted and adopted State standards.
- PROGRAM S2.7.3** Utilize the results of Palo Alto's Seismic Hazards Identification Program and inventory of potentially seismically vulnerable building types to establish priorities and consider incentives to encourage structural retrofits.

## FLOOD HAZARD AND MITIGATION

**POLICY S-2.8** Minimize exposure to flood hazards by protecting existing development from flood events and adequately reviewing proposed development in flood prone areas.

- PROGRAM S2.8.1** Implement flood mitigation requirements of FEMA in Special Flood Hazard Areas as illustrated on the Flood Insurance Rate Maps.
- PROGRAM S2.8.2** Continue participating in FEMA's Community Rating System to reduce flood insurance for local residents and businesses and strive to improve Palo Alto's rating in order to lower the cost of flood insurance.
- PROGRAM S2.8.3** Collaborate with the San Francisquito Creek Joint Powers Authority and the Santa Clara Valley Water District on environmentally-sensitive efforts to stabilize, restore, maintain and provide one percent (100-year) flood protection adjacent to San Francisquito Creek.
- PROGRAM S2.8.4** Work with East Palo Alto, Santa Clara Valley Water District and San Francisquito Creek Joint Powers Authority on efforts to increase the flows within the San Francisquito Creek possible solutions include replacing the City-owned Newell Road Bridge and District-owned Pope Chaucer Street Bridge.

**POLICY S-2.9** Partner with appropriate agencies to expand flood zones as appropriate due to sea level rise, changes in creek channels, street flooding or storm drain overload due to increased likelihood of extreme storm events caused by climate change.

**POLICY S-2.10** Prohibit new habitable basements in the development of single-family residential properties within 100-year flood zones of the FEMA-designated Special Flood Hazard Area.

- PROGRAM S2.10.1** Keep basement restrictions up to date with changing flood hazard zones.

**POLICY S-2.11**

Monitor and respond to the risk of flooding caused by climate change-related changes to precipitation patterns, groundwater levels, sea level rise, tides and storm surges.



**PROGRAM S2.11.1** Review development standards applicable in areas susceptible to flooding from sea level rise, including east of Highway 101, West Bayshore, East Meadow

Circle, the area east of San Antonio Road and north of East Charleston, and implement shoreline development regulations to ensure that new development is protected from potential impacts of flooding resulting from sea level rise and significant storm events. Regulations should be consistent with the Baylands Master Plan, as amended, and may include new shoreline setback requirements, limits on lot line adjustments to avoid the creation of vulnerable shoreline lots and/or triggers for relocation or removal of existing structures based on changing site conditions and other factors.

**PROGRAM S2.11.2** Study appropriate restrictions on underground construction in areas outside of flood zones, as shown on Map S-5, to accommodate expected higher groundwater levels due to sea level rise and minimize consequent flooding of underground construction.

**POLICY S-2.12**

Support regional efforts to improve bay levees.

**PROGRAM S2.12.1** Work cooperatively with the Santa Clara Valley Water District and the San Francisquito Creek Joint Powers Authority to provide flood protection from high tide events on San Francisco Bay, taking into account the impacts of future sea level rise, to provide one percent (100-year) flood protection from tidal flooding, while being sensitive to preserving and protecting the natural environment.

**PROGRAM S2.12.2** Work with regional, State, and federal agencies to develop additional adaptive strategies to address flood hazards to existing or new development and infrastructure, including environmentally sensitive levees.

**FIRE PROTECTION AND AWARENESS**

**POLICY S-2.13**

Minimize exposure to wildland and urban fire hazards through rapid emergency response, proactive code enforcement, public education programs, use of modern fire prevention measures and adequate emergency management preparation.

**PROGRAM S2.13.1** Regularly review and update the Fire Department's operations, training facilities and programs to ensure consistency with current standards and Best Management Practices.

**PROGRAM S2.13.2** Explore technological tools, such as cameras or remote sensors, to identify smoke or fires and initiate response as quickly as possible.

**POLICY S-2.14**

Require that the planning and design of development in areas exposed to wildland fire hazards minimize the risks of wildfire and include adequate provisions for vegetation management, emergency access and firefighting.

**PROGRAM S2.14.1** Regularly review and fund updates to the Palo Alto Foothills Fire Management Plan to ensure consistency with current standards and Best Management Practices.



**PROGRAM S2.14.2** Implement the Foothills Fire Management Plan to balance conservation of natural resources with reduction of fire hazards especially in open space areas.

**PROGRAM S2.14.3** Minimize fire hazards by maintaining low density zoning in wildland fire hazard areas.

**PROGRAM S2.14.4** Work collaboratively with other jurisdictions and agencies to reduce wildfire hazards in and around Palo Alto, with an emphasis on effective vegetation management and mutual aid agreements.

**PROGRAM S2.14.5** Consider implementation of CAL FIRE recommended programs in educating and involving the local community to diminish potential loss caused by wildfire and identify prevention measures to reduce those risks.

**POLICY S-2.15**

Provide emergency fire and medical services consistent with the response time standards set forth in the Fire Department's annual budget.

**PROGRAM S2.15.1** Evaluate measures for optimal service delivery to improve efficiency; develop automatic or mutual aid agreements with other jurisdictions, including Stanford, to improve efficiencies.

**PROGRAM S2.15.2** Upgrade fire stations so that all remain fully functional following earthquakes.

**PROGRAM S2.15.3** Periodically update the Fire Department Standards of Cover document.

**POLICY S-2.16**

Expand Palo Alto Fire Department's efforts in public education and community outreach to prevent injury, loss of life, and damage to property from accidental fires.



**PROGRAM S2.16.1** Provide public education on fire safety, including wildland and structural fire prevention, evacuation routes and guidelines for clearance of landscaping and other hazards around structures.

**POLICY S-2.17** Monitor and respond to the risk of wild land fire hazards caused by climate change.

## HUMAN-CAUSED THREATS

**GOAL S-3** An environment free of the damaging effects of human-caused threats and hazardous materials.

### HAZARDOUS MATERIALS

**POLICY S-3.1** Minimize the use of toxic and hazardous materials in Palo Alto. Promote the use of alternative materials and practices that are environmentally benign.

**PROGRAM S3.1.1** Continue City permitting procedures for commercial and industrial storage, use and handling of hazardous materials and regulate the commercial use of hazardous materials that may present a risk of off-site health or safety effects.



**PROGRAM S3.1.2** Minimize the risks of biohazards in Palo Alto, including Level 4 biohazards, by continuing to review and update, as necessary, local regulations regarding use, handling and disposal.

**PROGRAM S3.1.3** Strengthen development review requirements and construction standards for projects on sites with groundwater contamination.

**PROGRAM S3.1.4** Establish protocols to monitor the movement of hazardous materials on Palo Alto roadways and rail lines and respond effectively to spills via established truck and construction routes.

**PROGRAM S3.1.5** Work with non-profit organizations to provide information to the public regarding pesticides, insecticides and other commonly used hazardous materials, environmentally preferable alternatives, and safe recycling and disposal practices to all user groups.

**PROGRAM S3.1.6** Continue providing regular household hazardous waste collection events at the Palo Alto Regional Water Quality Control Plant and strive to make these programs more convenient and accessible to residents.

**PROGRAM S3.1.7** Continue to allow small quantity generators to dispose of hazardous waste at cost.

**PROGRAM S3.1.8** Continue to educate residents on the proper disposal of pharmaceutical and household hazardous waste. Encourage proper disposal of medications through pharmacies or drug take-back programs rather than flushing.

**POLICY S-3.2** Continue working with appropriate agencies to identify and clean up hazardous waste sites and contaminated groundwater.

**POLICY S-3.3** Support public health by requiring as part of development review, property owners and private entities to disclose the presence of contaminated soil or groundwater, identify potential health impacts, prevent vapor intrusion and remediate contamination.

**POLICY S-3.4** Support public agency policies, regulations, legislation and programs that implement Santa Clara County's Hazardous Materials Management Program.

**POLICY S-3.5** Protect City authority for the approval or denial of proposed commercial hazardous waste treatment, storage, or disposal facilities in the city. Continue to support the concept of "fair share" agreements between counties in the siting of such facilities.

**POLICY S-3.6** Work with the appropriate agencies, including Caltrain, to decrease the risks associated with rail infrastructure in Palo Alto, including the movement of hazardous materials through the city and the dangers of passenger trains in a fully-developed, populated environment.

**PROGRAM S3.6.1** Work with the freight industry to monitor the contents of freight trains intersecting Palo Alto for potentially hazardous materials and to establish accountability for accidents and spills.

**PROGRAM S3.6.2** Work with Caltrain and the PAUSD to educate students and the public on the dangers of rail trespass and the benefits of suicide support services available in Palo Alto.

**POLICY S-3.7** Monitor professional and medically-sound research and studies on electromagnetic fields (EMF) and share information with the Palo Alto community.

## SOLID WASTE

**POLICY S-3.8** Strive for 95 percent landfill diversion by 2030, and ultimately zero waste, by enhancing policies and programs for waste reduction, recycling, composting and reuse.

**PROGRAM S3.8.1** Encourage residential and commercial food waste reduction through incentives, educational outreach and programs.



**PROGRAM S3.8.2** To the extent allowed by law, use refuse rate structures that incentivize waste reduction.

**PROGRAM S3.8.3** Continue to work with CalRecycle and the Department of Toxic Substances Control to develop and promote long-term solid waste management, such as environmentally responsible recycling programs, composting of food waste and other organics and city-wide electronics and digital hardware recycling efforts.

**POLICY S-3.9**

Reduce solid waste generation through requiring salvage and reuse of building materials, including architecturally and historically significant materials.

**PROGRAM S3.9.1** Periodically review and update the adopted Construction and Debris program.

**PROGRAM S3.9.2** Educate Palo Alto residents and developers about available incentives to use environmentally friendly deconstruction activities to minimize our GHG emissions and to save natural resources, as well as space in our landfills.

**POLICY S-3.10**

Continue to implement the City's Environmentally Preferred Purchasing policy and programs to reduce waste, toxic product use, resource consumption and to maximize energy efficiency.

**PROGRAM S3.10.1** Support efforts to enforce extended producer responsibility for solid waste to reduce waste produced from manufacturing, shipping, packaging and the entire life-cycle of the product.

**POLICY S-3.11**

Encourage the use of reusable, returnable, recyclable and repairable goods, and discourage the use of single use plastic water bottles and extended polystyrene (Styrofoam), through enforcement of the City's 2016 Plastic Foam Ordinance expansion and continued incentives, education and responsible City purchasing policies.

CYBERSECURITY

**POLICY S-3.12**

Secure the City of Palo Alto's computer and digital infrastructure such that public data, records and utilities are protected from unauthorized external access and internal system failures.

**PROGRAM S3.12.1** Complete an assessment of the City's digital infrastructure to locate vulnerabilities and gaps in system redundancies and develop recommendations for improved cybersecurity.



**PROGRAM S3.12.2** Establish criteria for the installation of high security telecommunications technology in new local government projects.

**PROGRAM S3.12.3** Establish a wi-fi network that will be available to public safety responders and Emergency Service Volunteers in the event of power interruption during an emergency or disaster.



# COMMUNITY SERVICES AND FACILITIES

# 6

***VISION:** Palo Alto will provide high quality community services to its residents, businesses and visitors. Its schools, libraries, parks, community facilities and arts and cultural centers are treasured and will be enhanced to serve current and future generations. The City will continue to provide services and programs that meet the needs of special populations—including children, seniors and people with disabilities—as well as programs in recreation, lifelong learning and the arts that benefit all populations. Palo Alto's success in providing these services will be expressed and measured by the satisfaction of the public at large. The City will pursue new opportunities to deliver community services in the most efficient and cost-effective way possible. The City will coordinate its efforts with other public agencies, nonprofits and the private sector to reduce overlap and maximize the use of resources.*

## INTRODUCTION

Palo Alto provides a diverse array of community services and facilities for those who live, work and go to school in the city. Community services and facilities play a vital role in fostering public health and enriching the social life of the community. A nationally recognized leader in delivery of public services, the City of Palo Alto is committed to providing high quality, responsive service for its residents and businesses. The City of Palo Alto is also committed to a leadership role within the Mid-Peninsula and greater Bay Area region, promoting efficient service delivery and addressing shared community service needs that cross jurisdictional lines.

The Community Services and Facilities Element is not explicitly required by State law; however, the topics addressed here are all key components of the high quality of life



that Palo Alto offers. This Element describes the range of community services, programs and facilities currently provided in Palo Alto, and outlines City policy intended to maintain and enhance these services and facilities to suit the needs of the city's diverse population now and in the future.

Every day, Palo Alto officials and employees interact with the public in delivering services and representing the City. Excellence and high-quality service are important objectives when interacting with residents, businesses, community groups, visitors and other stakeholders.

## CONNECTIONS TO OTHER ELEMENTS

Other critical community services, such as police and fire prevention and solid waste collection and disposal services are addressed in the Safety and Noise and Natural Environment Elements, respectively. The Housing and Transportation Elements also have strong connections to this Element: future residents will use community facilities services, and will need a variety of transportation options to access those facilities and services. The Land Use and Community Design Element identifies the locations of City parks, open spaces and other public land and contains policies and programs intended to ensure coordination between land development activities in Palo Alto and planning for school facilities and programs.

While parks and recreational and cultural facilities are a central focus of the Community Services Element, the protection and preservation of natural open spaces, habitats, and ecological connections are key concerns of the Natural Environment Element. The theme of partnering with other organizations in the community and collaborating with regional initiatives to provide services to Palo Alto residents is also an important feature of the Governance Element.



## EXISTING COMMUNITY SERVICES AND FACILITIES

### PARKS, RECREATION AND CULTURAL AMENITIES

Palo Alto enjoys approximately 174 acres of parkland and almost 4,400 acres of open space and preserves within the City limit. The City also operates three community centers, an aquatics center, three theaters, two museums, a robust public art program, artist studio program, art classes and space, galleries and maker-space program. The City also offers a wide variety of classes, programs and special events for people of all ages and abilities. Table C-1 lists parks, recreation and cultural

**TABLE C-1 PALO ALTO PARKS AND RECREATION FACILITIES**

Park or Facility	Acres	Amenities
<b>City Parks</b>		
Baylands Athletic Center	6	One softball diamond, one baseball field with a 500-seat grandstand, snack facility, restrooms, benches, picnic tables and parking lot
Bol Park	13.8	Open turf areas, lighted bicycle/pedestrian paved path and children's playground
Boulware Park	1.5	Open turf area, children's playground, picnic tables, benches and basketball court
Bowden Park	2	Open turf area, children's playground, benches, picnic tables and public art
Bowling Green Park	1.9	Lawn bowling area, clubhouse and open turf area
Juana Briones Park	4.1	Open turf area, children's playground, basketball court, picnic tables and benches
Cameron Park	1.1	Open turf area, children's playground, benches and picnic tables
Cogswell Plaza	0.5	Open turf area, seating area and benches. During the summer months, there are free concerts held at noon on Thursdays.
El Camino Park	12.19	Open turf area, artificial turf soccer/lacrosse field with bleachers and lights, natural grass softball field with bleachers and lights, restroom, parking lot, paved bike path, decomposed granite walking path, picnic tables and benches
El Palo Alto Park	0.5	Paved bike path used for walking and biking and the site of El Palo Alto
Eleanor Pardee Park	9.6	Open turf area, two children's playgrounds, paved path, picnic tables, community garden, multi-purpose concrete bowl and a September 11 memorial grove
Greer Park	22	Five soccer fields, three softball fields, one little league diamond, two basketball courts, small dog run, skateboard bowl and a children's playground
Heritage Park	2.01	Open turf area, children's playground, picnic tables, benches, and walking path
Hoover Park	4.2	Baseball field, youth soccer field, two tennis courts, basketball court, two play areas, public art, walking path, picnic area, restroom, fenced dog run, handball court and multipurpose bowl
Hopkins Creekside	12.4	Two open turf areas, benches and picnic tables
Johnson Park	2.5	Children's playground, basketball half court, picnic tables, sand volleyball pit and community garden
Kellogg Park	0.25	Adjacent to the Lawn Bowling Green
Lytton Plaza	0.2	Public art and fountain
Mayfield Park	1.1	Open turf area, picnic tables and benches
Mitchell Park	21.4	Youth soccer field, seven tennis courts, four play areas, public art, 0.25-mile walking and biking path, six picnic areas, restrooms, fenced dog run, water feature, handball courts, horseshoe pits, shuffleboard, petanque, multipurpose bowl, fieldhouse and snack facility
Monroe Park	0.55	Open turf area, children's playground, benches and a paved pathway
Peers Park	4.7	Open turf area, children's playground, two tennis courts, picnic tables, benches, basketball court, field house and restroom
Ramos Park	4.4	Open turf area, walking path, children's playground, picnic tables, basketball court, benches and multi-purpose bowl
Rinconada Park	19	Open turf areas, community swimming pool, picnic areas, nine tennis courts (six with lights), two shuffleboard courts, playground, paved walking paths, restroom, multi-purpose bowl, redwood grove and community garden
Robles Park	4.7	Open turf area, pathway, children's playground, multi-purpose bowl, benches, picnic tables with barbecues and a softball backstop
Scott Park	0.4	Open turf area, basketball court, children's playground, bocce court and benches
Seale Park	4.3	Open turf area, children's playground, multi-purpose bowl with basketball hoop, picnic tables and benches
Stanford-Palo Alto Playing Fields	5.9	Two regulation-size soccer/rugby fields, restrooms and snack facility
Terman Park	7.7	Open turf area, four tennis courts, one basketball court, two soccer fields, one softball field and walk/bike path

**TABLE C-1 PALO ALTO PARKS AND RECREATION FACILITIES**

<b>Park or Facility</b>	<b>Acres</b>	<b>Amenities</b>
Wallis Park	0.3	Benches and public art
Weisshaar Park	1.1	Open turf area, two tennis courts, benches and picnic tables
Werry Park	1.1	Open turf area, children's playground and picnic tables
Williams Park (Museum of American Heritage)	0.7	Benches, pathway and garden area
<b>Subtotal</b>	<b>174.1</b>	
<b>Cultural</b>		
Palo Alto Children's Theater	N/A	Offers over 170 performances a year by children for children
Palo Alto Art Center	N/A	Regional visual art center offers art classes and has exhibition program that focuses on recognizing the art of the San Francisco Bay Area
Palo Alto Junior Museum and Zoo	N/A	Children's science education center with year-round after-school science programs, interactive science exhibits and zoo featuring 50 exotic and native animals
Avenidas	N/A	Classes, lectures, trips, tours, and special events for people age 50 and over
<b>Recreation</b>		
Cubberley Community Center and Fields	N/A	Seventeen spaces available for rent, including for community meetings, social events, dances, theater performances, music rehearsals and athletic events. Community Theater provides year-round performances, operas, plays and musicals by the West Bay Opera, TheatreWorks and Palo Alto Players. Six tennis courts, two soccer fields, four softball fields and artificial turf field.
Municipal Golf Course	181	18-hole championship length course, lighted driving range, restaurant and practice putting green area
Lucie Stern Community Theatre	N/A	Rooms available for meetings, weddings, receptions and parties. 317-seat theater with modern technical facilities for dance performances, orchestra or music concerts, corporate or cultural presentations, film screenings, lectures and other presentations
Middlefield Ballpark	N/A	Palo Alto Little League and snack facility
Mitchell Park Community Center	N/A	Dedicated Teen Center, meeting rooms for retreats, events, meetings and classes
Rinconada Pool	N/A	Aquatic programs including lap swim, recreational swim, and swim lessons for every age and interest, dressing rooms and showers
Skateboard Park at Greer Park	N/A	Concrete bowl
<b>City Open Space/Conservation Lands</b>		
Baylands Preserve (including Byxbee Park)	1,986	Lucy Evans Baylands Nature Interpretive Center, wildlife observation platforms and benches, trails, duck pond, native plant nursery, Eco-Center and sailing station boardwalk
Esther Clark Preserve	22	Undeveloped nature reserve of grasslands and oaks
Foothills Park	1,408	Hiking trails, fishing and boating lake, camping facilities, Nature Interpretive Center and picnic area
Pearson-Arastradero Preserve	622	Trails, fishing, parking lot and Nature Center
<b>Subtotal</b>	<b>4,030</b>	
<b>TOTAL</b>	<b>4,393</b>	



facilities in Palo Alto, providing a brief description of amenities available at each location. Map C-1 shows the location of parks and recreational facilities. In addition, Palo Alto Unified School District (PAUSD) schools and Stanford University all have parks and recreational and cultural facilities in or adjacent to Palo Alto. The City and PAUSD have a long-standing cooperative agreement that provides community access to PAUSD playing fields at all elementary and middle schools when PAUSD does not need use of the fields. The cultural amenities offered in Palo Alto rival those offered in large cities and thus attract regional visitors with two museums, three theaters, a public art program, an artist studio program and a maker space.

Palo Alto's parks, community centers and cultural amenities are an important part of what makes the City a desirable place to live. The City is committed to the continued investment in and proactive stewardship of its infrastructure and public facilities, as resources are available and in consideration of the costly effects of delayed maintenance. An ongoing commitment to maintenance, rehabilitation and modernization of existing parks, community centers and cultural facilities, as well as stewardship of nature preserves, are important to ensure that community facilities remain relevant and accessible.

In October 2010, Palo Alto City Council appointed a 17-member Infrastructure Blue Ribbon Committee (IBRC) to look out 25 years and make recommendations on infrastructure needs, priorities, projects and associated funding mechanisms to address the existing infrastructure backlog as well as future needs. The IBRC Final Report entitled Palo Alto's Infrastructure: Catching Up, Keeping Up, and Moving Ahead, was presented to City Council in December 2011 and formed the basis of the City's current infrastructure plan.

Planning and construction of new parks and facilities will be guided by the principle of equal access, with respect to the location, design and availability of transportation options to reach them. New parks, plazas, community facilities and cultural amenities will help the City achieve the goal of "walkable" residential neighborhoods and sustain its position as a model for public service delivery. This Plan includes a policy to use the National Recreation and Park Association standards as guidelines for locating and developing new parks. Flexibility is essential, both in the initial layout of the space and in its on-going use. New facilities should be designed to allow for changing community needs and demographics, particularly as the populations ages. The City will also adapt existing parks and facilities to ensure their accessibility and



inclusivity to all persons, and will improve bicycle, pedestrian and transit provisions to reduce reliance on the automobile.

In addition, the City is committed to providing new facilities in areas that are underserved, and in areas where change is expected in the future. For example, access to shared open and recreational space will be an important amenity in locations where increased housing density is permitted. The principle of equal access and inclusivity for all members of the Palo Alto community is an integral part of this commitment. Equal access is based on the location of facilities, their design and the availability of transportation to reach them.

### LIBRARIES



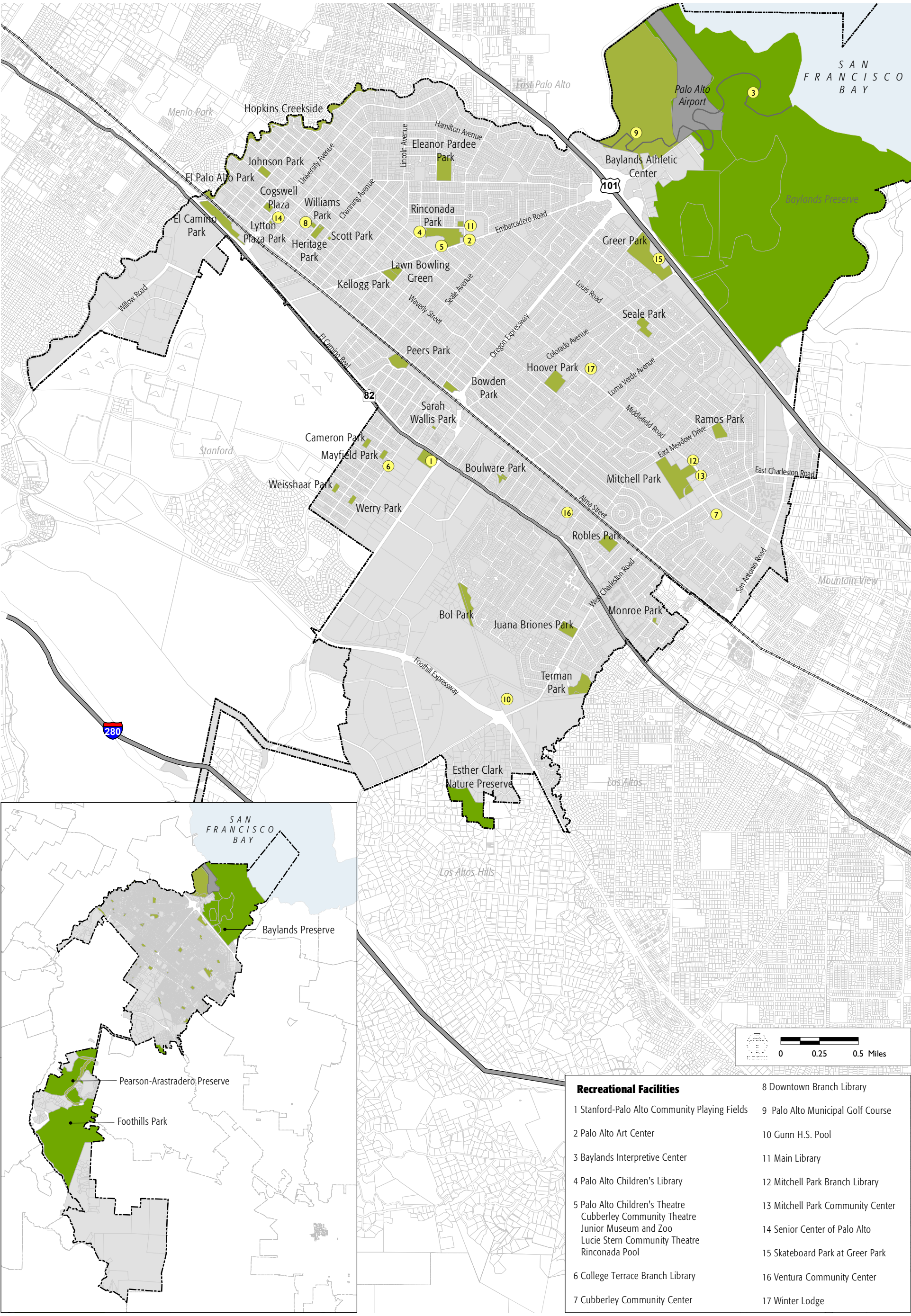
The Palo Alto City Library operates five branches that cater to the needs of a wide range of users, from preschool-aged children to teens, adults and senior citizens. Collections include adult and children's books, reference material, periodicals, local community archives and electronic material. Branches offer lending materials and a host of additional services, including free Wi-Fi, public internet computers and laptops for loan and meeting rooms. Programs include story times, teen programs, author introductions and non-profit shared events. Table C-2 shows the locations of the branches and a description of the facilities and services they provide.

The Palo Alto City Library has embraced technology to enhance the delivery of services to the community. The Library website functions as a virtual branch, offering online reference materials, e-books, audio books, films, music, online training and practice tests and more. All branches offer well-used self-service check out kiosks.

All five library branches were renovated between 2007 and 2015. The Mitchell Park Library, completed in 2014, is now the largest branch, with state-of-the-art equipment and a collection of over 140,000 items, including books in several languages. Major renovations on the Main Library were also completed in 2014, and the branch re-opened with a new name—Rinconada Library. The Library now houses a new program and group study rooms. The City also completed extensive renovations of the Downtown Branch in 2011 and a seismic retrofit and upgrade of the College Terrace Branch in 2009, as well as a major expansion of the Children's Library.



PALO ALTO COMPREHENSIVE PLAN  
COMMUNITY SERVICES & FACILITIES ELEMENT



Source: Palo Alto Unified School District, 2012; PlaceWorks, 2015.

*This page left blank to allow the map to be printed at 11x17*



TABLE C-2 PALO ALTO LIBRARIES						
Library Name	Location	Square Footage	Facilities	Services	Year Constructed	Year Renovated
Mitchell Park Branch	3700 Middlefield Road	41,000	Conference room, training room, five meeting/study rooms, kiosks, public internet terminals, reference materials, periodicals, electronic media and Books-on-CD	Wireless internet access, laptops for loan	1958	2014
Rinconada Library	1213 Newell Road	30,313	Conference room, two meeting/study rooms, public internet terminals, archives, historic collections and research	Wireless internet access, laptops for loan	1958	2015
Downtown Branch	270 Forest Avenue	8,774	Children reading space, conference room, meeting rooms, periodicals and electronic media	Wireless internet access, laptops for loan	1971	2011
Children's Library	1276 Harriet Street	6,043	Public internet access, public reading space, Internet stations, media collections, children's magazines and preschool computer	Wireless internet access, laptops for loan	1940	2007
College Terrace Branch	2300 Wellesley Avenue	2,392	Remote access and delivery, public Internet access, public reading space and DVD collection	Young children story time, wireless access, laptops for loan	1936	2009
Library E-Branch	Online	N/A	Remote access and delivery	N/A		

The City Library receives funding from the general fund and fees, supplemented through the fundraising activities of Friends of the Palo Alto Public Library (FOPAL), a member-supported non-profit organization, primarily through book sales. The renovations of the City Libraries were funded from a \$76 million general obligation bond, as well as the Palo Alto Library Foundation, which ceased operations on June 30, 2015.

## ART AND CULTURE

The rich cultural offering in Palo Alto contributes to the high quality of life in the community. Collectively, public, private and non-profit groups provide a diverse and expansive arts and cultural experience, with venues for an array of activities that cater to children, adults, seniors and families. City-operated venues, including the Palo Alto Art Center and the Lucie Stern and Cubberley Community Centers, host exhibitions, music and dance classes, concerts, school performances and theater productions, as well as classes and educational programming for people of all ages. Through the Cubberley Artist Studio Program (CASP), the City sponsors affordable studio space

for artists, and the Junior Museum and Zoo offers science and nature programming. The City also supports a Public Art Program and a Public Art Commission.



## HUMAN SERVICES

The Palo Alto Office of Human Services oversees a grant program which provides financial support for a safety net of services to the community, working to enhance the quality of life in Palo Alto through the delivery of services for children, youth, teens, seniors, people with disabilities and the unhoused. Additionally, the City's Human Relations Commission (HRC) acts on behalf of any person or group that does not benefit fully from a public or private resource in the community.

According to the State Department of Finance, between 2015 and 2030, the proportion of seniors in Santa Clara County is projected to grow significantly and the percentage of Palo Altans under the age of 18 will grow slightly. In recognition of this trend, it is essential to develop long-term and short-term strategies to deliver the comprehensive package of services needed by these groups. At the same time, human services for all groups are constrained by limited resources. Coordination among the many agencies and organizations serving these populations is therefore critical to stretch these resources as far as possible.

### SERVICES FOR CHILDREN

The Office of Human Services contracts for after-school care at each of Palo Alto's 12 elementary schools. The City of Palo Alto maintains a register of licensed child care facilities in the city that serves as a resource for residents. The City also provides child care subsidy assistance for income-eligible residents administered through Palo Alto Community Child Care (PACCC), a private group that operates several center-based facilities in Palo Alto. This subsidy can be used at PACCC-run facilities or at other child care centers. The City has an Early Care and Education Committee that advises the City Manager on child care issues. Additionally, the Office of Human Services acts as a clearinghouse of information on how to open a child care facility in Palo Alto.

### YOUTH AND TEEN SERVICES

The Community Services Department offers a wide range of services, programs and facilities for youth and teens through the Recreation Division, and partners with schools and community organizations to provide access to a broader range of educational and recreational activities available in Palo Alto. Expanding access to programs and services that meet the diverse range of interests and vocations among

youth and teens is essential for their healthy development – a priority the City seeks to foster through a culture of peer-to-peer support and Developmental Asset building. The City supports teen leadership groups such as the Teen Arts Council, Recreation Teen Advisory Board and Palo Alto Youth Council, and operates an afterschool teen center program at Mitchell Park Community Center called The Drop. The City also supports programs for youth and teens that address developmental disabilities and teen mental health by partnering with nonprofit and government agencies that implement community-based mental health support, including education, suicide prevention and intervention strategies.

Extensive research at the Search Institute in Minnesota has led to identification of 41 Developmental Assets that promote positive behaviors and attitudes in youth, while at the same time protect them from taking part in at-risk behaviors. The Developmental Assets are highly correlated with thriving youth.

#### SUPPORT

- Family Support
- Positive Family Communication
- Other Adult Relationships
- Caring Neighborhood
- Caring School Climate
- Parent Involvement in Schooling

#### EMPOWERMENT

- Community Values Youth
- Youth as Resources
- Service to Others
- Safety

#### BOUNDARIES AND EXPECTATIONS

- Family Boundaries
- School Boundaries
- Neighborhood Boundaries
- Adult Role Models
- Positive Peer Influence
- High Expectations

#### CONSTRUCTIVE USE OF TIME

- Creative Activities
- Youth Programs
- Religious Community
- Time at Home

#### COMMITMENT TO LEARNING

- Achievement Motivation
- School Engagement
- Homework
- Bonding to School
- Reading for Pleasure

#### POSITIVE VALUES

- Caring
- Equality and Social Justice
- Integrity
- Honesty
- Responsibility
- Healthy Lifestyle, or Restraint

SOCIAL COMPETENCIES

- Planning and Decision Making
- Interpersonal Competence
- Cultural Competence
- Resistance Skills
- Peaceful Conflict Resolution

POSITIVE IDENTITY

- Personal Power
- Self-Esteem
- Sense of Purpose
- Positive View of Personal Future
- Positive Cultural Identity\*

\* Project Cornerstone established this asset for Silicon Valley as a result of local community input.

For more information, visit [www.projectcornerstone.org](http://www.projectcornerstone.org).

SENIOR SERVICES

According to the State Department of Finance, Palo Alto has, and is projected to continue to have a higher percentage of persons over 60 years of age than almost any other city in Santa Clara County, and therefore has a greater demand for senior services than neighboring communities. The City's Community Services Department offers an array of services in coordination with community service providers, including Avenidas, a nonprofit organization that offers a comprehensive range of services for the independent living, education and enrichment of people ages 50 and over. Avenidas' Palo Alto facility provides a central location for the delivery of these services, as well as a focal point of social activity for seniors. The City also encourages social activities that engage the senior population at its existing community facilities, including parks.

SERVICES FOR PEOPLE WITH DIFFERENT ABILITIES

The City of Palo Alto supports services for persons with physical, cognitive and developmental disabilities through the Human Relations Commission and City Departments, including Community Services. The City also helps connect people with disabilities to specialized service providers located in the community. Additional activities for disabled persons supported by the City's Office of Human Services include The Omega Club, and activity club for special needs adults ages 21 and over, and Summer's Excellent Adventures Camp, a summer camp for special needs children ages 5 to 13 years old.

The City's Americans with Disabilities Act (ADA) coordinator is the Chief Building Official in the Department of Development Services. The primary challenge for the



City in the area of providing services to disabled persons is the implementation of the Compliance Plan required by the ADA. This plan identifies all of the public access projects necessary for the City to comply with the ADA.

### SERVICES FOR THE UNHOUSED/HOMELESS

Despite significant efforts on the part of public agencies and non-profit organizations, homelessness remains a continuing problem in all parts of Silicon Valley. Each year, thousands of residents experience an episode of homelessness, including families with children, adults employed in lower wage jobs, developmentally disabled people, youth, teens, victims of domestic violence and veterans. Many others are chronically homeless. The transient nature of the homelessness makes tracking the unhoused population difficult; however, as many communities in Santa Clara and San Mateo Counties share boundaries, the issue of homelessness is best approached on a regional basis in coordination with other local jurisdictions and non-profit organizations.

In Palo Alto, services to the unhoused community are provided primarily by non-profit groups. LifeMoves operates the Palo Alto Opportunity Service Center, providing supportive services, counseling, job labor referral, transportation vouchers and shower passes to unhoused people. The Center operates the "Hotel de Zink" emergency shelter out of twelve local congregations, using a different location each month of the year, as well as a nightly meal program at local congregations. Downtown Streets Team provides a comprehensive work experience program and also coordinates the provision of groceries for needy individuals through the Food Closet located at All Saints Episcopal Church in downtown Palo Alto. Also, Peninsula HealthCare Connection offers physical and mental health services out of the Opportunity Services Center.

The City of Palo Alto works to address homelessness by supporting the provision of services and shelters in the community. The City administers Community Development Block Grant funding from the U.S. Department of Housing and Urban Services, and has financed the development of different homeless facilities that serve the local unhoused population.

### COMMUNITY PARTNERSHIPS

Delivering high quality City services with finite fiscal resources requires efficiency and coordination, along with recognition of changing community needs. Demand for services like child and senior care, education and recreation continue to grow and

change. Technology has revolutionized the way many services are provided, but has also added a new level of complexity.

At the same time, the service delivery system itself has changed. Services that were once exclusively provided by the City may now be provided by another public entity or by a nonprofit agency or private company. The result of this trend has been a growing emphasis on partnership and coordination. The only way to achieve maximum efficiency in City service delivery is to collaborate with other jurisdictions, avoid duplication of efforts, build coalitions with the PAUSD and enlist the assistance of businesses and volunteers to supplement City resources.

The City is able to provide a multitude of community services because of strong partnerships with more than 50 local service organizations and nonprofits, and the support of active nonprofit arms including the Palo Alto Art Center Foundation, Friends of the Junior Museum and Zoo, Friends of the Palo Alto Children's Theatre, Friends of the Parks and the Palo Alto Recreation Foundation.

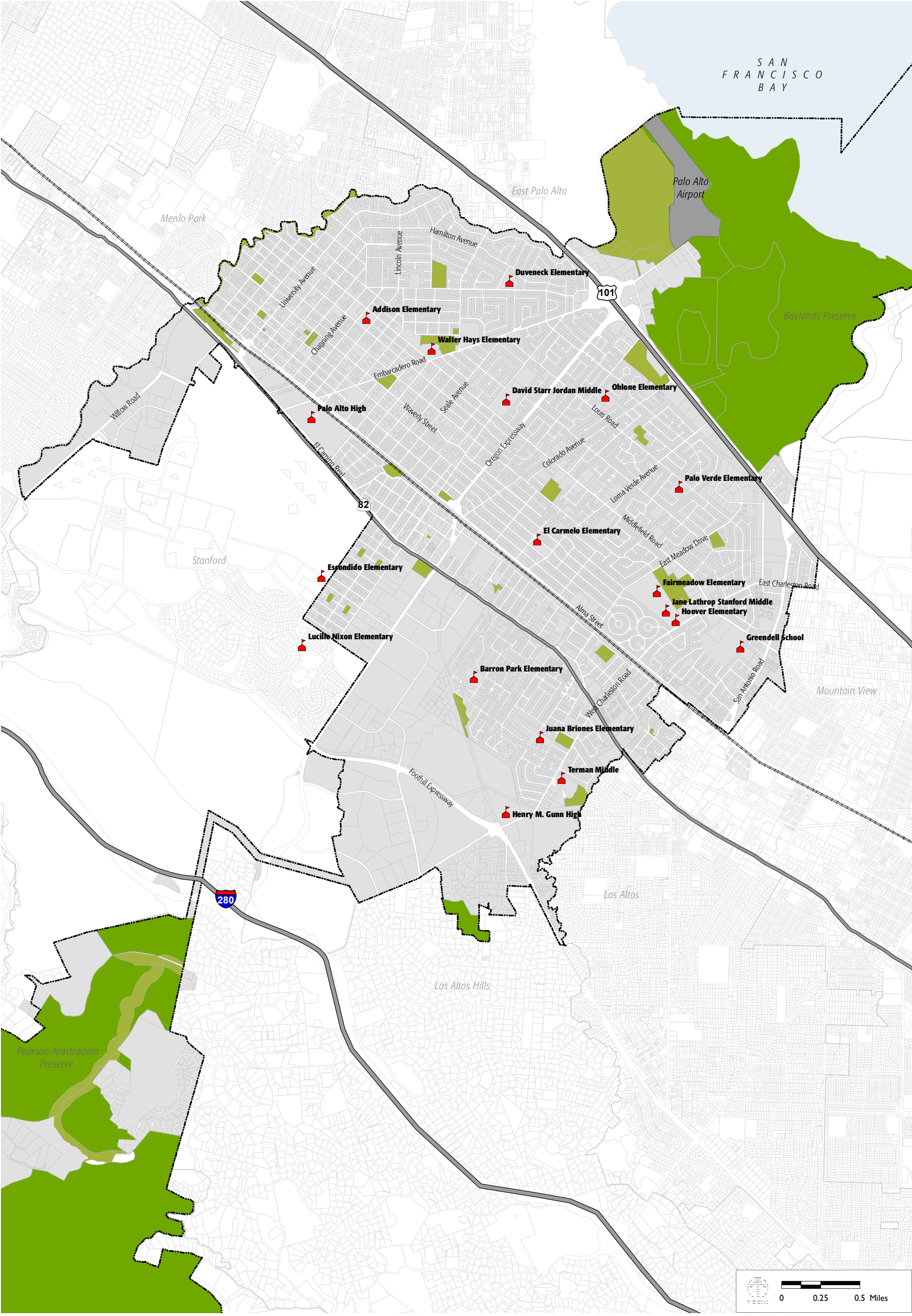
## SCHOOLS

Public schools in Palo Alto are run by PAUSD, an independent special-purpose local government institution separate from the City of Palo Alto. PAUSD serves students from the City of Palo Alto, portions of Los Altos Hills and Portola Valley and the Stanford University campus. Residents of the Monroe Park neighborhood of Palo Alto attend schools in Los Altos. PAUSD operates twelve elementary schools (grades K-5), three middle schools (grades 6-8) and two high schools (grades 9-12). These schools are shown on Map C-2. Additionally, PAUSD serves special populations through a pre-school, Young Fives program, Adult School and the Hospital School at Stanford's Lucille Packard Children's Hospital.

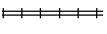
The City provides a wide range of programs and services to PAUSD, including support for the Middle School Athletics program and leadership to the Project Safety Net collaborative and associated initiatives. Services for youth programs include support for approximately 100 school-based theater performances, dance classes in grades K-1 and science classes for grades K-5. Services for teen programs include leadership to the Teen Arts Council, maintenance of Mitchell Park Teen Center and facility space to support the MakeX program at Cubberley Community Center. Services for cultural programs include facility space to support Project Look and Cultural Kaleidoscope at the Palo Alto Art Center.







Source: Palo Alto Unified School District, 2012; PlaceWorks, 2015.

 Railroads

 Schools

 City Limit

 Parks

 Open Space\Public Conservation Land

*This page left blank to allow the map to be printed at 11x17*



In addition, the City and PAUSD rely on many partnerships, from the City/School Liaison Committee to the Early Care and Education Committee, to foster and maintain high levels of information-sharing and coordination on key issues. These relationships form the basis of many policies and programs in this element.

## HEALTH AND WELL-BEING

The City supports the health and well-being of its residents, workers and visitors and its commitment is embodied in the Healthy Cities, Healthy Community resolution adopted by the City Council on December 14, 2015. The resolution identifies four topic areas where the City's commitment to health and well-being can be applied: community culture, design and construction of the built environment, food access and the workplace. In cooperation with the community, public and private entities, the City may undertake a range of actions to advance its commitment to health and wellness. For example, the Community Services Department provides recreational activities, supports healthy eating by promoting farmers markets and healthy grocery stores and fosters well-being through art, music and social events. The City's employee wellness program offers efficient service delivery by reducing health care costs and fostering a creative work environment. In addition, the City collaborates with community organizations to ensure that social services remain affordable for all community members. Supporting active participation in civic life is also important so that Palo Alto continues to be a leading example of open government dedicated to the physical and mental health and well-being of the public. The Healthy Cities, Healthy Community Resolution is:



### HEALTHY CITIES, HEALTHY COMMUNITY RESOLUTION

#### SECTION 1. HEALTHY CULTURE

The City of Palo Alto in cooperation with the community is committed to building and strengthening a healthy community culture, and will strive to:

1. Encourage engagement and connection that support a welcoming environment and focus on inclusivity and kindness;
2. Support creativity through visual, performing, and digital arts;
3. Support access to museums, galleries, and musical events;
4. Create opportunities for healthy aging and aging in place;
5. Improve access and awareness to mental health support and education;

6. Seek solutions and promote awareness and compassion for the unhoused;
7. Support and improve the lives for people with different abilities, children and seniors;
8. Promote the connection between health and happiness;
9. Support an environment that recognizes the need for all populations to have access to healthy lifestyles and adopt strategies to remedy inequities;
10. Promote and provide opportunities for social interaction;
11. Support youth development through a connection to the arts, educational opportunities and recreational programs, and through service.

## SECTION 2. HEALTHY ENVIRONMENT

The City of Palo Alto is dedicated to the design and construction of parks, neighborhoods, streets and business areas that and will strive to:

1. Include Comprehensive Plan and zoning ordinances that increase opportunities for walking, biking and other forms of physical activity;
2. Enact laws and regulations that preserve clean air and water;
3. Fund capital improvement projects that increase opportunities for health and wellbeing;
4. Support, protect and connect us to our natural environment and cultural resources;
5. Enhance walking and biking connectivity between residential neighborhoods and schools, parks, recreational resources and retail and improve multi-modal transit;
6. Increase community access to indoor and outdoor public facilities through joint use agreements with schools and other partners;
7. Incorporate people-friendly design into buildings and spaces such as human scale, tree-shaded pedestrian passageways, gathering places, that demonstrate favorable impacts on resident and employee health and quality of life;
8. Examine racial, ethnic, socio-economic, and geographic disparities in access to healthy foods, physical activity facilities, tree canopy cover and resources, and pursue alternative strategies to remedy these inequities.

### SECTION 3. HEALTHY FOOD ACCESS

The City of Palo Alto in cooperation with public and private entities is committed to healthy food access, and will strive to:

1. Support affordable grocery stores and promote community participation in community gardens and farmers markets to increase access to healthy food, including fresh fruits and vegetables;
2. Seek opportunities for increased access to healthy foods, including prioritizing support for affordable healthy food retail;
3. Include health and wellbeing goals and policies related to access to healthy food in the Comprehensive Plan update.

### Section 4. Healthy Workplace

In order to promote wellness within the City of Palo Alto, and to set an example for other employers, City of Palo Alto pledges to adopt and implement an employee wellness policy that will strive to:

1. Offer employee health incentives for healthy eating and physical activity;
2. Encourage walking to meetings and use of stairways;
3. Support emotional and mental wellbeing;
4. Provide healthy food and beverage options in vending machines located in City-owned or leased locations, and for food offered at City events, City-sponsored meetings, served at City facilities and City concessions, and City programs;
5. Review and improve ethics standards; and adopt policies that support diversity, promote safe, positive, inclusive, welcoming work environments that invite creativity;
6. Establish Palo Alto as a leading example of open government dedicated to the health and well-being of the public.

## GOALS, POLICIES AND PROGRAMS

### EFFICIENT AND EFFECTIVE SERVICE DELIVERY

#### GOAL C-1 Deliver community services effectively and efficiently.

##### BROAD PARTICIPATION

**POLICY C-1.1** Support broader participation by informing and engaging residents and businesses, including new arrivals in Palo Alto, of opportunities to become involved in civic life, including volunteering.

**PROGRAM C1.1.1** Based on identified needs, continue to provide and expand the provision of multilingual literature, program information and educational displays at public community facilities and parks.

**PROGRAM C1.1.2** Establish a cross-cultural outreach program to engage residents of all ages, cultural, social and linguistic backgrounds in educational, recreational and cultural activities offered throughout the City of Palo Alto.

**POLICY C-1.2** Promote public participation in civic life and neighborhood associations, and promote the suite of community services and facilities available to local residents and businesses in Palo Alto.

**PROGRAM C1.2.1** Periodically review public information, outreach and community relations activities to evaluate effectiveness.

**PROGRAM C1.2.2** Explore a City solution to help residents and others to resolve questions and concerns and navigate the City's community services and facilities.

**PROGRAM C1.2.3** Identify barriers to participation in City programming and facilities across gender, age, socioeconomic and ethnic groups and sexual identity and orientation, as well as mental and physical abilities, and adopt strategies to remove barriers to participation.

**PROGRAM C1.2.4** Based on identified needs, expand program offerings to underserved groups.

**POLICY C-1.3** Streamline and improve delivery and provision of services and to meet the changing needs of our population.

**PROGRAM C1.3.1** Develop and implement a plan to collect and analyze data on demographics, use of community service facilities and needs of the community as related to parks, open spaces, recreation, arts and culture.

**POLICY C-1.4** Promote City parks, open spaces, recreational facilities, libraries, classes and cultural activities for community members recognizing that these facilities and services build and strengthen community.



## PARTNERSHIPS

**POLICY C-1.5** Work with Stanford University and other educational institutions, private, nonprofit, faith-based, public community service organizations and neighborhood associations, with the goal of enhancing the quality of life for Palo Alto's student and residential communities. Increase opportunities for shared use among groups in the community at different times through public private partnerships and by developing programs, facilities and community services that ensure safe, non-discriminatory access to community services.

**POLICY C-1.6** Welcome and encourage business participation in the provision of community services.

**PROGRAM C1.6.1** Establish a program to facilitate continuing corporate support for community services through contributions of funds, time, materials and expertise.

**POLICY C-1.7** Partner with property owners to encourage, facilitate and promote public access to public benefit spaces, privately owned open spaces and facilities for community meetings and events.

## ACCESS

**POLICY C-1.8** Ensure that public facilities comply or exceed Americans with Disabilities Act (ADA) requirements.

**POLICY C-1.9** Facilitate access to schools, parks and community facilities by a variety of transportation modes.

**POLICY C-1.10** Provide services for seniors at convenient locations that are accessible to public transit, parking and pedestrian and bicycle travel.

**POLICY C-1.11** Increase access to educational, recreational and cultural services by continuing to provide financial assistance programs for residents with low incomes and/or disabilities.

## SCHOOLS

**POLICY C-1.12** Maintain an effective, collaborative relationship with the PAUSD to optimize the use of school services and facilities for public benefit, particularly for children, youth, teens, seniors and people with disabilities.

**PROGRAM C1.12.1** In cooperation with public and private businesses, nonprofit organizations and PAUSD, develop a service program that will coordinate the efforts of agencies providing services to families and youth in Palo Alto.

**POLICY C-1.13** Optimize use of the City/School Liaison Committee to promote collaboration between the City and PAUSD, initiatives and other areas of mutual interest.

**PROGRAM C1.13.1** Determine the potential for City shared use of PAUSD facilities for weekend, summer and evening use for community uses such as child care, libraries, recreational facilities,

community meeting space, education, language education, health care, culture and computer resources.

**POLICY C-1.14** Actively work with the PAUSD and private, nonprofit, faith-based and public community service organizations to define roles, avoid duplication, and to coordinate the delivery of services like child care, language education and recreation.

**POLICY C-1.15** Continue strong support for and coordinate delivery of childcare services, addressing the needs of infants, toddlers and pre-kindergarten, as well as school-aged children.

**PROGRAM C1.15.1** Support and promote the provision of comprehensive child care services in Palo Alto by public and private providers, including employers.

**PROGRAM C1.15.2** Utilize the Early Care and Education Committee to develop and update the Child Care Master Plan, and to connect providers and professionals working with families with young children, explore challenges and opportunities to programs and services for young children, and support early education programs in the community in their efforts to enhance quality.

**PROGRAM C1.15.3** Collaborate with Palo Alto Community Child Care (PACCC) to identify, develop and promote high quality early learning environments to serve all families in our community.

**PROGRAM C1.15.4** Explore opportunities to provide access to childcare for families of City employees.

#### CHILDREN, YOUTH AND TEENS

**POLICY C-1.16** Provide arts, science and recreational activities that foster healthy children, youth and teen development.

**PROGRAM C1.16.1** Identify funding sources for expanded outreach and increased involvement to support youth and teen leadership programs and events.



**PROGRAM C1.16.2** Leverage available funding to pursue support of teen mental, physical, social and emotional health programs.

**POLICY C-1.17**

Periodically assess, including through surveys, the requirements for after-school, evening and weekend programs that provide a safe place to play and learn for children, youth and teens.

**PROGRAM C1.17.1** Optimize participation in such programs by increasing the number of locations where the programs are provided and by supporting transportation options to these locations.

**PROGRAM C1.17.2** Develop programs and activities for teens that strengthen leadership skills, encourage a culture of community service, inclusiveness, tolerance and acceptance of others.

**PROGRAM C1.17.3** Promote a diverse range of interests and vocations among programs offered to children, youth and teens.

SENIORS

**POLICY C-1.18**

Support existing senior programs and seek opportunities to expand programs, including programs promoting health, life-long learning, recreation, arts and cultural experiences designed for seniors at all public community facilities and parks.

**PROGRAM C1.18.1** Develop a program to engage the talents and skills that seniors possess that would provide volunteer opportunities throughout the City.

**PROGRAM C1.18.2** Support, promote and publicize the provision of comprehensive senior services in coordination with senior service providers. Comprehensive services include addressing senior nutrition, mental health and transportation.



**PROGRAM C1.18.3** Establish a support program for caregivers of seniors and people with disabilities by partnering with private, nonprofit, faith-based and public community service organizations.

**POLICY C-1.19**

Support institutions and initiatives that promote healthy aging, both at home and in care centers.

## SPECIAL NEEDS

**POLICY C-1.20** Leverage available funding to support the development of, and improved access to, programs that address all types of developmental disabilities, including physical, sensory, cognitive or social/emotional needs.

**PROGRAM C1.20.1** Partner with agencies for support and improved access so that all can participate as appropriate in Palo Alto recreational programs.

**POLICY C-1.21** Support provision, funding or promotion of services for persons with disabilities through the Human Relations Commission, the Parks and Recreation Division, the Arts and Sciences Division and other City departments.

**POLICY C-1.22** Support and promote County, City, State and nonprofit services addressing the needs of the low-income and unhoused community especially in the areas of permanent supportive housing and temporary housing which addresses food, clothing, health care, mental health and transportation needs.

**PROGRAM C1.22.1** Increase awareness about caring and compassion for the unhoused and those who suffer from mental and/or physical conditions through educational programming in partnership with community and business organizations throughout the region.

**PROGRAM C1.22.2** Work with Santa Clara and San Mateo Counties, the State of California, the federal government, nonprofit agencies, business and other organizations to define roles and responsibilities in the comprehensive provision of permanent supportive housing and temporary shelter, food, clothing and transportation for those in need.

## SERVICE TO THE PUBLIC

**GOAL C-2** Demonstrate a commitment to excellence and high quality service to the public among City of Palo Alto officials and employees.

**POLICY C-2.1** Develop and train highly motivated, professional and engaged staff and participatory volunteers who are valued for their integrity, commitment and contributions towards the City and community. Encourage innovation and responsible risk taking.

**POLICY C-2.2** Strive for continuous improvement in the delivery of City services in a manner that creates and reinforces positive relationships among City employees, residents, businesses and other stakeholders. Treat all with care, respect and dignity, emphasizing mutual responsibility.

**PROGRAM C2.2.1** Establish performance review criteria for City employees that consider the quality of service provided.

**PROGRAM C2.2.2** Periodically perform evaluations of City service delivery and develop strategies for continuous improvement. Use metrics and make information publicly available.



## MAINTENANCE OF PARKS AND COMMUNITY FACILITIES

**GOAL C-3** Recognize the intrinsic value and everyday importance of our parks and community centers, libraries, civic buildings and cultural assets by investing in their maintenance and improvement.

**POLICY C-3.1** Maintain existing community facilities in public ownership to prevent potential shortages in the future.

**POLICY C-3.2** Reinvest in aging facilities to improve their usefulness and appearance. Avoid deferred maintenance of City infrastructure.

**PROGRAM C3.2.1** Develop a proactive Asset Management Program for infrastructure requirements and costs.

**POLICY C-3.3** Maintain and enhance existing park and recreation facilities consistent with the adopted Parks, Trails, Open Space and Recreation Master Plan, as amended, which is incorporated here by reference.

**PROGRAM C3.3.1** Periodically evaluate how parks and recreational facilities are being used and develop strategies for improving their use overall.

**PROGRAM C3.3.2** Study and recommend methods of private and public financing for improved park maintenance, rehabilitation and construction of facilities, including those used for arts and culture.

**PROGRAM C3.3.3** Estimate the costs of retrofitting all park facilities with water efficient appliances, fixtures and irrigation systems and develop an implementation schedule to phase-in use of non-potable water conservations measures where and when feasible.

**PROGRAM C3.3.4** Periodically assess the need to adjust parkland dedication or fees in lieu thereof to ensure they remain proportional to real estate values in Palo Alto.

**POLICY C-3.4** Utilize the Public Art Master Plan, as amended, as a guide for the continued maintenance and preservation of the Public Art Collection.

**POLICY C-3.5** Preserve El Camino Park as a recreational resource for the community.

## PLANNING FOR PARKS AND COMMUNITY FACILITIES

**GOAL C-4** Plan for a future in which our parks, open spaces, libraries, public art and community facilities thrive and adapt to the growth and change of Palo Alto.

**POLICY C-4.1** Develop new community facilities as needed to meet the evolving needs of residents and employees of Palo Alto, including the need for amenities for seniors within existing parks. Use the Parks, Trails, Open Space and

Recreation Master Plan and Urban Forest Master Plan, which are incorporated by reference, to guide development of new facilities.

**PROGRAM C4.1.1** Explore opportunities to dedicate City-owned land as parkland to protect and preserve its community-serving purpose into the future.

**PROGRAM C4.1.2** Encourage dedication of new land for parks through regulations and incentives for new development and programs to solicit bequests of land within the city.

**PROGRAM C4.1.3** Pursue opportunities to create linear parks over the Caltrain tracks in the event the tracks are moved below grade.

**PROGRAM C4.1.4** Explore ways to dedicate a portion of in-lieu fees towards acquisition of parkland, not just improvements.

**POLICY C-4.2** Strategically locate new public facilities and parks to serve all residents in the City.

**POLICY C-4.3** Prioritize potential park sites when preparing coordinated area plans.

**POLICY C-4.4** Design and construct new community facilities to have flexible functionality to ensure adaptability to the changing needs of the community.

**POLICY C-4.5** Expand the space available in the community for art exhibits, classes and other cultural activities, studios and galleries and other activities made possible by technical innovation, while maintaining and enhancing natural areas.

**PROGRAM C4.5.1** Use Cubberley Community Center as a critical and vital part of the City's service delivery system while also planning for its future.



**POLICY C-4.6** Use the National Recreation and Park Association Standards as guidelines for locating and developing new parks. These guidelines are as follows:

- Neighborhood parks should be at least two (2) acres in size, although sites as small as ½-acre may be needed as supplementary facilities. The maximum service area radius should be ½-mile. Two acres of neighborhood park land should be provided for each 1,000 people.
- District parks should be at least five (5) acres in size. The maximum service area radius should be one (1) mile. Two acres of district park land should be provided for each 1,000 people.

- A park should be provided within walking distance of all residential neighborhoods and employment areas. The National Recreation and Park Association defines walking distance as ½-mile.

## COMMUNITY HEALTH AND WELL-BEING

**GOAL C-5** Sustain the health, well-being, recreation and safety of residents and visitors and improve the quality, quantity and affordability of social services for all community members, including children, youth, teens, seniors, the unhoused and people with disabilities.

**POLICY C-5.1** Demonstrate an ongoing commitment to the health and well-being of the public.

**PROGRAM C5.1.1** Allocate resources to create and support initiatives to increase the health and well-being of the public.

**PROGRAM C5.1.2** Establish a community-sourced online clearinghouse of information and activities related to health promotion in the community.



**POLICY C-5.2** Promote access to programs that enhance and increase the physical and mental health, well-being, recreation, safety and cultural opportunities of all residents and visitors.

**POLICY C-5.3** Celebrate diversity in Palo Alto.

**POLICY C-5.4** Foster a culture of peer-to-peer support and community connections through existing and new programs that promote and encourage the building of Developmental Assets among teens within the community.

**POLICY C-5.5** Encourage the continuation and development of mental health programs that center on education, depression, isolation, stress, suicide prevention and intervention strategies.

**POLICY C-5.6** Promote health and well-being for residents, workers and visitors in Palo Alto.

**PROGRAM C5.6.1** Incorporate health and well-being topics, including arts and culture, into existing events and programs at City-owned park and recreation facilities.

**PROGRAM C5.6.2** Work with schools and community organizations to provide programs that educate residents, workers and visitors on health and well-being topics.

**POLICY C-5.7** Implement the Healthy Cities Healthy Community Resolution that supports healthy social, cultural and physical environments that promote and support well-being and creative expression for ourselves, our families and our community.

**POLICY C-5.8** Ensure that City-owned and leased indoor and outdoor facilities, including parks, provide a variety of functions that meet the physical activity, health and well-being needs of all residents.

**POLICY C-5.9** Increase opportunities for access to healthy food, including fresh fruits and vegetables at City-owned or leased spaces and facilities.

**PROGRAM C5.9.1** Identify existing and potential indoor and outdoor locations for community gardens and farmers markets at City-owned or leased facilities and spaces.



# BUSINESS AND ECONOMICS

**VISION:** *Palo Alto's business environment will be dynamic and vital. Businesses will have access to a wide array of support services and will enjoy positive relationships with Palo Alto residents, officials and City staff. The diverse character of Palo Alto will remain, so that the City's livable neighborhoods are protected and enhanced, while its business districts remain competitive and attractive. The local economy will thrive, a diverse array of goods and services will be provided to Palo Alto consumers, and the City's historic, mutually beneficial relationship with Stanford University supported. Most development will occur within Palo Alto's business employment districts and will be consistent with the role and character designated for those districts by this Plan.*

## INTRODUCTION

The Business and Economics Element addresses economic development policy issues. It is not a State-required Comprehensive Plan element. Instead, it is an optional element, but its contents are equally important to those in the mandatory elements. This Element, informed by local economic conditions and forecasts, focuses on the role of local businesses in the community and provides mechanisms for the City to support innovation, entrepreneurship and local-serving retail and professional services. Its goals emphasize a thriving economy, compatibility and interdependence with residential neighborhoods, fiscal health, a culture of innovation and business diversity, flexibility and predictability in City regulations, as well as attractive, vibrant business centers and business employment districts. Implementation of this Element will take place over time and will utilize available planning and regulatory tools, such as the Zoning

7



Ordinance, Coordinated Area Plans and design review and ongoing outreach by the City to businesses.

Land use topics relevant to the design of retail centers (Goal B-5) and business employment districts (Goal B-6) are discussed in the Land Use and Community Design Element. Transportation-related topics, such as employee commutes, the impact of commute-related congestion on residents and adequate parking, are addressed in the Transportation Element.

## ECONOMIC CONTEXT

### EMPLOYMENT

Since 2010, in the aftermath of the Great Recession, the Silicon Valley region has experienced nearly a 20 percent increase in the number of jobs. During the same period of time, the unemployment rate has decreased to record lows. These trends are consistent with broader employment trends in both California and the Bay Area.

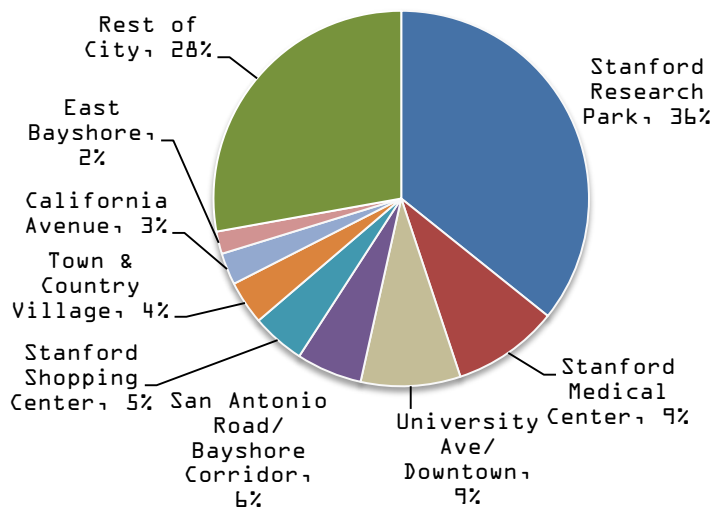
The City is recognized as a hub of innovation and entrepreneurship, with employers concentrated in the education, medical, software, technology, biotechnology, financial, professional, and government services industries. Major employers in Palo Alto include Stanford University, Stanford Health Care, Lucile Packard Children's Hospital, the Department of Veteran's Affairs, VMware, SAP, Space Systems/Loral, Hewlett-Packard and the Palo Alto Medical Foundation. Each of these companies, institutions or agencies employs more than 2,000 persons. The top three employers, who are all affiliated with Stanford University, also include employees who work just outside of the city limits, in the part of unincorporated Santa Clara County that is within Palo Alto's sphere of influence (SOI).

As shown in Figure B-1, jobs are located throughout Palo Alto, primarily in the four Business Employment Districts, two Regional Centers, and three Multi-Neighborhood Centers identified in the Land Use and Community Design Element. The pie chart is based on approximately 95,000 jobs within the City limits. Stanford Research Park contains the largest concentration employees—36

percent—while the University Avenue/ Downtown Area and Stanford University Medical Center are other important employment areas, each hosting nine percent of the City's employees. However, over a quarter of workers are dispersed outside of the Employment Districts and Centers.

Successful businesses and employers are an integral part of a thriving, complete community. Local businesses offer many positives, including offering goods and

**Figure B-1: City Employment Distribution**



Source: Association of Bay Area Governments and City of Palo Alto, 2016.

services to residents and providing revenues that support the high quality of Palo Alto's services. However, Palo Alto has an unusually high concentration of jobs, with approximately three times as many jobs (over 100,000) as employed residents (about 36,000). This indicates an exceptionally strong local economy, but it has also brought negative side effects over the past decade. Due to the high number of jobs relative to a low number of employed residents, many workers must commute to Palo Alto, resulting in traffic congestion, air pollution and parking constraints. The understandable desire of workers to live close to their jobs has driven up the price of housing dramatically. The resulting high cost of living prevents restaurants, hotels and others in the service industry from finding sufficient employees. Similarly, commercial rents have risen precipitously in response to the demand for a Palo Alto address, driving a conversion of retail spaces to office uses and pricing out smaller stores and professional services. The City recognizes the importance of providing affordable housing and efficient transit opportunities for employees of all types of businesses, as addressed in the Land Use and Community Design, Transportation and Housing Elements of this Plan.

## RETAIL



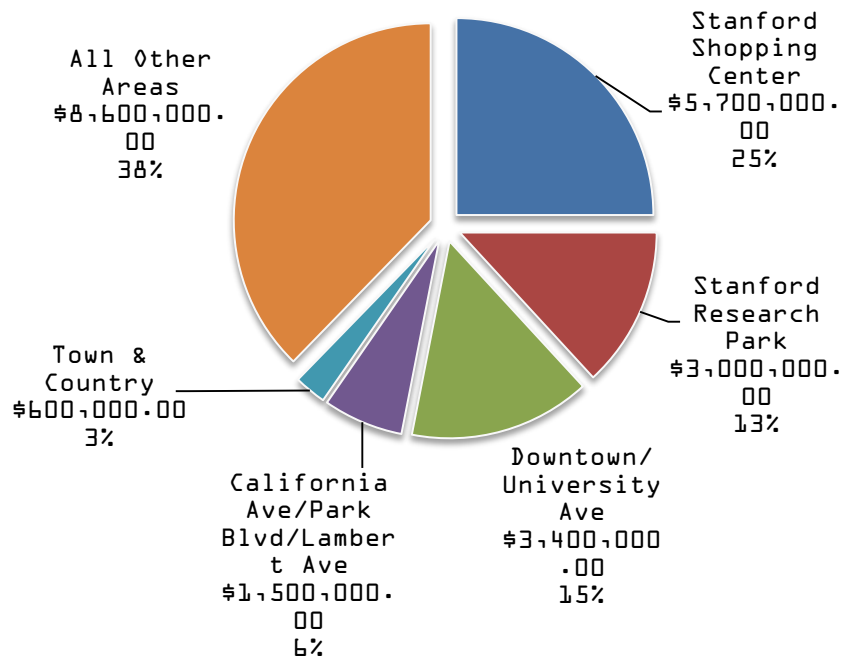
Palo Alto is home to a wide array of retail opportunities, from Stanford Shopping Center, to University Avenue, to small neighborhood-oriented shopping centers. Currently, retail sales tax provides approximately 5.3 percent of general fund revenues to the City. Figure B-2 shows the revenue the City received in 2015 from sales tax (tax imposed on purchases of all goods in the state) and use tax (tax imposed on all purchases of goods from out-of-state vendors). Of the approximately \$23 million in revenue, over half was generated by Stanford Shopping Center, Stanford Palo Alto is home to a wide array of retail opportunities, from Stanford Shopping Center, to University Avenue, to small neighborhood-oriented shopping centers. Currently, retail sales tax provides approximately 5.3 percent of general fund revenues to the City. Figure B-2 shows the revenue the City received in 2015 from sales tax (tax imposed on purchases of all goods in the state) and use tax (tax imposed on all purchases of goods from out-of-state vendors). Of the approximately \$23 million in revenue,



over half was generated by Stanford Shopping Center, Stanford Research Park and Downtown/University Avenue combined. The significant contribution of Stanford Research Park reflects the fact that retail sales tax includes taxes on business-to-business sales.

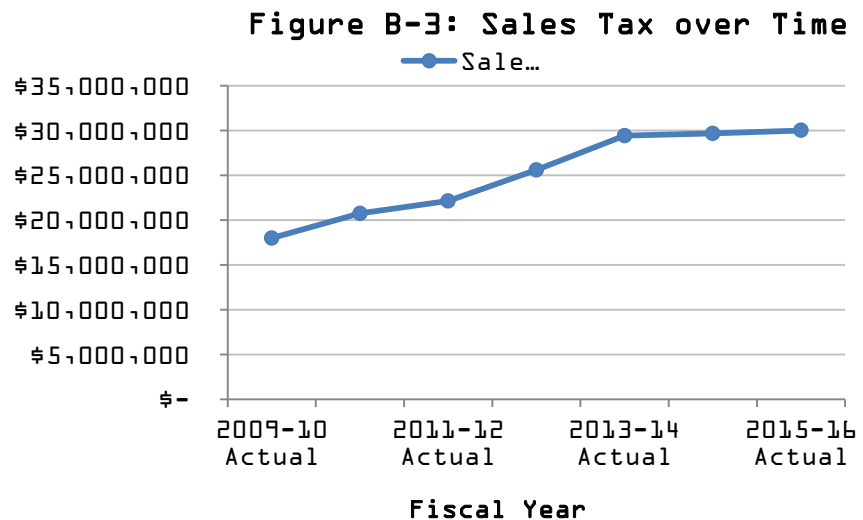
While total sales tax revenue, including state and county pool allocations, in the City has increased significantly since 2009, the rate of increase has slowed in the past few years, as shown in Figure B-3. Recent economic studies have shown that retail

**Figure B-2: Sales and Use Tax Revenue  
Received by the City  
by Geographical Area, Year Ending  
December 2015**



Source: City of Palo Alto Office of the City Auditor. Sales Tax Digest Summary, Fourth Quarter Sales (October – December 2015).

spending is attributable not only to local residents, but also to local employees, local businesses and visitors who come to the city for shopping and leisure, including University students. However, small, independent and locally-serving retailers in Palo Alto are currently experiencing challenges due to high rents, competition from online retailers, including in recruiting and retaining employees, as well as increasing healthcare costs.



Source: City of Palo Alto Open Data Portal. <http://data.cityofpaloalto.org/home>,

## PLANNING CONTEXT

### THRIVING ECONOMY

The City's fiscal health and livability depend on maintaining a diverse community of businesses that are supported by residents, visitors, and workers. The City recognizes the need for all types of goods and services in the community, including by utilizing public-private partnerships and supporting non-profit agencies. Additionally, developing and maintaining advanced communications infrastructure is crucial to ensuring the City continues to be a viable location for new and established technology businesses.

## INTERDEPENDENCE

A thriving business environment in Palo Alto is one that complements and supports the city's residential neighborhoods and natural environment. The City can help cultivate interdependence between commercial centers and surrounding neighborhoods through policies that maintain the natural environment while minimizing potential impacts on neighborhoods such as traffic and parking.

## FISCAL HEALTH

Palo Alto's continued fiscal health is crucial to providing the range and quality of infrastructure, services, amenities and maintenance that residents expect. The key indicator of the fiscal health of any agency or organization is a balanced ratio of revenues to expenses. As shown in Figure B-4, the City's total revenue stream has increased steadily over the last seven fiscal years (FY), from approximately \$478 million in FY 2009-2010 to about \$580 million in FY 2015-2016. This revenue comes from diverse sources, from the sale of utilities such as electricity, gas, water and fiber optics, to the receipt of sales and property taxes. Figure B-5 illustrates total City expenses over the same time period and shows that costs associated with salaries and benefits, utility purchases, contract services and other expenses have also risen, from about \$526 million in FY 2009-2010 to about \$629 million in FY 2015-2016. However, as illustrated in Figure B-5, Palo Alto's total revenue has consistently outpaced its expenses, by an average of approximately \$23 million per fiscal year.

## CULTURE OF INNOVATION AND BUSINESS DIVERSITY

Palo Alto is a center of innovation within the technology sector. The City plays a key role in supporting business growth, including community-serving businesses and arts-based businesses, and utilizes metrics to track progress towards citywide economic goals. Partnerships and paired research efforts with Stanford University have consistently advanced across business sectors.



## FLEXIBILITY AND PREDICTABILITY

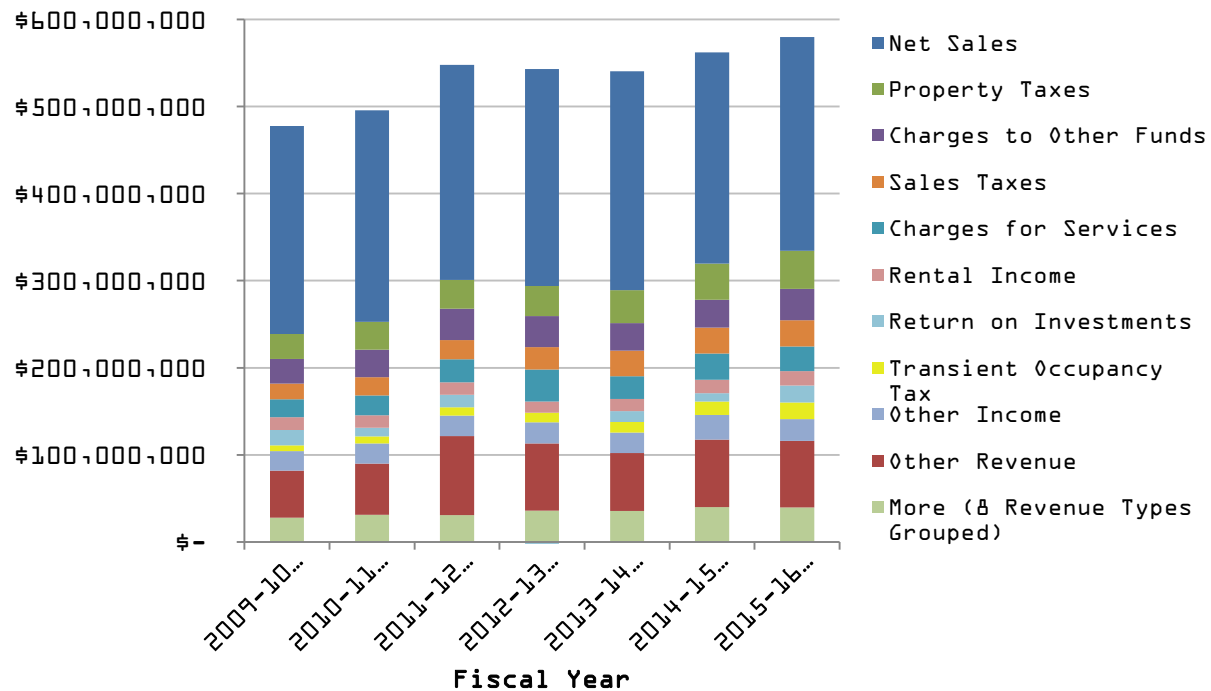
The City can support a healthy businesses environment by providing regulations and operating procedures that provide business owners and neighbors with predictability and certainty through changing economic cycles, while maintaining efficiency and adaptability as market conditions change. This could involve streamlining administrative and regulatory processes, and simplifying design guidelines for new development. The City can act as a facilitator between residents and businesses in these processes to help ensure that neighbors, as well as employers, understand requirements and know what to expect.

## RETAIL CENTERS

Palo Alto's robust retail economy is focused in retail centers, including both regional retail draws such as University Avenue/Downtown and Stanford Shopping Center, corridors such as California Avenue and El Camino Real and smaller shopping centers like Edgewood Plaza. Regional retail centers employ large numbers of people, attract shoppers from well beyond Palo Alto's boundaries, generate high sales tax revenues and offer the broadest mix of goods and services. Multi-neighborhood Centers serve a much smaller area, typically the city or several neighborhoods within the city. Neighborhood Centers are the smallest unit; although their economic contributions are less substantial, they are vital to Palo Alto residents and are very much a part of community life. This Element provides policies and program to encourage the continued vibrancy of all Retail Centers, while recognizing that each Retail Center should maintain its distinctive character.

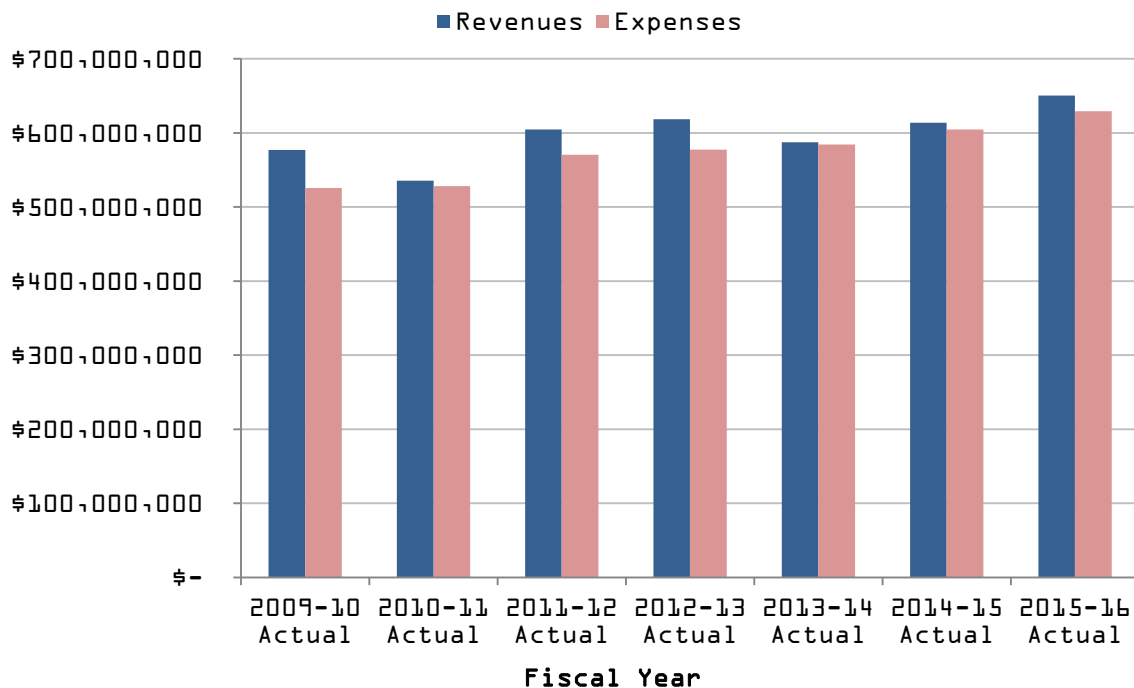


**Figure B-4: Revenues over Time**



City of Palo Alto Open Data Portal, <http://data.cityofpaloalto.org/home>, accessed March 2017.

**Figure B-5: Revenues and Expenses over Time**



Source: City of Palo Alto Open Data Portal, <http://data.cityofpaloalto.org/home>, accessed March 2017.

## BUSINESS EMPLOYMENT DISTRICTS

As described in the Land Use and Community Design Element, there are three Business Employment Districts in Palo Alto: Stanford Research Park, Stanford Medical Center and East Bayshore and San Antonio Road/Bayshore Corridor. These districts provide thousands of local jobs, establish a customer base for many other Palo Alto businesses and generate tax revenues for the city. Because each plays a central role in maintaining the fiscal health of the City, it is important to support their long-term viability and ability to respond to changing global economic conditions.

### STANFORD RESEARCH PARK

As noted above, over one-third of the jobs in Palo Alto are located in Stanford Research Park. Over the coming decades, the Research Park will continue to evolve, but is likely to remain a major employment center. Working closely with Stanford University and the hundreds of employers in the Research Park will help the Research Park remain competitive with others in the Bay Area and nation, while also providing opportunities to address issues of shared concern, such as easing commute-related congestion.

Reinvestment along El Camino Real will not only benefit Research Park employees, but will also help the City increase vitality and enhance the physical appearance of El Camino Real. Providing housing and services like restaurants within walking distance of the Research Park also helps fulfill the City's goal of reducing auto dependence.

### STANFORD UNIVERSITY MEDICAL CENTER

Stanford University Medical Center (SUMC), including the Stanford University School of Medicine, the Stanford University Clinic, Stanford University Hospital and Lucile Salter Packard Children's Hospital, currently employs approximately 10,000 people and is one of the largest concentrations of health care services in the Bay Area. The City approved a Development

Agreement with SUMC in 2011 which will continue for 30 years, throughout the life of this Comprehensive Plan. The Development Agreement covers the construction of a new Stanford Hospital and clinics buildings, an expansion of the Lucile Packard Children's Hospital, construction of new School of Medicine buildings, renovation of the existing Hoover Pavilion, construction of a new medical office building and parking garage at Hoover Pavilion, roadway improvements along Welch Road and Durand Way and SUMC design guidelines. Growth associated with the agreement is expected to increase employment at SUMC by approximately 2,500 jobs. The City Council reviews SUMC's compliance with the terms of the Agreement on an annual basis.

#### EAST BAYSHORE AND SAN ANTONIO ROAD/BAYSHORE CORRIDOR

The East Bayshore and San Antonio Road areas serve a special economic role. Its relatively low-cost space provides opportunities for a variety of service industries and start-up businesses that could not feasibly locate in the higher cost areas.

## GOALS, POLICIES AND PROGRAMS

### THRIVING ECONOMY

**GOAL B-1** Businesses in Palo Alto that contribute to economic vitality enhance the city's physical environment, promote municipal revenues and provide needed local services.

**Policy B-1.1** Encourage new businesses that meet the City's business, economic, or municipal services requirements, as articulated in this Plan and the City's other Economic Development Policies, to locate in Palo Alto.

**Program B1.1.1** Implement and periodically amend an Economic Development Policy to guide business development in the City in a manner consistent with Policy L-1.10.



**Policy B-1.2** Promote Palo Alto's image as a business-friendly community. Assume an active role in fostering businesses, including small start-ups, entrepreneurs, and innovative businesses.

**Policy B-1.3** Engage with all stakeholders in the community, including businesses of all sizes, local retailers, the public, and City decision-makers in order to understand the challenges businesses and employers face.

**Policy B-1.4** Attract businesses that innovate in the areas of mobility and sustainability, and encourage these businesses to employ local residents.

**Policy B-1.5** Consider the use of public private partnerships as a means of revitalizing selected areas where beneficial to achieving the City's goals.

**Policy B-1.6** Encourage the private sector to participate in partnerships with community groups and nonprofit or public agency building owners and developers to provide space for community-serving non-profits.

**Policy B-1.7** Encourage businesses of all kinds to advance Palo Alto's commitment to fiscal and environmental sustainability.



## COMPATIBILITY AND INTERDEPENDENCE

**GOAL B-2** A thriving business environment that complements and is compatible with Palo Alto's residential neighborhoods and natural environment.

- Policy B-2.1** Support a strong interdependence between existing commercial centers and surrounding neighborhoods as a way of encouraging economic vitality.
- Policy B-2.2** Recognize that employers, businesses and neighborhoods share many values and concerns, including traffic and parking issues and preserving Palo Alto's livability, and need to work together with a priority on neighborhood quality of life.
- Policy B-2.3** Consider a variety of planning and regulatory tools, including growth limits, to ensure change is compatible with the needs of Palo Alto neighborhoods.
- Policy B-2.4** Recognize that Palo Alto's natural environment and features are economic assets to the City.

## FISCAL RESPONSIBILITY

**GOAL B-3** Careful management of City revenues and expenditures so that the fiscal health of the City is ensured and services are delivered efficiently and equitably.

- Policy B-3.1** Promote a comprehensive approach to fiscal sustainability that includes careful monitoring of revenues and expenditures; efficient City operations; land use, business and employment strategies; and real accounting of unfunded pension liability and unfunded benefit costs.
- Policy B-3.2** Support a diverse range of businesses that generate revenue and enhance the City's fiscal sustainability.
- Program B3.2.1** Continue to refine tools, such as the Business Registry, as data sources on existing businesses, including the type of business, number of employees, size, location, and other metrics to track the diversity of Palo Alto businesses.
- Policy B-3.3** Develop strategies for promoting businesses and employers that generate revenues that will support a full range of high-quality City services, including retain and attract revenue-generating businesses.

## CULTURE OF INNOVATION AND BUSINESS DIVERSITY

**GOAL B-4** The stimulation of diverse commercial, retail and professional service business opportunities through supportive business policies and a culture of innovation.

**Policy B-4.1** Nurture and support Palo Alto's image as a global center of emerging technology by fostering innovation, supporting the established technology sector and attracting new businesses.

**Policy B-4.2** Attract and support small businesses, start-ups, non-profit organizations, and professional services, which are vital to a diverse and innovative economy.

**Policy B-4.3** Promote the growth of small businesses and start-ups.

**Policy B-4.4** Recognize that Stanford Research Park contains a concentration of some of the City's largest employers, and seek to maintain a mix of office and research and development uses.

**Policy B-4.5** Maintain distinct business districts as a means of retaining local services and diversifying the City's economic base.

**Policy B-4.6** Encourage and support the operation of small, independent retail businesses and locally-serving professional services.

**Program B4.6.1** Work with local merchants to encourage Palo Alto residents, workers, and visitors to buy, and seek professional services, in Palo Alto.

**Policy B-4.7** Explore opportunities to provide spaces for arts and entertainment activities and other creative and visitor uses.

## EFFICIENCY AND PREDICTABILITY

**GOAL B-5** City regulations and operating procedures that provide certainty, predictability and efficiency and help businesses adapt to changing market conditions.

**Policy B-5.1**

Maintain a healthy business climate, which provides for predictability and efficiency for those seeking City approvals. Encourage streamlining of City administrative and regulatory processes wherever possible. Reduce inefficiencies, overlap, and time delays associated with these processes.



**Program B5.1.1** Regularly evaluate ways to improve coordination of the City's environmental review, permitting, and inspection processes.

**Program B5.1.2** Improve design guidelines to reduce ambiguity and more clearly articulate compatibility principles to the business community and to the public.

**Program B5.1.3** Simplify the design review process for small-scale changes to previously approved site plans and buildings.

**Program B5.1.4** Revise zoning and other regulations as needed to encourage the revitalization of aging retail structures and areas. Encourage the preservation of space to accommodate small, independent retail businesses and professional services.

**Policy B-5.2**

Continue to provide "one stop" service at the Development Center and to consolidate inspections to the extent feasible.

**Policy B-5.3**

Focus on economic development to attract and retain local serving businesses; assist businesses to navigate City procedures and requirements; and facilitate communication between residents and businesses.

## RETAIL CENTERS

**GOAL B-6** Attractive, vibrant retail centers, each with a mix of uses and a distinctive character.

### REGIONAL CENTERS

#### University Avenue/Downtown

**Policy B-6.1** Support and enhance the University Avenue/ Downtown area as a vital mixed use area prioritizing retail, personal service, small office, start-ups, restaurant, residential and arts and entertainment uses. Recognize the importance of an appropriate retail mix, including small local businesses, to the continued vitality of Downtown.

**Program B6.1.1** Actively work with Downtown businesses, professional associations and the Palo Alto Chamber of Commerce to retain successful retail businesses that contribute to the City's goals for Downtown.

#### South of Forest Mixed Use Area (SOFA)

**Policy B-6.2** Maintain uses in the South of Forest Area (SOFA) that complement the Downtown business district and serve the needs of nearby neighborhoods.

#### Stanford Shopping Center

**Policy B-6.3** Work with appropriate stakeholders, leaseholders, and Stanford University to ensure that the Stanford Shopping Center is sustained as a distinctive, economically competitive and high quality regional shopping center.



### MULTI-NEIGHBORHOOD CENTERS

#### California Avenue

**Policy B-6.4** Foster the establishment of businesses and commercial services in the California Avenue business district that serve the adjacent neighborhoods, as well as Stanford Research Park.



## El Camino Real

- Policy B-6.5** Strengthen the commercial viability of businesses along the El Camino Real corridor by, for example, encouraging the development of well-designed retail, professional services and housing.

## Town and Country Village

- Policy B-6.6** Retain Town and County Village as an attractive, local-serving retail center.

## BUSINESS EMPLOYMENT DISTRICTS

**GOAL B-7** Thriving business employment districts at Stanford Research Park, Stanford Medical Center, East Bayshore/San Antonio Road Area and Bayshore Corridor that complement the City's business and neighborhood centers.

### STANFORD RESEARCH PARK

- Policy B-7.1** Support the positive relationship between the local business community and Stanford University faculty, alumni, and administrators.

- Policy B-7.2** Facilitate the ability of Stanford University and Research Park businesses to respond to changing market conditions that support the long-term viability of the Research Park.

**Program B7.2.1** Review policies and regulations guiding development at Stanford Research Park and revise them as needed to allow improved responsiveness to changing market conditions in a manner consistent with Policy L-1.10.

**Program B7.2.2** Study the feasibility of a "transfer of development rights" (TDR) program and other measures that would provide greater development flexibility within Stanford Research Park without creating significant adverse traffic impacts or increasing the allowable floor area.

- Policy B-7.3** Encourage investment and activity along El Camino Real and within Stanford Research Park that complements the Research Park and adjacent neighborhoods and enhances their physical appearance.

- Policy B-7.4** Identify opportunities along the El Camino Real and within Stanford Research Park where commercial services serving Research Park employees and visitors might be created.

- Policy B-7.5** Encourage incubator businesses in Stanford Research Park.

#### STANFORD MEDICAL CENTER

- Policy B-7.6** Support the approved buildout of the SUMC and assist Stanford Medical Center in responding to changes in the delivery of health care services. Work with the Center to plan for changing facility needs within the context of City of Palo Alto planning goals and policies, as well as the goals and policies of other relevant jurisdictions.

#### EAST BAYSHORE AND SAN ANTONIO ROAD/BAYSHORE CORRIDOR

- Policy B-7.7** Seek to balance increases in costs for business space with the need for rehabilitation and replacement of outdated space in the San Antonio Road and East Bayshore areas.

# GOVERNANCE

# 8

**VISION:** Palo Alto will maintain a positive civic image and be a leader in the regional, State and national policy discussions affecting the community. The City will work with neighboring communities to address common concerns and pursue common interests. The public will be actively and effectively involved in City affairs, both at the Citywide and neighborhood levels. Where appropriate, the City Council will delegate decision-making responsibilities to local boards and commissions. The Council will also assign advisory roles to these bodies as well as other community groups. Residents, businesses and elected and appointed officials will work collaboratively to address the issues facing the City in a timely manner. This inclusive, participatory process will help build a sense of community.

## INTRODUCTION

The Governance chapter of the Comprehensive Plan is a non-mandatory section that addresses community involvement and participation in the city planning process. It is not an Element of the Plan. The chapter provides background information and guidance to citizens and neighborhood groups seeking to participate in this process. It also provides guidance to those carrying out the policies and programs in this Plan. The chapter is intended as a vehicle for implementation rather than a Plan “element” in the traditional and legal sense. Consequently, it is not subject to the State requirements for consistency and comprehensiveness that apply to the Elements of the Plan.

The Governance chapter begins by describing the framework within which local planning decisions are made. It profiles the City’s governing bodies and major



departments as well as the funding sources for municipal activities. This sets the stage for the goals, policies and programs that follow.



## FRAMEWORK FOR LOCAL DECISION-MAKING

### FORM OF GOVERNMENT

Palo Alto was incorporated as a Chartered City in 1909. The City has adopted a strong City Council/City Manager form of government. In 2014, residents voted to reduce the size of the City Council from nine members to seven, a change effective in 2018. Each City Council member serves a four-year term, with a mayor and vice-mayor who are elected to one-year terms by their fellow Council members. The City Council has three standing committees: the Finance Committee, Policy and Services Committee and City/School Liaison Committee. In addition to their legislative duties, Council members represent the City on a variety of local, county, regional and statewide boards, commissions and other organizations. These include the Santa Clara County Cities Association, the Santa Clara Valley Transportation Authority (VTA) and the Metropolitan Transportation Commission (MTC), among others.

### BOARDS AND COMMISSIONS

The City Council has created a number of boards and commissions to advise the Council on policy issues. With the support of a series of temporary citizen committees that advise on specific projects and issues, these standing groups serve a variety of specific functions such as development review, protection of historic resources and youth relations. The purpose and membership specifics of each board and commission are summarized in Table G-1 below.

### PUBLIC PARTICIPATION

Palo Alto citizens are highly engaged in the work of the City. There are numerous opportunities for public participation in the decisions and policies of local government. These range from in-person meetings and community workshops, to online technologies to mobile applications. Citizens can serve on boards and commissions, as well as issue-specific committees that address programs and activities across the City. Every City Council meeting also offers the opportunity for citizens to speak about an agenda item or topic and to watch the proceedings on their local cable channel.



TABLE G-1 CITY BOARDS AND COMMISSIONS					
Board or Commission	No. of Members	Term Length (Years)	Requirements for Membership	Purpose	Supporting Department or Division
Architectural Review Board (ARB)	5	3	City Council appointment; at least three architects, landscape architects, building designers or other design professionals.	Design review of all new construction of, and changes and additions to, commercial, industrial and multiple-family projects.	Planning Division
Historic Resources Board (HRB)	7	3	City Council appointment; at least three architects, landscape architects, building designers or other design professionals; one owner/ occupant of a category one or two historic structure or structure in an historic district; and one possessor of an academic education or practical experience in history or related field.	To review and make recommendations to the ARB and City Council on exterior changes to, and reclassifications of, buildings on the Historic Building Inventory.	Planning Division
Human Relations Commission (HRC)	7	3	City Council appointment of Palo Alto residents who are not Council Members, officers or employees of the City.	To act with respect when any person or group does not benefit fully from public or private opportunities or resources in the community, or is treated unfairly with respect to factors of concern to the Commission, including housing, employment, education and government services.	Office of Human Services
Planning and Transportation Commission (PTC)	7	4	City Council appointment of Palo Alto residents who are not Council Members, officers or employees of the City.	Make recommendations to the City Council on the Comprehensive Plan regarding development and transportation, zoning changes, subdivisions and appeals and other policies affecting land use in Palo Alto.	Planning Division
Public Art Commission (PAC)	7	3	City Council appointment of individuals who are not Council Members, officers, or employees of the City, and who are either members of the ARB, experienced visual artists and/or visual art educators, scholars or collectors.	Acquire and site permanent works of art, specifically outdoor sculpture, and advise the City in matters pertaining to the quality, quantity, scope and style of art in public places.	Arts and Cultural Division
Utilities Advisory Commission (UAC)	7	3	Utility customers or authorized representatives of a utility customer, six of whom are Palo Residents.	Provide advice on the development of electric, gas and water resources; joint action projects which involve such resources and environmental implications of utilities projects, conservation and demand management.	Utilities Department

TABLE G-1 CITY BOARDS AND COMMISSIONS					
Board or Commission	No. of Members	Term Length (Years)	Requirements for Membership	Purpose	Supporting Department or Division
Library Advisory Commission	5	3	City Council-appointment of Palo Alto residents who are not Council Members, officers, or employees of the City.	Advise the City Council on matters relating to the Palo Alto City Library, including planning and policy, state legislative proposals, budgeting and community input.	Planning Division
Parks and Recreation Commission	7	3	City Council-appointment of individuals who have demonstrated interest in parks and open space matters, and who are not Council Members, officers or employees of the City.	Advise the City Council on matters pertaining to the activities of the Open Space, Parks and Golf Division and the Recreation Division of the Community Services Department, including master planning and policy, state legislative proposals and community input.	Planning Division
Citizen Corps Council	8 + staff	varies	Representatives of civic, business, labor, veterans, professional or other organizations having an official emergency responsibility, as appointed by the director with consent of the City Council.	Harness the power of individuals, businesses, and organizations through education, training and volunteer service to make communities resilient, safe, strong and prepared to respond to and recover from threats.	Office of Emergency Services

Palo Alto recognizes the importance of inviting all residents into civic life. In such a diverse community, it is vital that all citizens feel comfortable participating, regardless of how long they have lived in Palo Alto, their national or ethnic background, or whether they rent or own. Palo Alto engages in two-way conversations with citizens across a variety of accessible technologies, including social media and dedicated online portals for direct citizen input. There are also a number of City mobile applications that citizens can download and use to report issues or problems they would like the City to address. Palo Alto maintains a transparent development review process that targets predictable outcomes, is user-friendly and invites public involvement.

Palo Alto continues to seek out new technologies, engagement opportunities and neighborhood communication programs that will allow interested residents to engage more effectively in the civic life of the City.

### SERVICE ORGANIZATIONS, CIVIC ORGANIZATIONS AND NEIGHBORHOOD GROUPS

Palo Alto encourages the formation of programs to support neighborhood connectedness, civic organizations and volunteer service. Many individuals find the best way to improve their city is to work at the neighborhood level or to get involved with a topic they feel strongly about. The City has developed a number of community-building initiatives that foster strong neighborhoods and build connections block by block.



Neighborhood organizations are the foundation of civic involvement for many residents, and provide residents with opportunities to learn about citywide issues on a localized scale. They also provide a useful means of relaying local priorities and concerns back to the City Council and others involved in City government. In addition to neighborhood groups, there are dozens of organizations providing services in child care, youth and senior activities, local schools, environmental protection, emergency response and civic engagement.

### VOLUNTEERISM

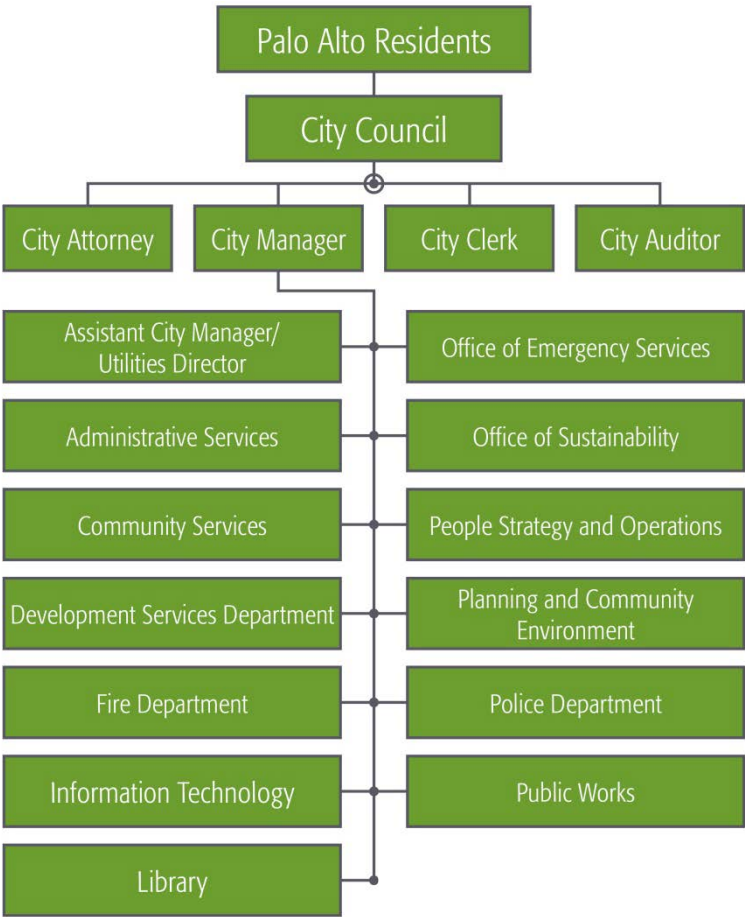
One of Palo Alto's greatest assets is its highly motivated and talented citizenry. Residents offer their time and skills to the City in a variety of capacities, ranging from service on boards and commissions to construction of public improvements to delivery of services like recreation and elder care. The City is committed to

continuing and expanding use of volunteers, and to developing young volunteers by exploring innovative, hands-on classroom programs coordinated with local schools.

CITY DEPARTMENTS

The City Council is served by four Council-appointed officers: the City Manager, City Attorney, City Clerk and City Auditor. The organization of City departments and their major functions is illustrated in the following chart.

Figure G-1 City of Palo Alto Organizational Chart



REGIONAL COLLABORATION

Many issues affecting Palo Alto are best addressed at the regional level, by working collaboratively with other cities. Palo Alto believes that it has a responsibility to be an active participant in regional problem solving.



## BUDGET

The City of Palo Alto's budget as approved by the City Council reflects resource allocations consistent with City policies, goals and priorities. It also communicates an action plan for the upcoming fiscal year to citizens and staff, including program goals and the standards by which the delivery of services to the public will be measured.

Palo Alto maintains full transparency of its actual and adopted budgets. As part of the City's internet-based Open Data Portal, citizens are able to explore and analyze City expenses and revenues, each broken down by a series of user-selected filters such as Departments, expense/revenues types, funds and fiscal years. The City's budgets can be compared over time and the results downloaded in graphic form.



## STRUCTURES OF DECISION MAKING

The Palo Alto City Council performs two levels of decision-making: Legislative, meaning adopting local laws and regulations, and Quasi-Judicial, meaning applying existing local laws and regulations based on evidence and facts. Legislative decisions typically affect many different properties; examples include the adoption of a zoning code update or a Coordinated Area Plan. Quasi-judicial decisions usually affect individual applications being considered for approval; examples include a Conditional Use Permit or approval of a subdivision map. Both types of decision-making must occur within a public forum—Council meetings—and both must be based “on the record,” meaning Councilmembers are limited in their ability to receive information outside the hearing.

A third level of City government decision-making is ministerial. Ministerial decisions are those that can be decided by applying an ordinance or regulation. These are objective, mandatory decisions to evaluate whether a project or application meets fixed standards and quantitative measurements; whether, for example, a new building has an adequate number of fire sprinklers. If a project meets the requirements, the City must allow it. Most ministerial decisions are made at the staff level and do not involve noticing or public input.

## GOALS, POLICIES AND PROGRAMS

### PUBLIC PARTICIPATION

#### GOAL G-1 Effective opportunities for public participation in local government.

**POLICY G-1.1** Maintain public trust through transparency and accountability on planning issues.

**Program G1.1.1** Consider making data available at a transactional level on the Open Data Portal.

**POLICY G-1.2** Enhance communication between community members, neighborhood associations, other organizations and the City Council by providing access to information and opportunities for engagement through technology and other methods.



**Program G1.2.1** Continue to hold regular, Town Hall-style meetings in neighborhoods.

**Program G1.2.2** Periodically review the suite of engagement options used to solicit citizen input and expertise on policy issues.

**Program G1.2.3** Continue to rely on neighborhood organizations, the City website, local media, online technologies and other communication platforms to keep residents informed of current issues and to encourage citizen engagement.

**Program G1.2.4** Provide access to communications technologies at City facilities, including public libraries and City Hall, and explore innovative locations for communication.

**Program G1.2.5** Continue to release City Council staff reports to the public up to 10 days prior to Council hearings to increase public awareness of City decision-making.

### CIVIC AND NEIGHBORHOOD ORGANIZATIONS

#### GOAL G-2 Informed and involved civic, cultural, environmental, social service and neighborhood organizations and residents.

**POLICY G-2.1** Encourage the success of civic, cultural, environmental, social service and neighborhood organizations in facilitating effective resident participation in the community.

**POLICY G-2.2** Increase coordination between City staff and nonprofit or private civic, environmental, cultural, neighborhood and social service organizations by establishing and maintaining a variety of avenues for participation in the City's decision-making framework.

**Program G2.2.1** Continue to offer the use of City facilities to nonprofit civic, environmental, cultural, neighborhood and social service organizations for meetings and events at discounted or complimentary rates and via sponsorship programs.

## REGIONAL COLLABORATION

**GOAL G-3** Collaboration with regional partners and support on regional issues.

**POLICY G-3.1** Support active participation of City Council members, other City leaders and City staff in the resolution of regional issues that are relevant to Palo Alto, including ongoing collaboration with the Palo Alto Unified School District.

**POLICY G-3.2** Encourage Palo Alto residents, civic organizations and businesses to actively participate in regional programs and organizations.

## VOLUNTEERISM

**GOAL G-4** Active involvement of local citizens as volunteers.

**POLICY G-4.1** Encourage citizen volunteers at all ages to augment the delivery of community services. Where appropriate, allocate City staff time and resources to projects initiated by volunteers.

**Program G4.1.1** Continue and expand volunteer opportunities and the community's awareness of public and nonprofit organizations serving the City.

**Program G4.1.2** Publicly recognize individuals, groups and businesses that provide volunteer services within the City.

**Program G4.1.3** Coordinate with the Palo Alto Unified School District to develop classroom-based leadership, governance and civic participation programs.

**Program G4.1.4** Support the transition from school-based volunteering to civic participation via outreach to parent volunteers and student leaders.



**Program G4.1.5** Coordinate with the real estate community to develop a welcome package for new residents, containing City resources, information and ways to contribute to livability.

## MANAGING CHANGE

### GOAL G-5 Stakeholder collaboration to effectively manage change.

**POLICY G-5.1** Encourage the development of new planning, community advisory, social service, education and environmental improvement processes that emphasize collaborative exchanges and implementation of ideas. Retain City Council authority over decision-making in these processes.



## DEVELOPMENT REVIEW

### GOAL G-6 More clearly defined procedures, standards and expectations for development review.

**POLICY G-6.1** Facilitate informed, focused and efficient review, analysis and recommendations on planning issues, regulations and projects. Use the Planning and Transportation Commission and Architectural Review Board, with an appeal process to the City Council, to advise staff and the Council on these topics.

**POLICY G-6.2** Assist decision-makers, applicants and residents with improved tools for understanding planning regulations.



**Program G6.2.1** Provide clear information across multiple communications platforms to guide citizens and businesses through the City review and approval process.

**Program G6.2.2** Continue and expand customer-oriented process improvement efforts.

**Program G6.2.3** Use the pre-screening process to obtain early feedback from the City Council and the community regarding ordinance changes intended to facilitate specific development proposals.



# IMPLEMENTATION

**VISION:** *Palo Alto's Implementation Plan is intended to provide an overview of priorities for future actions to accomplish the goals of the Comprehensive Plan. It provides a key mechanism to link Comprehensive Plan implementation to Palo Alto's budget process, and it will ultimately be a yardstick against which Palo Alto can measure its Comprehensive Plan accomplishments.*

Palo Alto's Comprehensive Plan will be implemented both through the day-to-day decisions that rely on its vision, goals and policies, as well as the implementation programs identified in this chapter. All substantive decisions about development projects, capital improvements, zoning changes and other plans and policies affecting land use, transportation and the physical environment will be reviewed for conformance with this Comprehensive Plan, thus advancing the Plan's overall vision and policy framework. To complement the implementation of this plan that will occur as a review of individual decisions are made, the City has identified a list of implementation programs intended to provide an overall sense of the priorities for future actions in support of accomplishing the goals of the Comprehensive Plan.

## FORMAT OF THE IMPLEMENTATION TABLE

The following table presents programs the City wants to undertake to help achieve the goals in the Comprehensive Plan, to the extent that resources are available. The programs in the Implementation Table describe and prioritize actions to implement various aspects of the Comprehensive Plan goals and policies. Some programs are already budgeted and ongoing, while the City Council will need to identify resources during future budget cycles in order to implement other programs. The Planning & Transportation Commission may recommend changing priorities or adding or subtracting programs in the course of their annual review, and

staff may likewise recommend prioritization or funding during the annual budget process. The City Council may change the prioritization of programs through the regular five-year review cycle of the Comprehensive Plan's implementation.

For each program, the Implementation Plan identifies the following:

- **Lead Department or Agency:** The City Department that would have primary responsibility for tracking and completing the program. Note that many programs will require collaboration between multiple departments as well as outside agencies; collaboration with appropriate parties would be coordinated by the Lead Department named in this column.
- **Timing:** This column identifies the timing for each program. While it would be desirable to pursue every program and policy immediately, the Comprehensive Plan is a long-range document that will be implemented over a number of years and priorities must be established to focus the City's efforts and to allocate the City's resources (City Council emphasis, staff time and budget resources). With resource constraints and changing circumstances, it is expected that the timing identified here may change. For example, as short-term programs begin, they will change to "In Progress." Also, given these constraints together with the breadth of programs included, the City anticipates and expects that it may not be able to complete all of the programs listed within a specified timeframe. Five categories are used:
  - **R:** "Routine" activities that are part of the normal course of business for staff;
  - **IP:** "In progress" – programs that are already underway to complete a specific, defined work effort;
  - **S:** "Short-term" – programs planned for implementation within the first five years after Comprehensive Plan adoption;

- **M:** “Medium-term” – typically means programs that would be implemented or completed roughly within five to ten years after Comprehensive Plan adoption; and
  - **L:** “Long-term” – programs that would be implemented or completed more than ten years after Comprehensive Plan adoption.
- **Anticipated Level of Effort:** Gives an order-of-magnitude of cost in terms of staff and monetary resources required to implement the program. It is difficult to determine the exact cost of most of the programs and the specific staffing requirements needed to support the scope of future detailed work plans. In general, physical improvements and major planning efforts are the most expensive type of investment the City can make; revisions to existing plans or studies would likely fall in the middle of the range; and some ongoing staff roles, such as providing education or some one-time activities, would be least expensive.

## RESOURCES

Although Palo Alto would like to implement all programs during the term of this Plan, there are capital resource and staffing limitations, as well as limitations to the amount of work that the City and the City Council can focus on effectively during this period. The completion of actions is contingent upon the availability of funding resources. Issues that cannot be anticipated may arise in the future that may act to divert resources from the programs and priorities of the Comprehensive Plan. It is hoped that by acknowledging and focusing on Comprehensive Plan priorities, the City can avoid diversion of resources and attention.

## REVIEW AND UPDATE

The Comprehensive Plan is a living document. Palo Alto's priorities will evolve through the life of this Plan, and therefore changes will need to be made to the Implementation Plan. Annually, as required by State Law and the Municipal Code, the Planning and Transportation Commission will submit a report to the City Council on the status of the Comprehensive Plan and its implementation. This review can be combined with the

Commission's review of the City's Capital Improvement Program (CIP), which also occurs on an annual basis.

## CONCLUSION

The Implementation Plan was designed to advance the overarching vision and themes of the Comprehensive Plan. The City recognizes there are resource constraints and a need to focus those resources.



Program #	Program Text	Lead Department or Agency	Priority (S/M/L/IP/R) <sup>a</sup>	Anticipated Level of Effort (\$/\$/\$/\$/\$)
<b>2. Land Use Element</b>				
<b>Goal L-1: A compact and resilient city providing residents and visitors with attractive neighborhoods, work places, shopping districts, public facilities, and open spaces.</b>				
L1.6.1	Review regulatory tools available to the City and identify actions to enhance and preserve the livability of residential neighborhoods and the vitality of commercial and employment districts, including improved code enforcement practices.	Planning & Community Environment Department	S	\$\$
L1.8.1	Maintain and update as appropriate the 1985 Land Use Policies Agreement that sets forth the land use policies of the City, Santa Clara County, and Stanford University with regard to Stanford unincorporated lands.	Planning & Community Environment Department	IP	\$
<b>Goal L-2: An enhanced sense of “community” with development designed to foster public life, meet citywide needs and embrace the principles of sustainability.</b>				
L2.2.1	Explore whether there are appropriate locations to allow small-scale neighborhood-serving retail facilities such as coffee shops and corner stores in residential areas.	Planning & Community Environment Department	M	\$
L2.4.1	Amend the Housing Element to eliminate housing sites along San Antonio Road and increase residential densities in Downtown and the California Avenue area to replace potential units from the sites eliminated.	Planning & Community Environment Department	S	\$
L2.4.2	Allow housing at Stanford Shopping Center, provided that adequate parking and vibrant retail is maintained and no reduction of retail square footage results from the new housing.	Planning & Community Environment Department	S	\$
L2.4.3	Allow housing on the the El Camino Real frontage of the Stanford Research Park. Explore multi-family housing elsewhere in Stanford Research Park and near the SUMC.	Planning & Community Environment Department	S	\$

a. S = Short, M = Medium, L = Long, IP = In Progress; R = Routine

Program #	Program Text	Lead Department or Agency	Priority (S/M/L/IP/R) <sup>a</sup>	Anticipated Level of Effort (\$/\$/\$/\$\$)
<b>2. Land Use Element</b>				
L2.4.4	Assess non-residential development potential in the Community Commercial, Service Commercial and Downtown Commercial Districts (CC, CS and CD) and the Neighborhood Commercial District (CN), and convert non-retail commercial FAR to residential FAR, where appropriate. Conversion to residential capacity should not be considered in Town and Country Village.	Planning & Community Environment Department	S	\$
L2.4.5	Update the municipal code to include zoning changes that allow a mix of retail and residential uses but no office uses. The intent of these changes would be to encourage a mix of land uses that contributes to the vitality and walkability of commercial centers and transit corridors.	Planning & Community Environment Department	S	\$
L2.4.6	Explore changing the Transfer of Development Rights (TDR) ordinances for both buildings of historic significance and for seismic retrofits so that transferred development rights may only be used for residential capacity.	Planning & Community Environment Department	M	\$
L2.4.7	Explore mechanisms for increasing multi-family housing density near multimodal transit centers.	Planning & Community Environment Department	S	\$\$
L2.4.8	Identify development opportunities for BMR and more affordable market rate housing on publicly owned properties in a way that is integrated with and enhances existing neighborhoods.	Planning & Community Environment Department	S	\$\$
L2.5.1	Collaborate with PAUSD in exploring opportunities to build housing that is affordable to school district employees.	Planning & Community Environment Department	M	\$
L2.7.1	Review development standards to discourage the net loss of housing units.	Planning & Community Environment Department	S	\$

a. S = Short, M = Medium, L = Long, IP = In Progress; R = Routine

Program #	Program Text	Lead Department or Agency	Priority (S/M/L/IP/R) <sup>a</sup>	Anticipated Level of Effort (\$/\$/\$/\$\$)
<b>2. Land Use Element</b>				
L2.8.1	Conduct a study to evaluate various possible tools for preventing displacement of existing residents.	Planning & Community Environment Department	M	\$\$
L2.8.2	Develop and implement a system to inventory the characteristics of existing housing units and track changes in those characteristics on a regular basis. Make the information publicly available.	Planning & Community Environment Department	M	\$\$
L2.10.1	Collaborate with PAUSD to plan for space to accommodate future school expansions or new school sites, and evaluate zoning space to accommodate new schools.	Planning & Community Environment Department	IP	\$\$
<b>Goal L-3: Safe, attractive residential neighborhoods, each with its own distinct character and within walking distance of shopping, services, schools, and/or other public gathering places.</b>				
L3.2.1	Evaluate and implement strategies to prevent conversion of residential and neighborhood-serving retail space to office or short-term vacation rentals.	Planning & Community Environment Department	IP	\$
L.3.5.1	Develop a program to assess and manage both the positive and negative impacts of basement construction in single family homes on the community and the environment, including: <ul style="list-style-type: none"> <li>Impacts to the natural environment, such as potential impacts to the tree canopy, groundwater supply or quality, and soil compaction.</li> <li>Safety issues such as increased surface flooding increased groundwater intrusion with sea level rise, emergency access and egress, or sewage backflows.</li> </ul>	Planning & Community Environment Department	S	\$\$
<b>Goal L-4: Inviting pedestrian scale centers that offer a variety of retail and commercial services and provide focal points and community gathering places for the city's residential neighborhoods and employment districts.</b>				

a. S = Short, M = Medium, L = Long, IP = In Progress; R = Routine

Program #	Program Text	Lead Department or Agency	Priority (S/M/L/IP/R) <sup>a</sup>	Anticipated Level of Effort (\$/\$/\$/\$\$)
<b>2. Land Use Element</b>				
L4.2.1	Study the overall viability of ground-floor retail requirements in preserving retail space and creating an active street environment, including the types of locations where such requirements are most effective.	Planning & Community Environment Department	M	\$\$
L4.2.2	Evaluate the effectiveness of formula retail limits adopted for California Avenue. Develop incentives for local small businesses where warranted.	Planning & Community Environment Department	M	\$\$
L4.2.3	Explore and potentially support new, creative and innovative retail in Palo Alto.	Planning & Community Environment Department	L	\$\$
L4.4.1	Study the feasibility of using public and private funds to provide and maintain landscaping and public spaces such as parks, plazas, sidewalks and public art within commercial areas.	Planning & Community Environment Department	M	\$
L4.4.2	Through public/private cooperation, provide well-signed, clean, and accessible restrooms.	Planning & Community Environment Department	R	\$
L4.4.3	Collaborate with merchants to enhance the appearance of streets and sidewalks within all Centers. Encourage the formation of business improvement districts and undertake a proactive program of maintenance, repair, landscaping and enhancement.	Planning & Community Environment Department	R	\$\$
L4.4.4	Identify priority street improvements that could make a substantial contribution to the character of Centers, such as widening sidewalks, narrowing travel lanes, creating medians, restriping to allow diagonal parking, and planting trees.	Planning & Community Environment Department	S	\$\$\$

a. S = Short, M = Medium, L = Long, IP = In Progress; R = Routine



Program #	Program Text	Lead Department or Agency	Priority (S/M/L/IP/R) <sup>a</sup>	Anticipated Level of Effort (\$/\$/\$/\$\$)
<b>2. Land Use Element</b>				
L4.5.1	Revise zoning and other regulations as needed to encourage the preservation of space to accommodate small businesses, start-ups and other services.	Planning & Community Environment Department	M	\$\$
L4.5.2	Program L4.5.2 Consider planning, regulatory, or other incentives to encourage property owners to include smaller office spaces in their buildings to serve small businesses, non-profit organizations, and independent professionals.	Planning & Community Environment Department	M	\$
L4.6.1	Explore increasing hotel FAR from 2.0 to 3.0 in the University Avenue/Downtown area and 2.5 in areas outside of Downtown.	Planning & Community Environment Department	M	\$\$
L4.8.1	Prepare a Coordinated Area Plan for Downtown.	Planning & Community Environment Department	S	\$\$\$
L4.8.2	Study the feasibility of converting parts of University Avenue to a pedestrian zone.	Planning & Community Environment Department	S	\$\$
L4.9.1	While preserving adequate parking to meet demand, identify strategies to reuse surface parking lots.	Planning & Community Environment Department	R	\$
L4.9.2	Explore adding additional Floor Area Ratio (FAR) for retail at Stanford Shopping Center.	Planning & Community Environment Department	M	\$

a. S = Short, M = Medium, L = Long, IP = In Progress; R = Routine

Program #	Program Text	Lead Department or Agency	Priority (S/M/L/IP/R) <sup>a</sup>	Anticipated Level of Effort (\$/\$/\$/\$\$)
<b>2. Land Use Element</b>				
L4.10.1	Prepare a coordinated area plan for the North Ventura area and surrounding California Avenue area. The plan should describe a vision for the future of the North Ventura area as a walkable neighborhood with multi-family housing, ground floor retail, a public park, creek improvements, and an interconnected street grid. It should guide the development of the California Avenue area as a well-designed mixed use district with diverse land uses and a network of pedestrian-oriented streets.	Planning & Community Environment Department	S	\$\$\$
L4.10.2	Create regulations for the California Avenue area that encourage the retention or rehabilitation of smaller buildings to provide spaces for existing retail, particularly local, small businesses.	Planning & Community Environment Department	S	\$\$
L4.16.1	Maintain distinct neighborhood shopping areas that are attractive, accessible and convenient to nearby residents.	Planning & Community Environment Department	R	\$
<b>Goal L-5: High quality employment districts, each with their own distinctive character and each contributing to the character of the city as a whole.</b>				
L5.1.1	Explore with Stanford University various development options for adding to the Stanford Research Park a diverse mix of uses, including residential, commercial hotel, conference center, commercial space for small businesses and start-ups, retail, transit hub, and other community-supporting services that are compatible with the existing uses, to create a vibrant innovation-oriented community.	Planning & Community Environment Department	S	\$\$
<b>Goal L-6: Well-designed buildings that create coherent development patterns and enhance city streets and public spaces.</b>				
L6.1.1	Promote awards programs and other forms of public recognition for projects of architectural merit that contribute positively to the community.	Planning & Community Environment Department	L	\$

a. S = Short, M = Medium, L = Long, IP = In Progress; R = Routine

Program #	Program Text	Lead Department or Agency	Priority (S/M/L/IP/R) <sup>a</sup>	Anticipated Level of Effort (\$/\$/\$/\$\$)
<b>2. Land Use Element</b>				
L6.3.1	Develop guidelines for bird-friendly building design that minimizes hazards for birds and reduces the potential for collisions.	Planning & Community Environment Department	M	\$\$
L6.6.1	Modify design standards for mixed use projects to promote a pedestrian-friendly relationship to the street, including elements such as screened parking or underground parking, street-facing windows and entries, and porches, windows, bays and balconies along public ways, and landscaping, and trees along the street. Avoid blank or solid walls at street level.	Planning & Community Environment Department	S	\$
L6.7.1	Implement architectural standards to assure they effectively address land use transitions.	Planning & Community Environment Department	R	\$
<b>Goal L-7: Conservation and preservation of Palo Alto's historic buildings, sites, and districts.</b>				
L7.1.1	Update and maintain the City's Historic Resource Inventory to include historic resources that are eligible for local, State, or federal listing. Historic resources may consist of a single building or structure or a district.	Planning & Community Environment Department	S	\$
L7.1.2	Reassess the Historic Preservation Ordinance to ensure its effectiveness in the maintenance and preservation of historic resources, particularly in the University Avenue/Downtown area.	Planning & Community Environment Department	S	\$
L7.8.1	Promote and expand available incentives for the retention and rehabilitation of buildings with historic merit in all zones and revise existing zoning and permit regulations to minimize constraints to adaptive reuse.	Planning & Community Environment Department	M	\$
L7.8.2	Create incentives to encourage salvage and reuse of discarded historic building materials.	Planning & Community Environment Department	L	\$

a. S = Short, M = Medium, L = Long, IP = In Progress; R = Routine

Program #	Program Text	Lead Department or Agency	Priority (S/M/L/IP/R) <sup>a</sup>	Anticipated Level of Effort (\$/\$/\$/\$\$)
<b>2. Land Use Element</b>				
L7.8.3	Seek additional innovative ways to apply current codes and ordinances to older buildings. Use the State Historical Building Code for designated historic buildings.	Planning & Community Environment Department	R	\$
L7.12.1	Review parking exceptions for historic buildings in the Zoning Code to determine if there is an effective balance between historic preservation and meeting parking needs.	Planning & Community Environment Department	L	\$
<b>Goal L-8: Attractive and safe civic and cultural facilities provided in all neighborhoods and maintained and used in ways that foster and enrich public life.</b>				
<b>Goal L-9: Attractive, inviting public spaces and streets that enhance the image and character of the city.</b>				
L9.1.1	Evaluate existing zoning code setback requirements to ensure they are appropriate for scenic routes.	Planning & Community Environment Department	L	\$
L9.3.1	Review standards for streets and signage and update as needed to foster natural, tree-lined streets with a minimum of signage.	Planning & Community Environment Department	M	\$
L9.6.1	Analyze existing neighborhoods and determine where publicly accessible shared, outdoor gathering spaces are below the citywide standard. Create new public spaces, including public squares, parks and informal gathering spaces in these neighborhoods.	Planning & Community Environment Department	M	\$\$\$
L9.7.1	Develop a strategy to enhance gateway sites with special landscaping, art, public spaces and/or public buildings. Emphasize the creek bridges and riparian settings at the entrances to the City over Adobe Creek and San Francisquito Creek.	Planning & Community Environment Department	R	\$

a. S = Short, M = Medium, L = Long, IP = In Progress; R = Routine

Program #	Program Text	Lead Department or Agency	Priority (S/M/L/IP/R) <sup>a</sup>	Anticipated Level of Effort (\$/\$/\$/\$\$)
<b>2. Land Use Element</b>				
L9.8.1	Establish incentives to encourage native trees and low water use plantings in new development throughout the city.	Planning & Community Environment Department	M	\$
L9.10.1	Continue the citywide undergrounding of utility wires. Minimize the impacts of undergrounding on street tree root systems and planting areas.	City of Palo Alto Utilities	R	\$\$\$
L9.10.2	Encourage the use of compact and well-designed utility elements, such as transformers, switching devices, backflow preventers and telecommunications infrastructure. Place these elements in locations that will minimize their visual intrusion.	City of Palo Alto Utilities	R	\$
L9.11.1	Implement the findings of the City's Infrastructure Blue Ribbon Committee and its emphasis for rebuilding our civic spaces.	Department of Public Works	IP	\$\$\$
L9.11.2	Identify City-owned properties where combinations of wireless facilities can be co-located, assuming appropriate lease agreements are in place.	City of Palo Alto Utilities	M	\$
L9.12.1	Coordinate with regional utility providers on activities that would impact their infrastructure and right-of-way.	City of Palo Alto Utilities	R	\$
<b>Goal L-10: Maintain an economically viable local airport with minimal environmental impacts.</b>				
L10.1.1	Relocate the terminal building away from the Runway 31 clear zone and closer to the hangars, allowing for construction of a replacement terminal.	Department of Public Works	L	\$\$\$
L10.1.2	Update the Airport Layout Plan in accordance with Federal Aviation Administration requirements, as needed, while ensuring conformance with the Baylands Master Plan to the maximum extent feasible.	Department of Public Works	M	\$\$\$
L10.1.3	Identify and pursue funding to address maintenance, safety and security improvements needed at PAO.	Department of Public Works	R	\$
L10.3.1	Establish and implement a system for processing, tracking and reporting noise complaints regarding local airport operations on an annual basis,	Department of Public Works	S	\$\$

a. S = Short, M = Medium, L = Long, IP = In Progress; R = Routine



Program #	Program Text	Lead Department or Agency	Priority (S/M/L/IP/R) <sup>a</sup>	Anticipated Level of Effort (\$/\$/\$/\$/\$)
<b>2. Land Use Element</b>				
L10.3.2	Work with the airport to pursue opportunities to enhance the open space and habitat value of the airport. These include: <ul style="list-style-type: none"> <li>▪ Maintaining native grasses;</li> <li>▪ Reconstructing levees to protect the airport from sea level rise while enhancing public access and habitat conservation; and</li> <li>▪ Evaluating the introduction of burrowing owl habitat. This program is subject to federal wildlife hazard requirements and guidelines for airports.</li> </ul>	Community Services Department	R	\$\$
L10.4.1	Continue to provide a bicycle/pedestrian path adjacent to Embarcadero Road, consistent with the Baylands Master Plan and open space character of the baylands subject to federal and State airport regulations.	Planning & Community Environment Department	R	\$

a. S = Short, M = Medium, L = Long, IP = In Progress; R = Routine

Program #	Program Text	Lead Department or Agency	Priority (S/M/L/IP/R) <sup>a</sup>	Anticipated Level of Effort (\$/\$/\$/\$)
<b>3. Transportation Element</b>				
<b>Goal T-1: Create a sustainable transportation system, complemented by a mix of land uses, that emphasizes walking, bicycling, use of public transportation, and other methods to reduce greenhouse gas emissions and the use of single occupancy motor vehicles.</b>				
T1.2.1	Create a long-term education program to change the travel habits of residents, visitors, shoppers, and workers by informing them about transportation alternatives, incentives, and impacts. Work with the PAUSD and with other public and private interests, such as the Chamber of Commerce and Commuter Wallet partners, to develop and implement this program.	Planning & Community Environment Department	R	\$
T1.2.2	Advocate for improved connectivity to transit to serve workers who live in the South Bay and work in Palo Alto.	Planning & Community Environment Department	R	\$
T1.2.3	Formalize TDM requirements by ordinance and require new developments above a certain size threshold to prepare and implement a TDM plan to meet specific performance standards. Require regular monitoring/reporting and provide for enforcement with meaningful penalties for non-compliance. The ordinance should also: <ul style="list-style-type: none"> <li>Establish a list of effective TDM measures that include transit promotion, prepaid transit passes, commuter checks, car sharing, carpooling, parking cash-out, bicycle lockers and showers, shuttles to Caltrain, requiring TMA membership and education and outreach to support the use of these modes.</li> <li>Allow property owners to achieve reductions by contributing to citywide or employment district shuttles or other proven transportation programs that are not directly under the property owner's control.</li> <li>Provide a system for incorporating alternative measures as new ideas for TDM are developed.</li> <li>Establish a mechanism to monitor the success of TDM measures and track the cumulative reduction of peak hour motor vehicle trips. TDM measures should at a minimum achieve the following reduction in peak hour motor vehicle trips, with a focus on single-occupant vehicle trips. Reductions should be based on the rates included in the Institute of Transportation Engineers' Trip Generation Manual for the appropriate land use category and size:</li> </ul>	Planning & Community Environment Department	S	\$

a. S = Short, M = Medium, L = Long, IP = In Progress; R = Routine

Program #	Program Text	Lead Department or Agency	Priority (S/M/L/IP/R) <sup>a</sup>	Anticipated Level of Effort (\$/\$/\$/\$/\$)
<b>3. Transportation Element</b>				
	<ul style="list-style-type: none"> <li>• 45 percent reduction in the Downtown district</li> <li>• 35 percent reduction in the California Avenue area</li> <li>• 30 percent reduction in the Stanford Research Park</li> <li>• 30 percent reduction in the El Camino Real Corridor</li> <li>• 20 percent reduction in other areas of the city</li> <li>▪ Require new development projects to pay a Transportation Impact Fee for all those peak-hour motor vehicle trips that cannot be reduced via TDM measures. Fees collected would be used for capital improvements aimed at reducing vehicle trips and traffic congestion.</li> <li>▪ Ensure a stable, sustained funding source to support implementation of TDM measures.</li> </ul>			
T1.2.4	Evaluate the performance of pilot programs implemented by the Palo Alto Transportation Management Association and pursue expansion from Downtown to California Avenue and other areas of the city when appropriate.	Planning & Community Environment Department	IP	\$
T1.2.5	Site City facilities near high-capacity transit and revise existing regulations, policies, and programs to encourage telecommuting, satellite office concepts, and work-at-home options.	Planning & Community Environment Department	R	\$
T1.2.6	Pursue full participation of Palo Alto employers in the TMA.	Planning & Community Environment Department	R	\$\$
T1.3.1	Develop an electric vehicle promotion program that identifies policy and technical issues, barriers and opportunities to the expansion of electric vehicles.	Office of Sustainability	M	\$\$
T1.3.2	Use low-emission vehicles for the Palo Alto Free Shuttle and work with transit providers, including SamTrans and VTA, to encourage the adoption of electric, fuel cell or other zero emission vehicles. Also work with private bus and shuttle providers, delivery companies, and ride services.	Planning & Community Environment Department	M	\$\$\$

a. S = Short, M = Medium, L = Long, IP = In Progress; R = Routine

Program #	Program Text	Lead Department or Agency	Priority (S/M/L/IP/R) <sup>a</sup>	Anticipated Level of Effort (\$/\$/\$/\$\$)
<b>3. Transportation Element</b>				
T1.4.1	Update the Zoning Code to ensure compatibility with the electric vehicle infrastructure requirements.	Planning & Community Environment Department	S	\$
T1.4.2	Periodically review requirements for electric and plug-in vehicle infrastructure in new construction. Consider and periodically review requirements for electric and plug-in infrastructure for remodels. Consider costs to the City, including identifying payment options.	Office of Sustainability	R	\$
T1.6.1	Collaborate with transit providers, including Caltrain, bus operators and rideshare companies, to develop first/last mile connection strategies that boost the use of transit and shuttle service for local errands and commuting.	Planning & Community Environment Department	S	\$
T1.6.2	Continue to work with Caltrain, Amtrak, and public bus operators to expand bicycle storage on public transit vehicles and at transit hubs during both peak and off-peak hours.	Planning & Community Environment Department	IP	\$
T1.11.1	Collaborate with Stanford University, VTA, Caltrain and other agencies to pursue improvements to the Palo Alto Transit Center area aimed at enhancing pedestrian experience and improving circulation and access for all modes, including direct access to El Camino Real for transit vehicles.	Planning & Community Environment Department	IP	\$\$\$
T1.11.2	In collaboration with Caltrain and Stanford Research Park, pursue expansion of service to the California Avenue Caltrain Station and creation of an enhanced transit center at the Station, including connections to VTA bus service, the Palo Alto Free Shuttle, the Marguerite, and other private shuttles serving the Research Park.	Planning & Community Environment Department	M	\$\$\$
T1.12.1	Strongly recommend that VTA maintain existing service and coverage levels in Palo Alto.	Planning & Community Environment Department	IP	\$

a. S = Short, M = Medium, L = Long, IP = In Progress; R = Routine

Program #	Program Text	Lead Department or Agency	Priority (S/M/L/IP/R) <sup>a</sup>	Anticipated Level of Effort (\$/\$/\$/\$/\$)
<b>3. Transportation Element</b>				
T1.12.2	Work with VTA to expand VTA express bus service routes to serve the Stanford Research Park, California Avenue, Stanford University, and Downtown.	Planning & Community Environment Department	S	\$\$
T1.12.3	Work with VTA to study the feasibility of, and if warranted provide, traffic signal prioritization for buses at Palo Alto intersections, focusing first on regional transit routes. Also, advocate for bus service improvements on El Camino Real such as queue jump lanes and curbside platforms.	Planning & Community Environment Department	S	\$\$
T1.13.1	Investigate a pilot program to subsidize a taxi, rideshare, or transit program for Palo Altans to get to/from downtown, including offering education and incentives to encourage users.	Planning & Community Environment Department	M	\$
T1.14.1	Evaluate the shuttle system in collaboration with community members, people with special needs, and PAUSD to: <ul style="list-style-type: none"> <li>▪ Evaluate current routes and ridership;</li> <li>▪ Identify potential service improvements, including new or modified routes; expanded schedules that accommodate daytime, evening, and weekend demand; facilitating transit connections, and improvements to the safety and appearance of shuttle stops;</li> <li>▪ Explore partnerships with other services that could complement and supplement the Palo Alto Shuttle;</li> <li>▪ Develop clear and engaging materials to explain and promote shuttle use with the purpose of reducing barriers to use; and</li> <li>▪ Establish a schedule for regular evaluation and reporting to optimize shuttle system use and effectiveness.</li> </ul>	Planning & Community Environment Department	IP	\$\$\$
T1.16.1	Continue regular surveys of bicycle use across the city, by collecting bicycle counts on important and potential bicycle corridors.	Planning & Community Environment Department	IP	\$\$

a. S = Short, M = Medium, L = Long, IP = In Progress; R = Routine



Program #	Program Text	Lead Department or Agency	Priority (S/M/L/IP/R) <sup>a</sup>	Anticipated Level of Effort (\$/\$/\$/\$\$)
<b>3. Transportation Element</b>				
T1.16.2	Consider marketing strategies such as a recurring Palo Alto Open Streets program of events, potentially in coordination with local business groups, which would include street closures and programming.	Planning & Community Environment Department	M	\$
T1.16.3	Encourage private schools to develop Walk and Roll Maps as part of Transportation Demand Management strategies to reduce vehicle trips.	Planning & Community Environment Department	IP	\$
T1.16.4	Participate in local and regional encouragement events such as Palo Alto Walks and Rolls, Bike to Work Day, and Bike Palo Alto! that encourages a culture of bicycling and walking as alternatives to single occupant vehicle trips.	Planning & Community Environment Department	M	\$
T1.19.1	Adjust the street evaluation criteria of the City's Pavement Management Program to ensure that areas of the road used by bicyclists are maintained at the same standards as, or at standards higher than, areas used by motor vehicles. Include bicycle and e-bike detection in intersection upgrades.	Department of Public Works	M	\$
T1.19.2	Prioritize investments for enhanced pedestrian access and bicycle use within Palo Alto and to/from surrounding communities, including by incorporating improvements from related City plans, for example the 2012 <i>Bicycle + Pedestrian Transportation Plan</i> and the Parks, Trails & Open Space Master Plan, as amended, into the Capital Improvements Program.	Department of Public Works	IP	\$\$\$
T1.19.3	Increase the number of east-west pedestrian and bicycle crossings across Alma Street and the Caltrain corridor, particularly south of Oregon Expressway.	Department of Public Works	L	\$\$\$
T1.19.4	Encourage the use of bike sharing, and the provision of required infrastructure throughout Palo Alto, especially at transit stations and stops, job centers, community centers, and other destinations.	Planning & Community Environment Department	IP	\$

a. S = Short, M = Medium, L = Long, IP = In Progress; R = Routine

Program #	Program Text	Lead Department or Agency	Priority (S/M/L/IP/R) <sup>a</sup>	Anticipated Level of Effort (\$/\$/\$/\$/\$)
<b>3. Transportation Element</b>				
T1.19.5	Improve amenities such as seating, lighting, bicycle parking, street trees, public art, and interpretive stations along bicycle and pedestrian paths and in City parks to encourage walking and cycling and enhance the feeling of safety.	Planning & Community Environment Department & Department of Public Works	IP	\$\$\$
T1.22.1	Collect, analyze and report transportation data through surveys and other methods on a regular basis. Track progress on build-out of the 2012 <i>Bicycle + Pedestrian Transportation Plan</i> network.	Planning & Community Environment Department	R	\$
T1.25.1	As part of the effort to reduce traffic congestion, regularly evaluate the City's current Transportation Impact Fee and modify as needed to implement transportation infrastructure improvements. Modifications to the impact fee program should be structured in keeping with the City's desire to require new development to reduce peak hour motor vehicle trips to the extent feasible through TDM plans and by contributions to the provision of transit services, shuttles, carpool/ rideshare incentives, and similar programs.	Planning & Community Environment Department	IP	\$
T1.26.1	In collaboration with regional agencies and neighboring jurisdictions, identify and pursue funding for rail corridor improvements and grade separation.	Planning & Community Environment Department	S	\$
<b>Goal T-2: Decrease delay, congestion, and vehicle miles travelled with a priority on our worst intersections and our peak commute times, including school traffic.</b>				
T2.1.1	Implement computerized traffic management systems to improve traffic flow when feasible.	Planning & Community Environment Department	IP	\$\$\$
T2.1.2	Implement a program to monitor, coordinate, and optimize traffic signal timing a minimum of every two years along arterial and residential arterial streets.	Planning & Community Environment Department	IP	\$

a. S = Short, M = Medium, L = Long, IP = In Progress; R = Routine

Program #	Program Text	Lead Department or Agency	Priority (S/M/L/IP/R) <sup>a</sup>	Anticipated Level of Effort (\$/\$/\$/\$/\$)
<b>3. Transportation Element</b>				
T2.2.1	Work in partnership with the Palo Alto TMA and Stanford University to aggregate data and realize measurable reductions in single-occupant vehicle commuting to and from Downtown and in the Stanford Research Park.	Planning & Community Environment Department	IP	\$
T2.3.1	When adopting new CEQA significance thresholds for VMT for compliance with SB 743 (2013), adopt standards for vehicular LOS analysis for use in evaluating the consistency of a proposed project with the Comprehensive Plan, and also explore desired standards for MMLOS, which includes motor vehicle LOS, at signalized intersections.	Planning & Community Environment Department	S	\$\$
T2.4.1	Revise protocols for reviewing office, commercial, and multi-family residential development proposals to evaluate multimodal level of service and identify gaps in the low stress bicycle and pedestrian network.	Planning & Community Environment Department	S	\$
<b>Goal T-3: Maintain an efficient roadway network for all users.</b>				
T3.5.1	Continue to use best practices in roadway design that are consistent with complete streets principles and the Urban Forest Master Plan, focusing on bicycle and pedestrian safety and multi-modal uses. Consider opportunities to incorporate best practices from the National Association of City Transportation Officials guidelines for urban streets and bikeways, tailored to the Palo Alto context.	Department of Public Works	S	\$\$
T3.5.2	Establish procedures for considering the effects of street design on emergency vehicle response time.	Department of Public Works & Palo Alto Police Department & Palo Alto Fire Department	R	\$

a. S = Short, M = Medium, L = Long, IP = In Progress; R = Routine

Program #	Program Text	Lead Department or Agency	Priority (S/M/L/IP/R) <sup>a</sup>	Anticipated Level of Effort (\$/\$/\$/\$/\$)
<b>3. Transportation Element</b>				
T3.10.1	Support increased public transit, traffic management and parking solutions to ensure safe, convenient access to and from the Stanford Shopping Center/ Medical Center area.	Planning & Community Environment Department	R	\$
T3.10.2	Implement and monitor Development Agreement traffic mitigations at Stanford Medical Center.	Planning & Community Environment Department	IP	\$
T3.10.3	Provide safe, convenient pedestrian, bicycle, and transit connections between the Stanford Shopping Center/Medical Center areas and housing along the Sand Hill Road/Quarry Road corridors to Palo Alto Transit Center, Downtown Palo Alto, and other primary destinations.	Planning & Community Environment Department	R	\$\$\$
T3.10.4	Pursue extension of Quarry Road for transit, pedestrians and bicyclists to access the Palo Alto Transit Center from El Camino Real. Also study the feasibility of another pedestrian and bicycle underpass of Caltrain at Everett Street.	Planning & Community Environment Department	M	\$\$
T3.15.1	Undertake studies and outreach necessary to advance grade separation of Caltrain to become a “shovel ready” project and strongly advocate for adequate State, regional, and federal funding for design and construction of railroad grade separations.	Planning & Community Environment Department	S	\$\$\$
T3.15.2	Conduct a study to evaluate the implications of grade separation on bicycle and pedestrian circulation.	Planning & Community Environment Department	S	\$\$
T3.17.1	Complete a Palo Alto Avenue crossing study to identify potential near-term safety and accessibility improvements.	Planning & Community Environment Department	S	\$\$

a. S = Short, M = Medium, L = Long, IP = In Progress; R = Routine

Program #	Program Text	Lead Department or Agency	Priority (S/M/L/IP/R) <sup>a</sup>	Anticipated Level of Effort (\$/\$/\$/\$/\$)
<b>3. Transportation Element</b>				
T3.17.2	Work with Caltrain to ensure that the rail tracks are safe and secure with adequate fencing and barriers.	Planning & Community Environment Department	S	\$
<b>Goal T-4: Protect local streets that contribute to neighborhood character and provide a range of local transportation options.</b>				
T4.2.1	Periodically evaluate residential areas for traffic impacts and use the results of that evaluation to prioritize traffic calming measures.	Planning & Community Environment Department	IP	\$\$
T4.4.1	Use landscaping and other improvements to establish clear “gateways” at the points where the Oregon Expressway, University Avenue and Embarcadero Road transition from freeways to neighborhoods.	Department of Public Works	L	\$\$\$
<b>Goal T-5: Encourage attractive, convenient, efficient and innovative parking solutions for all users.</b>				
T5.1.1	Evaluate the need to update parking standards in the municipal code, based on local conditions, different users’ needs and baseline parking need. Allow the use of parking lifts for Office/R&D and multifamily housing as appropriate.	Planning & Community Environment Department	S	\$
T5.1.2	Consider reducing parking requirements for retail and restaurant uses as a way to encourage new businesses and the use of alternative modes.	Planning & Community Environment Department	M	\$
T5.1.3	Work with stakeholders in each commercial center and employment district to monitor conditions and determine the appropriate timing for revisions to parking requirements.	Planning & Community Environment Department	M	\$
T5.1.4	Study the feasibility of unbundled parking for office, commercial, and multi-family residential developments (including senior housing developments) that are well-served by transit and demonstrated walking and biking connections.	Planning & Community Environment Department	S	\$

a. S = Short, M = Medium, L = Long, IP = In Progress; R = Routine



Program #	Program Text	Lead Department or Agency	Priority (S/M/L/IP/R) <sup>a</sup>	Anticipated Level of Effort (\$/\$/\$/\$/\$)
<b>3. Transportation Element</b>				
T5.1.5	Consider reducing parking requirements for multi-family uses as a way to encourage new multi-family housing and the use of alternative modes, where reduction in parking would not impact the neighborhood.	Planning & Community Environment Department	S	\$
T5.2.1	Use technology to help identify parking availability and make it easy to pay any parking fees.	Planning & Community Environment Department	S	\$\$\$
T5.2.2	Study and implement pricing strategies for public parking in commercial districts, taking into consideration both employee parking demand and the needs of retailers and customers. Use pricing to encourage short term parking on street, long term parking in parking garages, and the use of alternative modes of transportation	Planning & Community Environment Department	IP	\$\$
T5.2.3	Implement Council-adopted recommendations from the parking management study for the Downtown area, which address the feasibility of removing color-coded parking zones, and dynamic pricing and management policies to prioritize short-term parking spaces closest to the commercial core for customers, garage parking for employees, and neighborhood parking for residents.	Planning & Community Environment Department	S	\$\$\$
T5.4.1	Explore incentives to encourage privately initiated shared parking among individual property owners when developments have excess parking that can be available for other businesses to use.	Planning & Community Environment Department	S	\$
T5.8.1	Study the feasibility of retrofitting City-owned surface parking lots to implement best management practices for stormwater management and urban heat island mitigation, including green infrastructure, permeable pavement and reflective surfaces.	Department of Public Works	S	\$\$
T5.8.2	Identify incentives to encourage the retrofit of privately owned surface parking areas to incorporate best management practices for stormwater management and urban heat island mitigation as well as incentives for the provision of publicly accessible bicycle parking in privately owned lots.	Planning & Community Environment Department	S	\$

a. S = Short, M = Medium, L = Long, IP = In Progress; R = Routine

Program #	Program Text	Lead Department or Agency	Priority (S/M/L/IP/R) <sup>a</sup>	Anticipated Level of Effort (\$/\$/\$/\$/\$)
<b>3. Transportation Element</b>				
T5.8.3	Update City requirements regarding trees and other landscaping that capture and filter stormwater within surface parking lots to take advantage of new technology.	Planning & Community Environment Department	R	\$
T5.11.1	Coordinate with neighborhood groups and local businesses and other stakeholders to evaluate the need for a residential parking permit program in areas without existing programs.	Planning & Community Environment Department	S	\$\$
T5.12.1	Work with employers, merchants, schools, and community service providers, to identify ways to provide more bicycle parking, including e-bike parking with charging stations, near existing shops, services and places of employment.	Planning & Community Environment Department	R	\$
T5.12.2	Install secure electronic bike lockers such as the BikeLink system, at high theft locations, including transit stations and parking garages.	Planning & Community Environment Department	M	\$\$
T5.12.3	Assess the need to provide additional bicycle parking in City-owned parking lots and rights-of-way.	Planning & Community Environment Department	M	\$\$
<b>Goal T-6: Provide a safe environment for motorists, pedestrians, and bicyclists on Palo Alto streets.</b>				
T6.1.1	Follow the principles of the safe routes to schools program to implement traffic safety measures that focus on Safe Routes to work, shopping, downtown, community services, parks, and schools, including all designated school commute corridors.	Planning & Community Environment Department	R	\$\$
T6.1.2	Develop, distribute and aggressively promote maps and apps showing safe routes to work, shopping, community services, parks and schools within Palo Alto in collaboration with stakeholders, including PAUSD, major employers, TMAs, local businesses and community organizations.	Planning & Community Environment Department	IP	\$\$

a. S = Short, M = Medium, L = Long, IP = In Progress; R = Routine

Program #	Program Text	Lead Department or Agency	Priority (S/M/L/IP/R) <sup>a</sup>	Anticipated Level of Effort (\$/\$/\$/\$/\$)
<b>3. Transportation Element</b>				
T6.1.3	Address pedestrian safety along Alma Street between Embarcadero Road and Lytton Street.	Planning & Community Environment Department	S	\$\$
T6.1.4	Address pedestrian safety on shared-use paths through the use of signs, pavement markings, and outreach to users, encouraging them to be safe and courteous.	Planning & Community Environment Department	R	\$
T6.2.1	Regularly collect severity and location data on roadway collisions for all modes of travel, including fatalities and severe injuries, and use this data to make roadway design decisions. In collaboration with Santa Clara County, develop an up-to-date, public database for this information.	Planning & Community Environment Department	R	\$\$
T6.4.1	Consider the Adopted School Commute Corridors Network and adopted "Walk and Roll" maps when reviewing development applications and making land use and transportation planning decisions. Incorporate these requirements into City code when feasible.	Planning & Community Environment Department	R	\$
T6.4.2	Establish standards and procedures for maintaining safe bicycling routes, including signage for warnings and detours during construction projects.	Planning & Community Environment Department	IP	\$
T6.4.3	In collaboration with PAUSD, provide adult crossing guards at school crossings that meet established warrants.	Planning & Community Environment Department	S	\$\$
T6.6.1	Periodically evaluate safety on roadways and at intersections and enhance conditions through the use of signal technology and physical changes. Consider the construction of traffic circles for improved intersection safety.	Planning & Community Environment Department	R	\$\$\$

a. S = Short, M = Medium, L = Long, IP = In Progress; R = Routine

Program #	Program Text	Lead Department or Agency	Priority (S/M/L/IP/R) <sup>a</sup>	Anticipated Level of Effort (\$/\$/\$/\$)
<b>3. Transportation Element</b>				
T6.6.2	Continue to provide educational programs for children and adults, in partnership with community-based educational organizations, to promote the safe walking and safe use of bicycles, including the City-sponsored bicycle education programs in the public schools and the bicycle traffic school program for juveniles.	Planning & Community Environment Department	R	\$
T6.6.3	Work with PAUSD and employers to promote roadway safety for all users, including motorized alternatives to cars and bikes such as mopeds and e-bikes, through educational programs for children and adults.	Planning & Community Environment Department	R	\$
T6.6.4	Complete a mobility and safety study for downtown Palo Alto, looking at ways to improve circulation and safety for all modes.	Planning & Community Environment Department	M	\$
T6.6.5	Identify and construct safety improvements for pedestrian underpasses, including on Embarcadero Road.	Planning & Community Environment Department	L	\$
T6.6.6	Improve pedestrian crossings by creating protected areas and better pedestrian and traffic visibility. Use a toolbox including bulb outs, small curb radii, high visibility crosswalks, and landscaping.	Planning & Community Environment Department	R	\$
T6.6.7	Establish a program to educate residents to keep sidewalks clear of parked cars, especially on narrow local streets in neighborhoods with rolled curbs. Survey for compliance annually.	Planning & Community Environment Department	M	\$
T6.7.1	Evaluate the performance of safety improvements and identify methods to encourage alternative transportation modes.	Planning & Community Environment Department	R	\$

a. S = Short, M = Medium, L = Long, IP = In Progress; R = Routine

Program #	Program Text	Lead Department or Agency	Priority (S/M/L/IP/R) <sup>a</sup>	Anticipated Level of Effort (\$/\$/\$/\$/\$)
<b>3. Transportation Element</b>				
<b>Goal T-7: Provide mobility options that allow people who are transit dependent to reach their destinations.</b>				
T7.1.1	Expand transportation opportunities for transit-dependent riders by supporting discounts for taxi fares, rideshare services, and transit, by coordinating transit systems to be shared by multiple senior housing developments, and by maintaining a database of volunteer drivers, and other transit options.	Planning & Community Environment Department	M	\$
T7.1.2	Coordinate with social service agencies and transit agencies to fill gaps in existing transportation routes and services accessible to transit-dependent riders no matter their means and design new bus routes that enable them to access those services.	Planning & Community Environment Department	R	\$
T7.1.3	Pursue expanded evening and night time bus service to enhance mobility for all users during off-peak times.	Planning & Community Environment Department	R	\$
<b>Goal T-8: Influence the shape and implementation of regional transportation policies and technologies to reduce traffic congestion and greenhouse gas emissions.</b>				
T8.1.1	Continue to participate in regional efforts to develop technological solutions that make alternatives to the automobile more convenient.	Planning & Community Environment Department	R	\$
T8.3.1	Advocate for provision of a new southbound entrance ramp to Highway 101 from San Antonio Road, in conjunction with the closure of the southbound Charleston Road on-ramp at the Rengstorff Avenue interchange in Mountain View.	Planning & Community Environment Department	S	\$
T8.7.1	Work with regional transportation providers to improve connections between Palo Alto and the San Francisco International Airport and Norman Y. Mineta San Jose International Airport.	Planning & Community Environment Department	R	\$

a. S = Short, M = Medium, L = Long, IP = In Progress; R = Routine



Program #	Program Text	Lead Department or Agency	Priority (S/M/L/IP/R) <sup>a</sup>	Anticipated Level of Effort (\$/\$/\$/\$/\$)
<b>3. Transportation Element</b>				
T8.8.1	Identify and improve bicycle connections to/from neighboring communities in Santa Clara and San Mateo counties to support local trips that cross city boundaries. Also advocate for reducing barriers to bicycling and walking at freeway interchanges, expressway intersections, and railroad grad crossings.	Planning & Community Environment Department	IP	\$\$\$

a. S = Short, M = Medium, L = Long, IP = In Progress; R = Routine

Program #	Program Text	Lead Department or Agency	Priority (S/M/L/IP/R) <sup>a</sup>	Anticipated Level of Effort (\$/\$/\$/\$/\$)
<b>4. Natural Environment</b>				
<b>Goal N-1: Protect, conserve and enhance Palo Alto's citywide system of open space, including connected and accessible natural and urban habitats, ecosystems, and natural resources, providing a source of public health, natural beauty and enjoyment for Palo Alto residents.</b>				
N1.1.1	Develop Comprehensive Resource Conservation Plans for the Pearson Arastradero Preserve, Esther Clark Preserve, and Foothills Park to steward the protection of local ecosystems.	Community Services Department	S-M	\$\$\$
N1.1.2	Promote and support ecosystem protection and environmental education programs in Palo Alto and neighboring school districts.	Community Services Department	S	\$
N1.3.1	Work to maintain Williamson Act agricultural preserve contracts within the City.	Planning & Community Environment Department	S	\$
N1.3.2	Provide information and support programs that encourage residents to enhance their private yards with native plant species and low impact landscaping.	Planning & Community Environment Department	R	\$\$
N1.4.1	Periodically review California Environmental Quality Act (CEQA) thresholds of significance regarding special status species to identify changes in listed species recommended by professionally recognized scientific experts.	Planning & Community Environment Department	R	\$
N1.4.2	Explore the feasibility of expanding the use of overlay tools such as the Site and Design (D) Review Combining District or similar development review and restriction tools to protect special-status species and their habitats from development.	Planning & Community Environment Department	M	\$\$
N1.4.3	Assess opportunities to expand habitats of special -status species within publicly-owned open spaces.	Community Services Department	R	\$\$
N1.5.1	Maintain the value of local wetlands as habitats by ensuring adequate flow from the Bay and minimizing effluent.	Community Services Department	R	\$

a. S = Short, M = Medium, L = Long, IP = In Progress; R = Routine

Program #	Program Text	Lead Department or Agency	Priority (S/M/L/IP/R) <sup>a</sup>	Anticipated Level of Effort (\$/\$/\$/\$)
<b>4. Natural Environment</b>				
N1.6.1	Continue to coordinate City review, particularly by Planning, Public Works and Community Services Departments, of projects that might impact the City's foothills and hillside areas.	Planning & Community Environment Department	R	\$
N1.7.1	Examine and improve existing management practices, including the provision of access to open space for City vehicles and equipment, to ensure that natural resources are protected.	Community Services Department	R	\$
N1.7.2	Protect wildlife in public open space areas by improving litter collection, restricting the use of non-recyclable plastics, prohibiting the feeding of wild, feral and stray animals in open space, and enforcing dog leash laws.	Community Services Department	R	\$
N1.7.3	Provide information about responsible behavior in environmentally-sensitive areas through signage, pamphlets and documents on the City's website.	Community Services Department	R	\$
N1.7.4	Review and map existing easements and maintenance roads for potential trails and trail connections.	Community Services Department	S	\$
N1.10.1	Use City funds and seek additional sources of funding, including State and federal programs, to finance open space acquisition, maintenance or conservation.	Community Services Department	R	\$
N1.10.2	Create mechanisms to monitor, assess and respond quickly to land acquisition opportunities that would expand or connect the City's system of parks and open spaces, and establish a long-term funding strategy for acquisition that would enable the City to move quickly when opportunities arise.	Community Services Department	S	\$
<b>Goal N-2: A thriving urban forest that provides public health, ecological, economic, and aesthetic benefits for Palo Alto.</b>				
N2.1.1	Explore ways to prevent and ameliorate damage to trees and tree roots by above and below ground infrastructure and buildings.	Department of Public Works	R	\$
N2.2.1	Periodically update the UFMP and Tree Protection Ordinance to ensure policies and regulations remain relevant set leading standards for tree health practices.	Department of Public Works	R	\$

a. S = Short, M = Medium, L = Long, IP = In Progress; R = Routine

Program #	Program Text	Lead Department or Agency	Priority (S/M/L/IP/R) <sup>a</sup>	Anticipated Level of Effort (\$/\$/\$/\$/\$)
<b>4. Natural Environment</b>				
N2.4.1	Promote landscape design that optimizes soil volume, porosity, structure and health, as well the location, shape and configuration of soil beds.	Planning & Community Environment Department	M	\$
N2.7.1	Maintain and irrigate healthy trees in parks, open space, parking lots, and City rights-of-way, while identifying and replacing unhealthy trees in those areas.	Department of Public Works	S	\$\$
N2.7.2	Continue to invest in the care, irrigation and monitoring of street trees during drought conditions.	Department of Public Works	R	\$\$
N2.7.3	Actively pursue funding for tree planting to increase canopy cover significantly across the city, avoid a net loss of canopy at the neighborhood level, and attain canopy size targets in parks, open space, parking lots, and City rights-of-way.	Department of Public Works	R	\$
N2.9.1	Increase awareness, severity and enforcement of penalties for tree damage.	Department of Public Works	M	\$
N2.9.2	Develop a program for using the City's Urban Forestry Fund to replace trees lost to public improvement and infrastructure projects, with replanting occurring onsite or as close to the original site as is ecologically appropriate.	Department of Public Works	M	\$\$
N2.10.1	Continue to require replacement of trees, including street trees lost to new development.	Planning & Community Environment Department	R	\$
N2.10.2	As part of the update of the Tree and Landscape Technical Manual, consider expanding tree protections to include additional mature trees and provide criteria for making site-specific determinations of trees that should be protected.	Planning & Community Environment Department	S	\$
N2.10.3	Consider revisions to the appeals process to increase transparency regarding tree removals and expanded opportunities for community members to appeal the removal of trees.	Planning & Community Environment Department	L	\$\$
N2.11.1	Develop a transparent and publicly accessible street tree removal and replacement schedule.	Department of Public Works	M	\$

a. S = Short, M = Medium, L = Long, IP = In Progress; R = Routine

Program #	Program Text	Lead Department or Agency	Priority (S/M/L/IP/R) <sup>a</sup>	Anticipated Level of Effort (\$/\$/\$/\$/\$)
<b>4. Natural Environment</b>				
N2.11.2	Develop a program to replace unhealthy public trees over time.	Department of Public Works	M	\$\$
N2.12.1	Explore ways to leverage the fact that Palo Alto's urban forest alleviates climate change by capturing and storing carbon dioxide.	Department of Public Works	M	\$
N2.13.1	Work with local nonprofits to establish one or more tree planting programs that are consistent with the UFMP, and rely on locally native, resilient species. Review existing tree planting guidelines to ensure they achieve these objectives.	Department of Public Works	S	\$\$
N2.13.2	Provide on-going education for City staff, residents, and developers regarding landscape, maintenance, and irrigation practices that protect the urban forest and wildlife species.	Department of Public Works	R	\$
N2.13.3	Involve tree owners in tree maintenance programs.	Planning & Community Environment Department	R	\$
N2.13.4	Cooperate with the Palo Alto Unified School District, Stanford University, Caltrain, Caltrans, Pacific Gas & Electric, and other public and private entities to ensure that their tree planting, tree removal, and maintenance practices are consistent with City guidelines.	Department of Public Works	R	\$
<b>Goal N-3: Conservation of both natural and channelized creeks and riparian areas as open space amenities, natural habitat areas, and elements of community design.</b>				
N3.3.1	Update the Stream Corridor Protection Ordinance to explore 150 feet as the desired stream setback along natural creeks in open space and rural areas west of Foothill Expressway. This 150-foot setback would prohibit the siting of buildings and other structures, impervious surfaces, outdoor activity areas and ornamental landscaped areas within 150 feet of the top of a creek bank. Allow passive or intermittent outdoor activities and pedestrian, equestrian and bicycle pathways along natural creeks where there are adequate setbacks to protect the natural riparian environment. Within the setback area, provide a border of native riparian vegetation at least 30 feet along the creek bank.	Planning & Community Environment Department	S	\$\$
The update to the Stream Protection Ordinance should establish:				

a. S = Short, M = Medium, L = Long, IP = In Progress; R = Routine



Program #	Program Text	Lead Department or Agency	Priority (S/M/L/IP/R) <sup>a</sup>	Anticipated Level of Effort (\$/\$/\$/\$/\$)
<b>4. Natural Environment</b>				
	<ul style="list-style-type: none"> <li>Design recommendations for development or redevelopment of sites within the setback, consistent with basic creek habitat objectives and significant net improvements in the condition of the creek.</li> <li>Conditions under which single-family property and existing development are exempt from the 150-foot setback</li> <li>Appropriate setbacks and creek conservation measures for undeveloped parcels.</li> </ul>			
N3.3.2	Examine the development regulations of the Stream Corridor Protection Ordinance, with stakeholder involvement to establish appropriate setback requirements that reflect the varying natural and channelized conditions along creeks east of Foothill Expressway. Ensure that opportunities to provide an enhanced riparian setback along urban creeks as properties are redeveloped or improved are included in this evaluation.	Planning & Community Environment Department	S	\$\$
N3.3.3	<p>For all creeks, update the Stream Corridor Protection Ordinance to minimize impacts on wildlife by:</p> <ul style="list-style-type: none"> <li>Limiting the development of recreational trails to one side of natural riparian corridors.</li> <li>Requiring careful design of lighting surrounding natural riparian corridors to maximize the distance between nighttime lighting and riparian corridors and direct lighting away from the riparian corridor.</li> </ul>	Planning & Community Environment Department	S	\$\$
N3.4.1	Develop a community creek stewardship program to promote existing creek clean-up days, organize new events, and increase appreciation of riparian corridors.	Department of Public Works	M	\$\$
N3.6.1	Review and update the Grading Ordinance to ensure that it adequately protects creeks from the erosion and sedimentation impacts of grading.	Department of Public Works	M	\$\$
N3.8.1	Work with the SCVWD to develop a maintenance, restoration and enhancement improvement program that preserves flood protection while preserving riparian habitat, and identifies specific stretches of corridor to be restored or daylighted, standards to be achieved, and sources of funding. Include provisions for tree and vegetation planting to enhance natural habitat	Department of Public Works	M	\$\$

a. S = Short, M = Medium, L = Long, IP = In Progress; R = Routine

Program #	Program Text	Lead Department or Agency	Priority (S/M/L/IP/R) <sup>a</sup>	Anticipated Level of Effort (\$/\$/\$/\$)
<b>4. Natural Environment</b>				
	and shade cover.			
N3.8.2	Participate cooperatively in the JPA to achieve increased flood protection, habitat preservation, enhancement and improved recreational opportunities along San Francisquito Creek.	Department of Public Works	IP	\$
<b>Goal N-4: Water resources and infrastructure that are managed to sustain plant and animal life, support urban activities, and protect public health and safety.</b>				
N4.2.1	Educate customers on efficient water use (indoor and outdoor), tree care, and landscaping options.	Department of Public Works	R	\$
N4.5.1	Study the supply and quality of local groundwater aquifers to better understand their utility as natural water storage.	City of Palo Alto Utilities	L	\$
N4.5.2	Work with local public agencies to educate residents regarding the public health, fire, and overall quality of life risks associated with long-term drought.	City of Palo Alto Utilities	R	\$
N4.6.1	Encourage residents to use rain barrels or other rainwater reuse systems.	City of Palo Alto Utilities	S	\$
N4.7.1	Support and participate in the work of the SCVWD to prepare a high-quality groundwater management plan that will address groundwater supply and quality, including, as appropriate: <ul style="list-style-type: none"> <li>▪ An understanding of subsurface hydrology.</li> <li>▪ Strategies to reduce depletion.</li> <li>▪ Opportunities to recharge groundwater, including through use of recycled water and extracted groundwater.</li> <li>▪ Methods to ensure that uncontaminated, toxin-free groundwater is used in a manner that benefits the community, for example in irrigation of parks, street cleaning, and dust suppression.</li> <li>▪ An approach to metering extracted groundwater.</li> </ul>	Department of Public Works	S	\$
N4.7.2	Support the SCVWD and the Regional Water Quality Control Board (RWQCB) to implement their mandate to protect groundwater from the adverse impacts of urban uses.	Department of Public Works	S	\$

a. S = Short, M = Medium, L = Long, IP = In Progress; R = Routine

Program #	Program Text	Lead Department or Agency	Priority (S/M/L/IP/R) <sup>a</sup>	Anticipated Level of Effort (\$/\$/\$/\$/\$)
<b>4. Natural Environment</b>				
N4.7.3	Work with the SCVWD and RWQCB to identify and map key groundwater recharge and stormwater management areas for use in land use planning and permitting and the protection of groundwater resources.	Department of Public Works	IP	\$
N4.8.1	Research and promote new construction techniques and recharge strategies developed to reduce subsurface and surface water impacts and comply with City dewatering policies.	Department of Public Works	IP	\$
N4.8.2	Explore appropriate ways to monitor all excavations and other projects to ensure that dewatering does not result in recharge into the aquifer where needed.	Department of Public Works	S	\$
N4.10.1	Monitor and implement practices for reducing water pollution. Examples include state-of-the-art best management practices (BMPs), land use planning approaches, and construction of modern stormwater management facilities.	Department of Public Works	R	\$\$\$
N4.10.2	Continue public education programs on water quality issues, including BMPs for residents, businesses, contractors, and City employees.	Department of Public Works	R	\$
N4.10.3	Implement swift and rigorous spill response, cleanup, and follow-up investigation procedures to reduce the impacts of toxic spills on the city's creeks and San Francisco Bay.	Department of Public Works	R	\$\$
N4.10.4	Increase monitoring and enforcement of existing prohibitions on materials and practices known to impact local water quality, such as use of copper, in the design and construction industries.	Department of Public Works	R	\$
N4.11.1	Evaluate neighborhoods where parking controls may hinder street sweeping and recommend any changes that are needed.	Department of Public Works	M	\$
N4.12.1	Implement the City's Integrated Pest Management Policy with periodic assessments of pesticide use and use of BMPs to reduce pesticide applications and toxicity, and maximize non-chemical control.	Department of Public Works	R	\$
N4.12.2	Revise the City's Tree and Landscape Technical Manual to include stronger requirements for least-toxic practices in the landscape permitting process.	Department of Public Works	S	\$
N4.12.3	Promote the value of toxin-free landscape management, and educate residents about the impacts of common fertilizers, herbicides, insecticides and pesticides on local water quality.	Department of Public Works	R	\$

a. S = Short, M = Medium, L = Long, IP = In Progress; R = Routine

Program #	Program Text	Lead Department or Agency	Priority (S/M/L/IP/R) <sup>a</sup>	Anticipated Level of Effort (\$/\$/\$/\$\$)
<b>4. Natural Environment</b>				
N4.13.1	Promote the use of permeable paving materials or other design solutions that allow for natural percolation and site drainage through a Storm Water Rebate Program and other incentives.	Department of Public Works	S	\$
N4.13.2	Develop and implement a green stormwater infrastructure plan with the goal to treat and infiltrate stormwater.	Department of Public Works	S	\$\$\$
N4.13.3	Mitigate flooding through improved surface permeability or paved areas, and stormwater capture and storage.	Department of Public Works	S	\$\$
N4.14.1	Establish a standardized process for evaluating the impacts of development on the storm drainage system, including point source discharge, base flow and peak flow.	Department of Public Works	S	\$
N4.14.2	Complete improvements to the storm drainage system consistent with the priorities outlined in the City's Storm Drainage Master Plan, as amended.	Department of Public Works	IP	\$\$\$
N4.15.1	Work with commercial and industrial dischargers to identify and implement pollution prevention measures and BMPs to eliminate or reduce the discharge of metals and other pollutants of concern.	Department of Public Works	R	\$\$
N4.15.2	Encourage commercial dischargers to consistently go beyond minimum requirements of the Clean Bay Business Program.	Department of Public Works	R	\$
N4.16.1	Implement approved recommendations based on the Long-Term Facilities Plan prepared for the RWQCP.	City of Palo Alto Utilities	IP	\$\$\$
N4.16.2	Develop a plan to address ongoing operations of the RWQCP taking potential sea level rise and growth in surrounding communities into account.	City of Palo Alto Utilities	M	\$\$\$
N4.17.1	Evaluate the expansion of existing recycled water infrastructure to serve a larger area. Develop a plan to install "purple pipe" when streets are opened for other infrastructure work.	City of Palo Alto Utilities	M	\$\$
N4.17.2	Evaluate the possibility of using recycled water as an emergency water supply.	City of Palo Alto Utilities	L	\$
N4.17.3	Investigate ways to reuse non-traditional water sources including recycled, gray, black and stormwater.	City of Palo Alto Utilities	R	\$

a. S = Short, M = Medium, L = Long, IP = In Progress; R = Routine

Program #	Program Text	Lead Department or Agency	Priority (S/M/L/IP/R) <sup>a</sup>	Anticipated Level of Effort (\$/\$/\$/\$)
<b>4. Natural Environment</b>				
<b>Goal N-5: Clean, healthful air for Palo Alto and the San Francisco Bay Area.</b>				
N5.1.1	Provide City input on significant proposals for air quality legislation and state implementation plans.	Planning & Community Environment Department	R	\$
N5.1.2	Implement BAAQMD recommended standards for the design of buildings near heavily traveled roads, in order to minimize exposure to auto-related emissions.	Planning & Community Environment Department	S	\$
N5.1.3	Explore adopting new standards that target the reduction of very fine particulate matter (PM2.5), which is associated with increased impacts on health.	Planning & Community Environment Department	S	\$
N5.2.1	Promote understanding of the impacts of extended idling on air quality, for residents, auto-dependent businesses, and schools.	Planning & Community Environment Department	M	\$
N5.2.2	Consider adopting and enforcing penalties for drivers that idle for longer than 3-5 minutes.	Planning & Community Environment Department	M	\$
N5.3.1	Cooperatively work with Santa Clara County and the BAAQMD to ensure that mining and industrial operations mitigate environmental and health impacts.	Planning & Community Environment Department	R	\$
N5.3.2	Monitor particulate emissions at local California Air Resources Board monitoring stations and make the information easily available to citizens.	Planning & Community Environment Department	R	\$

a. S = Short, M = Medium, L = Long, IP = In Progress; R = Routine



Program #	Program Text	Lead Department or Agency	Priority (S/M/L/IP/R) <sup>a</sup>	Anticipated Level of Effort (\$/\$/\$/\$)
<b>4. Natural Environment</b>				
N5.3.3	Promote understanding of the health impacts of particulate emissions and provide information to residents and businesses about steps they can take to reduce particulate emissions, such as reducing or eliminating wood burning or using low emission alternatives to wood-burning stoves and fireplaces.	Planning & Community Environment Department	R	\$
N5.3.4	Explore feasible and cost-effective opportunities to reduce concrete and asphalt use by the City, in parks and other public projects.	Department of Public Works	R	\$
<b>Goal N-6: An environment that minimizes the adverse impacts of noise.</b>				
N6.3.1	Continue working to reduce noise impacts created by events and activities taking place in communities adjoining Palo Alto.	Planning & Community Environment Department	R	\$
N6.3.2	Evaluate the feasibility of adopting noise criteria in the purchase of new City vehicles and equipment.	Department of Public Works	M	\$
N6.3.3	Update the Noise Ordinance, as needed, to provide for clear interpretation of the regulations, to review the effectiveness of existing standards, and to ensure that regulations address contemporary issues.	Planning & Community Environment Department	S	\$
N6.7.1	Update noise impact review procedures in the Noise Ordinance and the Zoning Code to address appropriate requirements for analysis and thresholds for impacts on residential land uses and publicly-owned conservation land.	Planning & Community Environment Department	S	\$
N6.10.1	Evaluate changes to the Noise Ordinance to further reduce the impacts of noise from leaf blowers and residential power equipment.	Planning & Community Environment Department	M	\$
N6.11.1	For larger development projects that demand intensive construction periods and/or use equipment that could create vibration impacts, such as the Stanford University Medical Center or major grade separation projects, require a vibration impact analysis, as well as formal, ongoing monitoring and reporting of noise levels throughout the entire construction process pertinent to industry standards.	Planning & Community Environment Department	S	\$\$

a. S = Short, M = Medium, L = Long, IP = In Progress; R = Routine

Program #	Program Text	Lead Department or Agency	Priority (S/M/L/IP/R) <sup>a</sup>	Anticipated Level of Effort (\$/\$/\$/\$/\$)
<b>4. Natural Environment</b>				
	The monitoring plan should identify hours of operation and could include information on the monitoring locations, durations and regularity, the instrumentation to be used and appropriate noise control measures to ensure compliance with the noise ordinance.			
N6.12.1	Continue working to reduce noise associated with operations of the Palo Alto Airport. Also, ensure compliance with the land use compatibility standards for community noise environments, shown in Table N-1, by prohibiting incompatible land use development within the 60 dBA CNEL noise contours of the airport.	Department of Public Works	R	\$\$
N6.12.2	Participate in appropriate public forums and engage with other governmental agencies and representatives to ensure that activities at airports in the region do not negatively affect noise levels in Palo Alto.	Department of Public Works	IP	\$
N6.13.1	Encourage the Peninsula Corridors Joint Powers Board to pursue technologies and grade separations that would reduce or eliminate the need for train horns/whistles in communities served by rail service.	Planning & Community Environment Department	IP	\$
N6.13.2	Evaluate changing at-grade rail crossings so that they qualify as Quiet Zones based on Federal Railroad Administration (FRA) rules and guidelines in order to mitigate the effects of train horn noise without adversely affecting safety at railroad crossings.	Planning & Community Environment Department	S	\$\$\$
N6.13.3	Participate in future environmental review of the California High-Speed Rail (HSR) Project, planned to utilize existing Caltrain track through Palo Alto, to ensure that it adheres to noise and vibration mitigation measures.	Planning & Community Environment Department	S	\$\$
<b>Goal N-7: A clean, efficient energy supply that makes use of cost-effective renewable resources.</b>				
N7.1.1	Meet customer electricity needs with least total cost resources after careful assessment of environmental cost and benefits.	City of Palo Alto Utilities	R	\$
N7.2.1	Promote the adoption of cost-effective, renewable energy technologies from diverse renewable fuel sources by all customers.	City of Palo Alto Utilities	S	\$
N7.2.2	Assess the feasibility of using life cycle analysis and total cost of ownership analysis for public and private projects, funded by the project proponent, in	City of Palo Alto Utilities	M	\$\$

a. S = Short, M = Medium, L = Long, IP = In Progress; R = Routine

Program #	Program Text	Lead Department or Agency	Priority (S/M/L/IP/R) <sup>a</sup>	Anticipated Level of Effort (\$/\$/\$/\$\$)
<b>4. Natural Environment</b>				
	order to minimize the consumption of energy, the production of greenhouse gases, including GHG emissions of construction materials and demolition and costs over the life of the project.			
N7.4.1	Continue timely incorporation of State and federal energy efficiency standards and policies in relevant City codes, regulations and procedures, and higher local efficiency standards that are cost-effective.	Planning & Community Environment Department	R	\$
N7.4.2	Implement cost effective energy efficiency programs for all customers, including low income customers.	City of Palo Alto Utilities	R	\$
N7.4.3	Incorporate cost-effective energy conservation measures into construction, maintenance, and City operation and procurement practices.	City of Palo Alto Utilities	R	\$\$
N7.4.4	Implement gas and electric rate structures that encourage efficient use of resources while meeting State law requirements that rates be based on the cost of service.	City of Palo Alto Utilities	M	\$
N7.4.5	Continue to provide public education programs addressing energy conservation and efficiency.	City of Palo Alto Utilities	R	\$
N7.5.1	Monitor professional and medically-sound research and studies on light-emitting diodes (LEDs).	City of Palo Alto Utilities	M	\$
N7.6.1	Explore changes to building and zoning codes to incorporate solar energy, energy storage and other energy efficiency measures into major development projects, including City-owned projects.	Planning & Community Environment Department	S	\$
N7.6.2	Promote use of the top floors of new and existing structured automobile garages for installation of photovoltaic panels and green roofs.	Planning & Community Environment Department	S	\$
N7.6.3	Promote solar energy in individual private projects.	Planning & Community Environment Department	R	\$

a. S = Short, M = Medium, L = Long, IP = In Progress; R = Routine

Program #	Program Text	Lead Department or Agency	Priority (S/M/L/IP/R) <sup>a</sup>	Anticipated Level of Effort (\$/\$/\$/\$/\$)
<b>4. Natural Environment</b>				
N7.7.1	Evaluate the potential for a cost-effective plan for transitioning to a completely carbon-neutral natural gas supply.	City of Palo Alto Utilities	S	\$
N7.7.2	Explore the transition of existing buildings from gas to electric or solar water and space heating.	City of Palo Alto Utilities	S	\$\$
N7.8.1	Evaluate energy efficient approaches for the treatment and reuse of organic waste that maximize resource recovery and reduce greenhouse gas generation at the RWQCP located in Palo Alto and the Palo Alto Landfill.	City of Palo Alto Utilities	M	\$
<b>Goal N-8: Actively support regional efforts to reduce our contribution to climate change while adapting to the effects of climate change on land uses and city services.</b>				
N8.1.1	Participate in cooperative planning with regional and local public agencies, including on the Sustainable Communities Strategy, on issues related to climate change, such as greenhouse gas reduction, water supply reliability, sea level rise, fire protection services, emergency medical services, and emergency response planning.	Planning & Community Environment Department	R	\$
N8.1.2	Pursue or exceed State goals of achieving zero net carbon for residential buildings by 2020 and commercial buildings by 2030, without compromising the urban forest.	Office of Sustainability	S	\$
N8.2.1	Periodically update the S/CAP consistent with the update schedule in the approved S/CAP; this update shall include an updated greenhouse gas inventory and updated short, medium, and long-term emissions reduction goals.	Office of Sustainability Services	M	\$\$
N8.3.1	Protect the Municipal Services Center, Utility Control Center, and RWQCP from the impacts of sea level rise.	City of Palo Alto Utilities	M	\$\$\$
N8.4.1	Prepare response strategies that address sea level rise, increased flooding, landslides, soil erosion, storm events and other events related to climate change. Include strategies to respond to the impacts of sea level rise on Palo Alto's levee system.	Planning & Community Environment Department	S	\$\$\$

a. S = Short, M = Medium, L = Long, IP = In Progress; R = Routine

Program #	Program Text	Lead Department or Agency	Priority (S/M/L/IP/R) <sup>a</sup>	Anticipated Level of Effort (\$/\$/\$/\$)
<b>5. Safety Element</b>				
<b>Goal S-1: A safe community that is aware of risks and prepared for emergencies.</b>				
S1.1.1	Expand public education programs that help and encourage each household in the City to be prepared to be self-sufficient, with enough stored water and food to support the entire household for at least one week after a major earthquake, flood, terrorism event, pandemic or other major disaster.	Office of Emergency Services	S	\$
S1.1.2	Continue to implement and fund the Emergency Services Volunteer program.	Office of Emergency Services	S	\$
S1.1.3	Conduct emergency hazard drills with key stakeholder organizations across the community to improve preparedness for known threats and hazards.	Office of Emergency Services	R	\$\$
S1.1.4	Support an annual community public safety fair to educate and engage the public on preparedness and offer the opportunity to buy emergency disaster supplies for home and vehicle.	Office of Emergency Services	R	\$\$
S1.1.5	Encourage local businesses and other organizations to have disaster preparedness, communication, mitigation and recovery plans in place.	Office of Emergency Services	R	\$
S1.2.1	Develop accessible, attractive marketing materials to promote involvement in community crime safety programs.	Office of Emergency Services	R	\$
S1.3.1	Explore the use of urban design principles to increase safety and prevent crime in Palo Alto.	Planning & Community Environment Department	S	\$
S1.3.2	Support programs such as the Department of Housing and Urban Development's Good Neighbor Next Door, which incentivizes home purchase for first responders with discounts.	Planning & Community Environment Department	R	\$
S1.4.1	Make data available to maintain an accurate, up to date, and complete real-time local crime mapping function to promote neighborhood safety.	Police Department	M	\$\$

a. S = Short, M = Medium, L = Long, IP = In Progress; R = Routine



Program #	Program Text	Lead Department or Agency	Priority (S/M/L/IP/R) <sup>a</sup>	Anticipated Level of Effort (\$/\$/\$/\$\$)
<b>5. Safety Element</b>				
S1.5.1	Promote neighborhood security by providing crime prevention information and training to residents, and continuing to fund resident involvement in neighborhood safety programs such as “Know Your Neighbor” grants and Block Preparedness Coordinators.	Police Department	R	\$
S1.5.2	Collaborate with the Palo Alto Unified School District (PAUSD), other school districts in the city, private schools, businesses, non-profits, and local faith-based organizations provide community safety education.	Police Department	R	\$
S1.5.3	Encourage the PAUSD to develop secure school facilities and collaborate with Emergency Services Volunteers on disaster preparedness activities; emergency disaster planning, exercises and drills; and disaster recovery.	Office of Emergency Services	R	\$
S1.5.4	Continue to support and encourage participation in Police Department programs to introduce youth to the importance and benefits of local law enforcement.	Police Department	R	\$
S1.6.1	Enhance public safety department training for evolving challenges, such as small- to large-scale human threats, interacting with individuals with mental illness, and non-lethal alternatives.	Police Department	R	\$
S1.6.2	Support the PAPD in implementing and maintaining approved technologies for data gathering, surveillance, and recording interactions with the public. Incorporate best practices in use policies with special consideration in ensuring the programs protect the public’s privacy rights and civil liberties, in accordance with current legislation. Ensure transparency by communicating new equipment implementation, usage, privacy considerations, and retention of data.	Police Department	S	\$\$
S1.6.3	Communicate transparently with the community regarding adoption of new PAPD equipment and/or tactics while balancing the need for operational security.	Police Department	S	\$
S1.7.1	Regularly monitor and review the level of public safety staffing and satellite police station locations required for efficient local service delivery.	Police Department	R	\$
S1.7.2	Design the new Public Safety building to meet essential service standards, the needs of the public safety departments and be resilient against known threats and hazards.	Department of Public Works	S	\$\$\$

a. S = Short, M = Medium, L = Long, IP = In Progress; R = Routine

Program #	Program Text	Lead Department or Agency	Priority (S/M/L/IP/R) <sup>a</sup>	Anticipated Level of Effort (\$/\$/\$/\$/\$)
<b>5. Safety Element</b>				
S1.7.3	Provide community notifications in the event of emergency using the best available methods and explore new technologies for emergency public information and warnings.	Office of Emergency Services	R	\$\$
S1.8.1	Update Palo Alto's 2001 Terrorism Response Plan.	Office of Emergency Services	S	\$\$
S1.9.1	Develop an Infrastructure Master Plan that projects the future needs of streets, underground utilities, and all City assets and plans for the incorporation of new technology that improves efficiency and effectiveness.	Department of Public Works	S	\$\$\$
S1.10.1	Regularly update and make publicly available the City of Palo Alto Emergency Operations Plan (EOP).	Office of Emergency Services	R	\$\$\$
S1.10.2	Participate in local and regional planning efforts to mitigate, prepare for, respond to, and recover from emergencies.	Office of Emergency Services	R	\$
S1.10.3	Implement the mitigation strategies and guidelines provided by the LHMP, including those that address evolving hazards resulting from climate change.	Office of Emergency Services	R	\$\$
S1.12.1	Encourage multiagency coordination in case of incidents that cross disciplinary or jurisdictional boundaries or coordination that involves complex incident management scenarios.	Office of Emergency Services	R	\$
S1.12.2	Explore the establishment of mutually-beneficial cooperative agreements between Palo Alto's police and fire departments and those of neighboring cities.	Police Department, Fire Department	M	\$
S1.13.1	Identify solutions to add an additional power line to Palo Alto to ensure redundancy.	City of Palo Alto Utilities	S	\$\$
S1.13.2	Explore incentives to adopt emerging, residential off-grid capabilities and technologies, including back-up power sources vital in the event of natural disasters or other threats.	City of Palo Alto Utilities	M	\$

a. S = Short, M = Medium, L = Long, IP = In Progress; R = Routine

Program #	Program Text	Lead Department or Agency	Priority (S/M/L/IP/R) <sup>a</sup>	Anticipated Level of Effort (\$/\$/\$/\$/\$)
<b>5. Safety Element</b>				
S1.13.3	Continue citywide efforts to underground utility wires to limit injury, loss of life, and damage to property in the event of human-made or natural disasters.	City of Palo Alto Utilities	R	\$\$\$
S1.13.4	Enhance the safety of City-owned natural gas pipeline operations. Work with customers, public safety officials, and industry leaders to ensure the safe delivery of natural gas throughout the service area. Provide safety information to all residents on City-owned natural gas distribution pipelines.	City of Palo Alto Utilities	R	\$
S1.13.5	Provide off-grid and/or backup power sources for critical City facilities to ensure uninterrupted power during emergencies and disasters.	City of Palo Alto Utilities	R	\$
<b>Goal S-2: Protection of life, ecosystems and property from natural hazards and disasters, including earthquake, landslide, flooding, and fire.</b>				
S2.5.1	Periodically review and update the City's Seismic Hazard Ordinance.	Development Services Department	IP	\$
S2.5.2	Continue to provide incentives for seismic retrofits of structures throughout the city, particularly those building types that would affect the most people in the event of an earthquake.	Planning & Community Environment Department	S	\$
S2.6.1	Encourage efforts by individual neighborhood or block-level groups to pool resources for seismic retrofits.	Planning & Community Environment Department	M	\$
S2.6.2	Continue to use a seismic bonus and a TDR Ordinance for seismic retrofits for eligible structures in the Commercial Downtown (CD) zone.	Planning & Community Environment Department	R	\$
S2.6.3	Evaluate the TDR Ordinance so that transferred development rights may be used for residential development on the receiver sites.	Planning & Community Environment Department	R	\$

a. S = Short, M = Medium, L = Long, IP = In Progress; R = Routine

Program #	Program Text	Lead Department or Agency	Priority (S/M/L/IP/R) <sup>a</sup>	Anticipated Level of Effort (\$/\$/\$/\$)
<b>5. Safety Element</b>				
S2.6.4	Study the possibility of revising the transfer of development rights program to encourage seismic retrofits.	Planning & Community Environment Department	M	\$
S2.6.5	Explore the use of Community Development Block Grants, Palo Alto Housing Funds and other sources of funding to support owners of lower income and senior housing to retrofit seismically-unsafe construction.	Planning & Community Environment Department	S	\$
S2.7.1	As part of the construction permitting process for proposed new and redeveloped buildings in areas of identified hazard shown on MapS-2, structures that would affect the most people in a seismic event require submittal to the City of a geotechnical/seismic report that identifies specific risks and appropriate mitigation measures.	Development Services Department	S	\$
S2.7.2	Review and update, as appropriate, City code requirements for excavation, grading, filling and construction to ensure that they conform to currently accepted and adopted State standards.	Department of Public Works	M	\$
S2.7.3	Utilize the results of Palo Alto's Seismic Hazards Identification Program and inventory of potentially seismically vulnerable building types to establish priorities and consider incentives to encourage structural retrofits.	Planning & Community Environment Department	S	\$
S2.8.1	Implement flood mitigation requirements of FEMA in Special Flood Hazard Areas as illustrated on the Flood Insurance Rate Maps.	Department of Public Works	R	\$\$\$
S2.8.2	Continue participating in FEMA's Community Rating System to reduce flood insurance for local residents and businesses and strive to improve Palo Alto's rating in order to lower the cost of flood insurance.	Department of Public Works	R	\$
S2.8.3	Collaborate with the San Francisquito Creek Joint Powers Authority and the Santa Clara Valley Water District on environmentally-sensitive efforts to stabilize, restore, maintain and provide one percent (100-year) flood protection adjacent to San Francisquito Creek.	Department of Public Works	IP	\$\$\$

a. S = Short, M = Medium, L = Long, IP = In Progress; R = Routine

Program #	Program Text	Lead Department or Agency	Priority (S/M/L/IP/R) <sup>a</sup>	Anticipated Level of Effort (\$/\$/\$/\$/\$)
<b>5. Safety Element</b>				
S2.8.4	Work with East Palo Alto, Santa Clara Valley Water District and San Francisquito Creek Joint Powers Authority on efforts to increase the flows within the San Francisquito Creek possible solutions include replacing the City-owned Newell Road Bridge and District-owned Pope Chaucer Street Bridge.	Department of Public Works	S	\$\$\$
S2.10.1	Keep basement restrictions up to date with changing flood hazard zones.	Planning & Community Environment Department	S	\$
S2.11.1	Review development standards applicable in areas susceptible to flooding from sea level rise, including east of Highway 101, West Bayshore and East Meadow Circle, the area east of San Antonio Road and north of East Charleston, and implement shoreline development regulations to ensure that new development is protected from potential impacts of flooding resulting from sea level rise and significant storm events. Regulations should be consistent with the Baylands Master Plan, as amended, and may include new shoreline setback requirements, limits on lot line adjustments to avoid the creation of vulnerable shoreline lots, and/or triggers for relocation or removal of existing structures based on changing site conditions and other factors.	Planning & Community Environment Department	S	\$\$
S2.11.2	Study appropriate restrictions on underground construction in areas outside of flood zones, as shown on Map S-5, to accommodate expected higher groundwater levels due to sea level rise and minimize consequent flooding of underground construction.	Planning & Community Environment Department	S	\$
S2.12.1	Work cooperatively with the Santa Clara Valley Water District and the San Francisquito Creek Joint Powers Authority to provide flood protection from high tide events on San Francisco Bay, taking into account the impacts of future sea level rise, to provide one percent (100-year) flood protection from tidal flooding, while being sensitive to preserving and protecting the natural environment.	Department of Public Works	R	\$\$\$
S2.12.2	Work with regional, State, and federal agencies to develop additional strategies to adapt to flood hazards to existing or new development and infrastructure, including support for environmentally sensitive levees.	Department of Public Works	R	\$

a. S = Short, M = Medium, L = Long, IP = In Progress; R = Routine



Program #	Program Text	Lead Department or Agency	Priority (S/M/L/IP/R) <sup>a</sup>	Anticipated Level of Effort (\$/\$/\$/\$/\$)
<b>5. Safety Element</b>				
S2.13.1	Regularly review and update the Fire Department's operations, training facilities and programs to ensure consistency with current standards and Best Management Practices.	Fire Department	R	\$
S2.13.2	Explore technological tools, such as cameras or remote sensors, to identify smoke or fires and initiate response as quickly as possible.	Fire Department	S	\$\$
S2.14.1	Regularly review and fund updates to the Palo Alto Foothills Fire Management Plan to ensure consistency with current standards and Best Management Practices.	Fire Department	M	\$\$
S2.14.2	Implement the Foothills Fire Management Plan to balance conservation of natural resources with reduction of fire hazards especially in open space areas.	Fire Department	R	\$\$\$
S2.14.3	Minimize fire hazards by maintaining low density zoning in wildland fire hazard areas.	Planning & Community Environment Department	R	\$
S2.14.4	Work collaboratively with other jurisdictions and agencies to reduce wildfire hazards in and around Palo Alto, with an emphasis on effective vegetation management and mutual aid agreements.	Fire Department	R	\$
S2.14.5	Consider implementation of CAL FIRE recommended programs in educating and involving the local community to diminish potential loss caused by wildfire and identify prevention measures to reduce those risks.	Fire Department	S	\$\$
S2.15.1	Evaluate measures for optimal service delivery to improve efficiency; develop automatic or mutual aid agreements with other jurisdictions, including Stanford, to improve efficiencies.	Fire Department	M	\$\$
S2.15.2	Upgrade fire stations so that all remain fully functional following earthquakes.	Fire Department	IP	\$\$\$
S2.15.3	Periodically update the Fire Department Standards of Cover document.	Fire Department	S	\$
S2.16.1	Provide public education on fire safety, including wildland and structural fire prevention, evacuation routes and guidelines for clearance of landscaping and other hazards around structures.	Fire Department	R	\$

a. S = Short, M = Medium, L = Long, IP = In Progress; R = Routine

Program #	Program Text	Lead Department or Agency	Priority (S/M/L/IP/R) <sup>a</sup>	Anticipated Level of Effort (\$/\$/\$/\$/\$)
<b>5. Safety Element</b>				
<b>Goal S-3: An environment free of the damaging effects of human-caused threats and hazardous materials.</b>				
S3.1.1	Continue City permitting procedures for commercial and industrial storage, use, and handling of hazardous materials and regulate the commercial use of hazardous materials that may present a risk of off-site health or safety effects.	Fire Department	IP	\$
S3.1.2	Minimize the risks of biohazards in Palo Alto, including Level 4 biohazards, by continuing to review and update, as necessary, local regulations regarding use, handling and disposal.	Fire Department	S	\$
S3.1.3	Strengthen development review requirements and construction standards for projects on sites with groundwater contamination.	Development Services Department	S	\$
S3.1.4	Establish protocols to monitor the movement of hazardous materials on Palo Alto roadways and respond effectively to spills via established truck and construction routes.	Fire Department	M	\$
S3.1.5	Work with non-profit organizations to provide information to the public regarding pesticides and other commonly used hazardous materials, environmentally preferable alternatives, and safe recycling and disposal practices to all user groups.	Fire Department	R	\$
S3.1.6	Continue providing regular household hazardous waste collection events at the Palo Alto Regional Water Quality Control Plant and strive to make these programs more convenient and accessible to residents.	Department of Public Works	R	\$
S3.1.7	Continue to allow small quantity generators to dispose of hazardous waste at cost.	Department of Public Works	R	\$
S3.1.8	Continue to educate residents on the proper disposal of pharmaceutical and household hazardous waste. Encourage proper disposal of medications through pharmacies or drug take-back programs rather than flushing.	Department of Public Works	R	\$
S3.6.1	Work with the freight industry to monitor the contents of freight trains intersecting Palo Alto for potentially hazardous materials, and to establish accountability for accidents and spills.	Office of Emergency Services	R	\$

a. S = Short, M = Medium, L = Long, IP = In Progress; R = Routine

Program #	Program Text	Lead Department or Agency	Priority (S/M/L/IP/R) <sup>a</sup>	Anticipated Level of Effort (\$/\$/\$/\$/\$)
<b>5. Safety Element</b>				
S3.6.2	Work with Caltrain and the PAUSD, to educate students and the public on the dangers of rail trespass and the benefits of suicide support services available in Palo Alto.	Community Services Department	R	\$
S3.8.1	Encourage residential and commercial food waste reduction through incentives, educational outreach and programs.	Department of Public Works	R	\$
S3.8.2	To the extent allowed by law, use refuse rate structures that incentivize waste reduction.	Department of Public Works	R	\$
S3.8.3	Continue to work with CalRecycle and the Department of Toxic Substances Control to develop and promote long-term solid waste management, such as environmentally responsible recycling programs, composting of food waste and other organics, and citywide electronics and digital hardware recycling efforts.	Department of Public Works	IP	\$
S3.9.1	Periodically review and update the adopted Construction and Debris program.	Department of Public Works	R	\$
S3.9.2	Educate Palo Alto residents and developers about available incentives to use environmentally friendly deconstruction activities to minimize our carbon footprint, and to save natural resources, as well as space in our landfills.	Development Services Department	R	\$
S3.10.1	Support efforts to enforce extended producer responsibility for solid waste to reduce waste produced from manufacturing, shipping, packaging and the entire life-cycle of the product.	Office of Sustainability Services	R	\$
S3.12.1	Complete an inventory of the City's digital infrastructure to locate vulnerabilities and gaps in system redundancies and develop recommendations for improved cybersecurity.	City of Palo Alto Utilities	S	\$\$
S3.12.2	Establish criteria for the installation of high security telecommunications technology in new local government projects.	City of Palo Alto Utilities	M	\$
S3.12.3	Establish a wi-fi network that will be available to public safety responders and Emergency Service Volunteers in the event of power interruption during an emergency or disaster.	City of Palo Alto Utilities	S	\$\$

a. S = Short, M = Medium, L = Long, IP = In Progress; R = Routine

Program #	Program Text	Lead Department or Agency	Priority (S/M/L/IP/R) <sup>a</sup>	Anticipated Level of Effort (\$/\$/\$/\$/\$)
<b>6. Community Services &amp; Facilities Element</b>				
<b>Goal C-1: Deliver community services effectively and efficiently.</b>				
C1.1.1	Based on identified needs, continue to provide and expand the provision of multilingual literature, program information and educational displays at public community facilities and parks.	Community Services Department	R	\$
C1.1.2	Establish a cross-cultural outreach program to engage residents of all ages, cultural, social and linguistic backgrounds in educational, recreational and cultural activities offered throughout the City of Palo Alto.	Community Services Department	M	\$
C1.2.1	Periodically review public information, outreach and community relations activities to evaluate effectiveness.	Community Services Department	R	\$
C1.2.2	Explore a City solution to help residents and others to resolve questions and concerns and navigate the City's community services and facilities.	Community Services Department	M	\$
C1.2.3	Identify barriers to participation in City programming and facilities across gender, age, socioeconomic and ethnic groups and sexual identity and orientation, as well as mental and physical abilities, and adopt strategies to remove barriers to participation.	Community Services Department	S	\$
C1.2.4	Based on identified needs, expand program offerings to underserved groups.	Community Services Department	R	\$\$\$
C1.3.1	Develop and implement a plan to collect and analyze data on demographics, use of community service facilities and needs of the community as related to parks, open spaces, recreation, arts and culture.	Community Services Department	M	\$
C1.6.1	Establish a program to facilitate continuing corporate support for community services through contributions of funds, time, materials and expertise.	Community Services Department	M	\$
C1.12.1	In cooperation with public and private businesses, non-profit organizations, and PAUSD, develop a service program that will coordinate the efforts of agencies providing services to families and youth in Palo Alto.	Community Services Department	R	\$

a. S = Short, M = Medium, L = Long, IP = In Progress; R = Routine

Program #	Program Text	Lead Department or Agency	Priority (S/M/L/IP/R) <sup>a</sup>	Anticipated Level of Effort (\$/\$/\$/\$)
<b>6. Community Services &amp; Facilities Element</b>				
C1.13.1	Determine the potential for City shared use of PAUSD facilities for weekend, summer and evening use for community uses such as child care, libraries, recreational facilities, community meeting space, education, language education, health care, culture and computer resources.	Community Services Department	M	\$
C1.15.1	Support and promote the provision of comprehensive child care services in Palo Alto by public and private providers, including employers.	Community Services Department	S	\$
C1.15.2	Utilize the Early Care and Education Committee to develop and update the Child Care Master Plan, and to connect providers and professionals working with families with young children, explore challenges and opportunities to programs and services for young children, and support early education programs in the community in their efforts to enhance quality.	Community Services Department	S	\$
C.1.15.3	Collaborate with Palo Alto Community Child Care (PACCC) to identify, develop, and promote high quality early learning environments to serve all families in our community.	Community Services Department	M	\$
C1.15.4	Explore opportunities to provide access to childcare for families of City employees.	Community Services Department	L	\$
C1.16.1	Identify funding sources for expanded outreach and increased involvement to support youth and teen leadership programs and events.	Community Services Department	M	\$
C1.16.2	Leverage available funding to pursue support of teen mental, physical, social and emotional health programs.	Community Services Department	R	\$
C1.17.1	Optimize participation in such programs by increasing the number of locations where the programs are provided and by supporting transportation options to these locations.	Community Services Department	S	\$
C.1.17.2	Develop programs and activities for teens that strengthen leadership skills, encourage a culture of community service, inclusiveness, tolerance and acceptance of others.	Community Services Department	R	\$

a. S = Short, M = Medium, L = Long, IP = In Progress; R = Routine



Program #	Program Text	Lead Department or Agency	Priority (S/M/L/IP/R) <sup>a</sup>	Anticipated Level of Effort (\$/\$/\$/\$/\$)
<b>6. Community Services &amp; Facilities Element</b>				
C1.17.3	Promote a diverse range of interests and vocations among programs offered to children, youth and teens.	Community Services Department	M	\$
C1.18.1	Develop a program to engage the talents and skills that seniors possess that would provide volunteer opportunities throughout the City.	Community Services Department	R	\$
C.1.18.2	Support, promote, and publicize the provision of comprehensive senior services in coordination with senior service providers. Comprehensive services include addressing senior nutrition, mental health and transportation.	Community Services Department	R	\$
C.1.18.3	Establish a support program for caregivers of seniors and people with disabilities by partnering with private, nonprofit, faith-based and public community service organizations.	Community Services Department	M	\$
C1.20.1	Partner with agencies for support and improved access so that all can participate as appropriate in Palo Alto recreational programs.	Community Services Department	R	\$
C1.22.1	Increase awareness about caring and compassion for the unhoused and those who suffer from mental and/or physical conditions through educational programming in partnership with community and business organizations throughout the region.	Community Services Department	R	\$
C1.22.2	Work with Santa Clara and San Mateo Counties, the State of California, the federal government, non-profit agencies, business and other organizations to define roles and responsibilities in the comprehensive provision of permanent supportive housing and temporary shelter, food, clothing and transportation for those in need.	Planning & Community Environment Department	R	\$
<b>Goal C-2: Demonstrate a commitment to excellence and high quality service to the public among City of Palo Alto officials and employees.</b>				
C2.2.1	Establish performance review criteria for City employees that consider the quality of service provided.	Human Resources Department	M	\$

a. S = Short, M = Medium, L = Long, IP = In Progress; R = Routine

Program #	Program Text	Lead Department or Agency	Priority (S/M/L/IP/R) <sup>a</sup>	Anticipated Level of Effort (\$/\$/\$/\$)
<b>6. Community Services &amp; Facilities Element</b>				
C2.2.2	Periodically perform evaluations of City service delivery and develop strategies for continuous improvement. Use metrics and make information publicly available.	Community Services Department	R	\$
C3.2.1	Develop a proactive Asset Management Program for infrastructure requirements and costs.	Administrative Services Department	M	\$
<b>Goal C-3: Recognize the intrinsic value and everyday importance of our parks and community centers, libraries, civic buildings and cultural assets by investing in their maintenance and improvement.</b>				
C3.3.1	Periodically evaluate how parks and recreational facilities are being used and develop strategies for improving their use overall.	Community Services Department	IP	\$
C3.3.2	Study and recommend methods of private and public financing for improved park maintenance, rehabilitation, and construction of facilities, including those used for arts and culture.	Community Services Department	S	\$
C3.3.3	Estimate the costs of retrofitting all park facilities with water efficient appliances, fixtures and irrigation systems and develop an implementation schedule to phase-in use of non-potable water conservations measures where and when feasible.	City of Palo Alto Utilities & Community Services Department	M	\$
C3.3.4	Periodically assess the need to adjust parkland dedication or fees in lieu thereof to ensure they remain proportional to real estate values in Palo Alto.	Planning & Community Environment Department	R	\$
<b>Goal C-4: Plan for a future in which our parks, open spaces, libraries, public art, and community facilities thrive and adapt to the growth and change of Palo Alto.</b>				
C4.1.1	Explore opportunities to dedicate City-owned land as parkland to protect and preserve its community-serving purpose into the future.	Community Services Department	S	\$
C4.1.2	Encourage dedication of new land for parks through regulations and incentives for new development and programs to solicit bequests of land within the city.	Community Services Department	M	\$

a. S = Short, M = Medium, L = Long, IP = In Progress; R = Routine

Program #	Program Text	Lead Department or Agency	Priority (S/M/L/IP/R) <sup>a</sup>	Anticipated Level of Effort (\$/\$/\$/\$/\$)
<b>6. Community Services &amp; Facilities Element</b>				
C4.1.3	Pursue opportunities to create linear parks over the Caltrain tracks in the event the tracks are moved below grade.	Community Services Department	L	\$\$\$
C4.1.4	Explore ways to dedicate a portion of in-lieu fees towards acquisition of parkland, not just improvements.	Community Services Department	M	\$
C4.5.1	Use Cubberley Community Center as a critical and vital part of the City's service delivery system while also planning for its future.	Community Services Department	IP	\$\$
<b>Goal C-5: Sustain the health, well-being, recreation, and safety of residents and visitors, and improve the quality, quantity, and affordability of social services for all community members, including children, youth, teens, seniors, the unhoused, and people with disabilities.</b>				
C5.1.1	Allocate resources to create and support initiatives to increase the health and well-being of the public.	Community Services Department	R	\$
C5.1.2	Establish a community-sourced online clearinghouse of information and activities related to health promotion in the community.	Community Services Department	M	\$
C5.6.1	Incorporate health and well-being topics, including arts and culture, into existing events and programs at City-owned park and recreation facilities.	Community Services Department	R	\$
C5.6.2	Work with schools and community organizations to provide programs that educate residents, workers and visitors on health and well-being topics.	Community Services Department	R	\$\$
C5.9.1	Identify existing and potential indoor and outdoor locations for community gardens and farmers markets at City-owned or leased facilities and spaces.	Community Services Department	M	\$

a. S = Short, M = Medium, L = Long, IP = In Progress; R = Routine

Program #	Program Text	Lead Department or Agency	Priority (S/M/L/IP/R) <sup>a</sup>	Anticipated Level of Effort (\$/\$/\$/\$/\$)
<b>7. Business &amp; Economics Element</b>				
<b>Goal B-1: Businesses in Palo Alto that contribute to economic vitality, enhance the city's physical environment, promote municipal revenues and provide needed local services.</b>				
B.1.1	Implement and periodically amend an Economic Development Policy to guide business development in the City in a manner consistent with Policy L-1.10.	Office of Economic Development	R	\$
<b>Goal B-3: Careful management of City revenues and expenditures so that the fiscal health of the City is ensured and services are delivered efficiently and equitably.</b>				
B3.2.1	Continue to refine tools, such as the Business Registry, as data sources on existing businesses, including the type of business, number of employees, size, location, and other metrics to track the diversity of Palo Alto businesses.	Development Services Department/ Office of Economic Development	IP	\$\$
<b>Goal B-4: The stimulation of diverse commercial, retail and professional service business opportunities through supportive business policies and a culture of innovation.</b>				
B4.2.1	Revise zoning and other regulations as needed to encourage the preservation of space to accommodate small businesses, start-ups and other services.	Planning & Community Environment Department	M	\$\$
B4.2.2	Consider planning, regulatory, or other incentives to encourage property owners to include smaller office spaces in their buildings to serve small businesses, non-profit organizations, and independent professionals.	Planning & Community Environment Department	M	\$
B4.6.1	Work with local merchants to encourage Palo Alto residents, workers, and visitors to buy in Palo Alto.	Office of Economic Development	R	\$\$
B4.6.2	Study the overall viability of ground-floor retail requirements in preserving retail space and creating an active street environment, including the types of locations where such requirements are most effective.	Office of Economic Development	M	\$\$

a. S = Short, M = Medium, L = Long, IP = In Progress; R = Routine

Program #	Program Text	Lead Department or Agency	Priority (S/M/L/IP/R) <sup>a</sup>	Anticipated Level of Effort (\$/\$/\$/\$/\$)
<b>7. Business &amp; Economics Element</b>				
B4.6.3	Maintain distinct neighborhood shopping areas that are attractive, accessible, and convenient to nearby residents.	Planning & Community Environment Department	R	\$
<b>Goal B-5: City regulations and operating procedures that provide certainty, predictability and flexibility and help businesses adapt to changing market conditions.</b>				
B5.1.1	Regularly evaluate ways to improve coordination of the City's environmental review, permitting, and inspection processes.	Planning & Community Environment Department	R	\$
B5.1.2	Improve design guidelines to reduce ambiguity and more clearly articulate compatibility principles to the business community and to the public.	Planning & Community Environment Department	M	\$\$
B5.1.3	Simplify the design review process for small-scale changes to previously approved site plans and buildings.	Planning & Community Environment Department	M	\$\$
B5.1.4	Revise zoning and other regulations as needed to encourage the revitalization of aging retail structures and areas. Encourage the preservation of space to accommodate small, independent retail businesses and professional services.	Planning & Community Environment Department	R	\$\$
<b>Goal B-6: Attractive, vibrant retail centers, each with a mix of uses and a distinctive character.</b>				
B6.1.1	Actively work with Downtown businesses, professional associations and the Palo Alto Chamber of Commerce to retain successful retail businesses that contribute to the City's goals for Downtown.	Office of Economic Development	R	\$\$

a. S = Short, M = Medium, L = Long, IP = In Progress; R = Routine



Program #	Program Text	Lead Department or Agency	Priority (S/M/L/IP/R) <sup>a</sup>	Anticipated Level of Effort (\$/\$/\$/\$/\$)
<b>7. Business &amp; Economics Element</b>				
<b>Goal B-7: Thriving business employment districts at Stanford Research Park, Stanford Medical Center, East Bayshore/San Antonio Road Area and Bayshore Corridor that complement the City's business and neighborhood centers.</b>				
B7.2.1	Review policies and regulations guiding development at Stanford Research Park and revise them as needed to allow improved responsiveness to changing market conditions in a manner consistent with Policy L-1.10.	Planning & Community Environment Department	M	\$
B7.2.2	Study the feasibility of a "transfer of development rights" (TDR) program and other measures that would provide greater development flexibility within Stanford Research Park without creating significant adverse traffic impacts or increasing the allowable floor area.	Planning & Community Environment Department	M	\$

a. S = Short, M = Medium, L = Long, IP = In Progress; R = Routine

Program #	Program Text	Lead Department or Agency	Priority (S/M/L/IP/R) <sup>a</sup>	Anticipated Level of Effort (\$/\$/\$/\$\$)
<b>8. Governance Element</b>				
<b>Goal G-1: Effective opportunities for public participation in local government.</b>				
G1.1.1	Consider making data available at a transactional level on the Open Data Portal.			
G1.2.1	Continue to hold regular, Town Hall-style meetings in neighborhoods.	City Council	R	\$
G1.2.2	Periodically review the suite of engagement options used to solicit citizen input and expertise on policy issues.	City Manager	R	\$ - \$\$\$
G1.2.3	Continue to rely on neighborhood organizations, the City website, local media, online technologies and other communication platforms to keep residents informed of current issues and to encourage citizen engagement.	City Manager	R	\$
G1.2.4	Provide access to communications technologies at City facilities, including public libraries and City Hall, and explore innovative locations for communication.	City Manager	R	\$
G1.2.5	Continue to release City Council staff reports to the public up to 10 days prior to Council hearings to increase public awareness of City decision-making.	City Clerk	R	\$
<b>Goal G-2: Informed and involved civic, cultural, environmental, social service and neighborhood organizations and residents.</b>				
G2.2.1	Continue to offer the use of City facilities to non-profit civic, environmental, cultural, neighborhood and social service organizations for meetings and events at discounted or complimentary rates and via sponsorship programs.	City Manager	R	\$
<b>Goal G-4: Active involvement of local citizens as volunteers.</b>				
G4.1.1	Continue and expand volunteer opportunities and the community's awareness of public and nonprofit organizations serving the City.	All Departments	R	\$
G4.1.2	Publicly recognize the efforts of individuals, groups, and businesses that provide volunteer services within the City.	City Manager	R	\$
G4.1.3	Coordinate with the Palo Alto Unified School District to develop classroom-based leadership, governance and civic participation programs.	City Manager	M	\$
G4.1.4	Support the transition from school-based volunteering to civic participation via outreach to parent volunteers and student leaders.	City Manager	M	\$

a. S = Short, M = Medium, L = Long, IP = In Progress; R = Routine

Program #	Program Text	Lead Department or Agency	Priority (\$/M/L/IP/R) <sup>a</sup>	Anticipated Level of Effort (\$/\$/\$/\$/\$)
<b>8. Governance Element</b>				
G4.1.5	Coordinate with the real estate community to develop a welcome package for new residents, containing City resources, information and ways to contribute to livability.	City Manager	M	\$
<b>Goal G-6: More clearly defined procedures, standards, and expectations for development review.</b>				
G6.2.1	Provide clear information across multiple communications platforms to guide citizens and businesses through the City review and approval process.	Planning and Community Environment	R	\$
G6.2.2	Continue and expand customer-oriented process improvement efforts.	All Departments	R	\$
G6.2.3	Use the pre-screening process to obtain early feedback from the City Council and the community regarding ordinance changes intended to facilitate specific development proposals.	Planning and Community Environment	R	\$

a. S = Short, M = Medium, L = Long, IP = In Progress; R = Routine

## ACKNOWLEDGEMENTS

The Comprehensive Plan was developed over several years by many passionate, knowledgeable, and dedicated people. This Acknowledgment List includes people who were active in the final development of the Comprehensive Plan. This Plan also reflects the efforts of other Boards and Commissions and many former Council members, Planning & Transportation Commissioners, and members of the public and staff. The City thanks everyone who contributed their time, ideas, vision for the future of Palo Alto and expertise to this Comprehensive Plan.

### CITY COUNCIL

Gregory Scharff (Mayor)

Liz Kniss (Vice Mayor)

Tom DuBois

Eric Filseth

Adrian Fine

Karen Holman

Lydia Kou

Greg Tanaka

Cory Wolbach

### PLANNING & TRANSPORTATION COMMISSION

Michael Alcheck (Chair)

Asher Waldfogel (Vice Chair)

Przemek Gardias

Ed Lauing

Susan Monk

Eric Rosenblum

Doria Summa

## COMPREHENSIVE PLAN CITIZENS ADVISORY COMMITTEE (CAC)

Dan Garber, Co-chair

Arthur Keller, Co-chair

Heidi Emberling, Palo Alto Unified School District

Len Filppu

Adrian Fine, Planning & Transportation Commission

Annette Glanckopf

Jennifer Hetterly

Hamilton Hitchings

Shani Kleinhaus

Lydia Kou

Steve Levy

Don McDougall

Whitney McNair, Stanford University

Julia Moran

Mark Nadim

Bonnie Packer

Lisa Peschcke-Koedt

Doria Summa

Amy Sung

Jason Titus

Elaine Uang

Ellen Uhrbrock

Alex Van Riesen

Bob Wenzlau

## STAFF

### OFFICE OF THE CITY MANAGER

James Keene, City Manager

Ed Shikada, Assistant City Manager

Robert de Geus, Deputy City Manager

Khashayar "Cash" Alaei, Senior Management Analyst

Claudia Keith, Chief Communications Officer

Gil Friend, Chief Sustainability Officer



**Office of the City Attorney**

Molly S. Stump, City Attorney  
Sandra Lee, Assistant City Attorney  
Albert Yang, Deputy City Attorney  
Elena Pacheco, Legal Fellow

**Planning & Community Environment Department**

Hillary Gitelman, Director  
Jonathan Lait, Assistant Director  
Amy French, Chief Planning Official  
Joshuah Mello, Chief Transportation Official  
Philip Kamhi, Transportation Program Manager  
Elena Lee, Interim Planning Manager  
Roland Rivera, Land Use Analyst  
Chitra Moitra, Planner  
Jarrett Mullen, Associate Planner  
Yolanda Cervantes, Administrative Assistant  
Robin Ellner, Administrative Associate III  
Elaine Costello, Consultant, Management Partners

**Administrative Services Department**

Lalo Perez, Director/Chief Financial Officer

**Community Services Department**

Kristen O’Kane, Interim Community Services Director  
Daren Anderson, Division Manager, City of Palo Alto Open Space, Parks & Golf

**Fire Department**

James Henrikson, Deputy Chief/ Fire Marshall

**Information Technology Department**

Darren Numoto, Information Technology Manager

**Library Services Department**

Monique leConge, Director

**Public Works Department**

Phil Bobel, Assistant Director

Walter Passmore, Urban Forester

Andrew Swanson, Airport Manager

James Wadleigh, Airport Operations Manager

Karin North, Watershed Protection Manager

Pamela Boyle Rodriguez, Stormwater Program Manager

Julie Weiss, Project Manager

**Office of Emergency Services**

Kenneth Dueker, Director

Nathaniel Rainey, Emergency Coordinator

**Police Department**

Ron Watson, Interim Police Chief

Lt. April Wagner, Personnel & Training Division Manager

**Utilities Department**

Jonathan Abendschein, Assistant Director

Shiva Swaminathan, Senior Resource Planner

Christine Tam, Senior Resources Planner

Karla Dailey, Senior Resources Planner

**CONSULTANTS**

PlaceWorks

Economic & Planning Systems (EPS)

Hexagon Transportation Consultants

# GLOSSARY

## A

### **Accessory Dwelling Unit**

A separate self-contained smaller living unit with bathroom and kitchen facilities located on the same lot as a single-family residence. Can be either detached or attached from the primary residence with a separate entrance. *Also known as granny units, in-law units, second units or backyard cottages.*

### **Accessory Structure**

A structure that is incidental to and associated with a specific principle facility or use. Examples include detached garages and workshops, playground structures, trellis structures and gazebos.

### **Active Transportation**

Human-powered transportation, such as walking or bicycling.

### **Adaptation**

The process by which strategies and actions are undertaken to respond to the actual or expected effects of climate change.

### **Alternative Energy Technology**

Technology that facilitates the use of renewable (non-fossil fuel) energy resources.

### **Alternative Energy Source**

Any of a number of energy sources that do not rely on fossil fuels, including sunlight, wind, cogeneration and biomass.

### **Ambient Noise Level**

The composite of noise from all sources near and far. The normal or existing level of environmental noise at a given location.

**Amendment**

A formal City Council change or revision to the Comprehensive Plan, including either the Plan's text or its maps.

**Applicant**

An individual who has formally submitted project or development plans to a City or agency and seeks approval of those plans.

**Appropriate**

An act, condition or state that is considered suitable.

**Aquifer**

An underground water-bearing layer of permeable rock, sand or gravel through which water can seep or be held in natural storage.

**Architectural Review Board (ARB)**

City Council appointed five-member board, responsible for reviewing the design of all exterior building and site changes requiring a building permit, except singly developed single family dwellings and duplexes.

**Arterial**

Major roadway mainly serving through-traffic; takes traffic to and from expressways and freeways; provides access to adjacent properties.

**Assessment District**

A procedure to pay for capital improvements wherein bonds are sold and obligation for payment is shared by property owners within the district.

**Association of Bay Area Governments (ABAG)**

A consortium of cities and counties in nine Bay Area Counties formed to cooperate on common planning issues and solve common development problems.

**At-Grade Crossing**

The junction of two or more transportation facilities, such as a bicycle path and a roadway, or a roadway and a railway, at the ground level. *See also "Grade Separation."*

**At Risk Units**

Housing units that may lose their federal subsidies due to expiring contracts under curtailed federal housing programs. Such units are “at risk” of being converted to market rate housing.

**Autonomous Vehicle**

A self-driving vehicle that is capable of sensing its environment and navigating without human input.

**Auto-oriented**

A form of development that depends on exposure to auto traffic and presumes people will use cars to travel to and from the site.

**Average Household Size**

The number of persons in the city living in households divided by the total number of households in the city. Excludes persons living in group quarters.

**A-Weighted Sound Level, dBA**

The sound pressure level in decibels as measured on a sound level meter using the A-weighting filter network. The A-weighting filter de-emphasizes the very low and very high frequency components of the sound in a manner similar to the frequency response of the human ear and correlates well with subjective reactions to noise. All sound levels in this report are A-weighted, unless reported otherwise.

**B****Baseline Emissions**

The emissions that would occur without policy intervention (in a business-as-usual scenario). Baseline estimates are needed to determine the effectiveness of emissions reduction programs (often called mitigation strategies).

**Baseline Rate**

A utility rate structure that provides all customers with enough energy (or water, etc.) to meet basic needs at an affordable cost; higher rates are charged for amounts used beyond the base consumption level.



**Bay Area Air Quality Management District (BAAQMD)**

Regional agency responsible for air quality planning in the Bay Area, monitoring air pollution levels, and setting and enforcing limits for stationary air pollution sources.

**Bay Trail**

400-mile trail system, with spur trails to parks and nearby urban areas, being constructed in segments that will eventually encircle San Francisco Bay close to the waterfront; about 45 percent complete in 1997.

**Bay Area Rapid Transit (BART)**

Rail rapid transit system serving Alameda, Contra Costa, San Francisco and San Mateo Counties.

**Baylands**

General term for the low-lying areas east of Highway 101, including developed land, open space, wetlands, marsh and flood basins.

**Baylands Master Plan (1987 )**

1987 City Council adopted Palo Alto planning policy document for areas east of Highway 101.

**Below Market Rate (BMR) Housing Unit**

Any housing unit specifically priced to be sold or rented to very low-, low- or moderate-income households for an amount less than the fair market value of the unit.

**Below Market Rate (BMR) Program**

The City of Palo Alto's Inclusionary Housing policy and procedures that seek to increase the amount of housing affordable to individuals and families with less than median income.

**Best Management Practice (BMP)**

Programs, technologies, operating methods or other measures that control, prevent or reduce pollution.

**Bicycle Boulevard**

A low volume through-street where bicycles have priority over cars, conflicts between cars and bicycles are minimized, and bicycle travel time is reduced by removal of stop signs and other impediments to bicycle travel.

**Bicycle Lane (Class II Facility)**

A separate lane on a roadway that is reserved for bicyclists and demarcated by lane striping.

**Bicycle Path (Class I Facility)**

A paved route not on a street or roadway and expressly reserved for bicycles traversing an otherwise unpaved area. Bicycle paths may parallel roads but typically are separated from them by landscaping.

**Bicycle Route (Class III Facility)**

A facility shared with motorists and identified only by signs, a bicycle route has no pavement markings or lane stripes.

**Bike Share/Sharing**

A transportation service in which a fleet of bicycles is made available for users to borrow on a short-term basis. Typically, the service is designed so that a user may borrow a bicycle from a self-serve station and return the bicycle to another station in the bike share system.

**Bikeway**

A corridor designated and/or reserved for bicyclists. A Class I facility is a bike path that is not part of a vehicle roadway. A Class II facility consists of on-street bike lanes. A Class III facility is a roadway that has been designated as a bike route by signage only.

**Biotechnology**

The industry associated with the application of biological and engineering data to technology.

**Bird-Friendly Design**

The use of building strategies and materials intended to reduce harm for birds, such as glass treatments that reduce bird collisions with buildings.

**Bollard**

A relatively short post used on or along a street or path for decorative, lighting or traffic control purposes.

**Boulevard**

A roadway characterized by a landscaped median and planting strips on each side.

**Buffer**

An area of land separating two distinct land uses that acts to soften or mitigate the effects of one land use on the other.

**Building Envelope Restriction**

A method of limiting the size of a building by specifying the maximum building size in three dimensions.

**Buildout**

The point at which all land eligible for development under the Comprehensive Plan has been developed to its maximum allowed level.

**Bus Rapid Transit (BRT)**

A bus-based transit system designed to increase speed, reliability and capacity in comparison to conventional bus service by applying features typical of rail transit. Bus rapid transit can include features such as dedicated lanes, easy-to-board vehicles, boarding platforms, off-board ticketing, real-time schedule information, signal priority and increased frequency.

**Business Outreach**

City programs that convey information to local businesses, receive input from local businesses regarding their needs, and assist businesses in meeting these needs.

**C****CAL FIRE**

California Department of Forestry and Fire Protection; State department that provides fire protection and land stewardship for California's privately-owned wildlands as well as emergency services through contracts with local governments.

**California Air Resources Board (CARB)**

State board responsible for approving air quality attainment plans, establishing air quality standards and vehicle emissions requirements and implementing the Federal Clean Air Act State Implementation Plan.

**California Environmental Quality Act (CEQA)**

State law requiring State and local agencies to regulate activities with consideration for environmental protection, and requiring the preparation of an Environmental Impact Report (EIR) if the potential for a significant adverse environmental impact exists.

**California Integrated Waste Management Act (1989)**

State legislation enacted in response to the need for diverting materials from landfills generally by reductions in consumption or by recycling, in order to preserve decreasing landfill capacity and natural resources; required cities and counties to divert 25 percent of solid waste from disposal by 1995 and 50 percent by January 1, 2000.

**California Register of Historic Resources**

Register created in 1992 as an authoritative guide for identifying the State's historic resources and indicating properties that are to be protected; includes properties on the National Register and State Historic Landmarks No. 770 and higher.

**Caltrain**

Passenger rail service serving the corridor between San Francisco and Gilroy, via cities along the west side of San Francisco Bay (including Palo Alto).

**Caltrans**

California Department of Transportation; State agency responsible for the construction, maintenance, planning and management of major transportation facilities in California.

**Canopy**

The layer of tree leaves, branches and stems that cover the ground when viewed from above.

**Canopy: Trees for Palo Alto**

A non-profit organization established in 1996, partially funded by the City of Palo Alto for the purpose of providing community leadership, channeling volunteer efforts, and the planting of street trees. Successor to the “Tree Task Force.”

**Canopy Cover**

The amount of ground area covered by tree canopy.

**Capital Improvement Program (CIP)**

The City’s spending plan for infrastructure projects. The CIP is a rolling five-year program that is contained in the City’s annual capital budget; it allocates capital improvement funds based on City Council priorities.

**Carbon Dioxide (CO<sub>2</sub>)**

Colorless, odorless, non-poisonous gas that is a normal part of the ambient air. Carbon dioxide is a product of fossil fuel combustion. Although carbon dioxide does not directly impair human health, it is a greenhouse gas that traps terrestrial (i.e., infrared) radiation and contributes to the potential for global warming.

**Carbon Neutrality**

A state in which the carbon emissions of an action are balanced with an equivalent amount of carbon sequestration or offsets. *Also known as zero net carbon.*

**Carpooling Incentive Program**

Program designed to encourage employees to travel to work via car pool rather than via single passenger automobile; may include such incentives as preferential parking, high-occupancy vehicle lanes or financial remuneration.

**Center**

Commercial and mixed-use areas of the City that serve as the focus for community life; may serve the region, the City, general neighborhoods or a single neighborhood.

**Center-based Child Care**

Child care services that are provided from a designated facility, rather than in a private residence.



**Central Business District (CBD)**

Major commercial downtown center of a community. In Palo Alto, the University Avenue/Downtown area. General guidelines for delineating a CBD are defined by the US Census of Retail Trade; specific boundaries are set by municipalities.

**Channelization**

The straightening and/or enlarging of a watercourse for the purposes of storm runoff control or ease of navigation; may include lining of streambanks with a retaining material such as concrete.

**Charette**

An intensive effort, usually over one or two days, by a variety of interested stakeholders to develop a design solution to a given problem.

**Charter**

Document approved by the voters of Palo Alto that functions as a “constitution” for the City.

**Citizen**

A person who lives, works, shops or visits in Palo Alto.

**Citizens Advisory Committee (CAC)**

25-member ad hoc committee appointed in 2015 by the Palo Alto City Council to review, comment on and recommend the draft 2030 Comprehensive Plan goals, policies and programs to City Council.

**City Council**

The elected body of Palo Alto residents responsible for governing the City and making decisions regarding the provision of City services and resolution of civic issues.

**City/School Liaison Committee**

A committee consisting of two school board members and two City Council members that meets periodically to identify and address issues of mutual interest and concern.

**Civic Use**

Any building or property that serves a public function, including schools, libraries, City Hall, post offices, police and fire stations, and recreational and cultural facilities.

**Clean (Vehicle)**

*See also "Low-Emission Vehicle."*

**Clean Air Act (CAA)**

The principal national legislation passed by Congress for air quality management. Originally passed in 1963, it was greatly changed and strengthened in 1970 and 1977. In 1990, the Clean Air Act Amendments introduced significant changes in the federal approach to air quality management.

**Climate Change**

The change in climate patterns associated with the alteration of the chemical composition of the atmosphere due to the buildup of greenhouse gases.

**Co-housing**

Housing designed to include private, individual sleeping and living areas with shared or communal cooking, dining, work and/or recreational facilities.

**Collector Street**

Roadway that collects and distributes local traffic to and from arterial streets, and provides access to adjacent properties.

**Commercial Center**

Commercial and mixed-use areas that serve as focal points of commercial activity; commercial centers in Palo Alto include regional centers, multi-neighborhood centers and neighborhood centers.

**Commercial Strip**

A land use pattern characterized by continuous automobile-dependent commercial frontage, usually dominated by front parking lots and long, low buildings oriented towards a highway or arterial street.

**Community Facility**

Facility in which public services for Palo Alto residents are provided, including recreational and cultural services and services for youth and seniors.

**Community Development Block Grant (CDBG)**

Grant program administered by the US Department of Housing and Urban Development (HUD) and the State Department of Housing and Community Development. Grants must primarily be used to benefit very low- and low-income households with emphasis on housing and public improvement projects. The City of Palo Alto is an entitlement city that receives an annual funding grant from HUD.

**Compact Development**

A development philosophy that emphasizes infilling of vacant and underutilized lots before expanding the boundaries of the urban area, and encourages higher residential densities and non-residential development intensity as a means of conserving open space and supporting public transit.

**Compatible**

Capable of existing together without significant conflict or ill effects.

**Complete Streets**

Streets that provide safe travel for all users, including motorists, transit riders, pedestrians and bicyclists.

**Composting**

The process of mixing decaying organic material, such as yard waste and food waste, to create fertilizer and reduce the amount of waste that must be disposed in landfills.

**Comprehensive Plan**

A compendium of city (or county) policies regarding long- term development, in the form of maps and accompanying text. The Plan is a legal document required of each local agency by the State of California Government Code Section 65301 and adopted by the City Council. Referred to in State Law and many California cities as the General Plan.

**Computerized Traffic Management System**

A system in which traffic signals are timed with the aid of a computer to provide coordination, thus minimizing delays and ensuring that traffic flows as smoothly as possible.

**Concept Plan**

An area-specific yet high-level land use plan that includes key issues, a preferred land use diagram, policies and implementation measures to chart future development in the target area.

**Conditional Use Permit (CUP)**

A discretionary permit that allows the use of land or occupancy of a structure for a particular purpose subject to limitations or conditions of approval.

**Congestion Management Program (CMP)**

A State-mandated program required of urban counties; employs growth management techniques, level of service requirements, standards for public transit, trip reduction programs, jobs/housing balance strategies and capital improvement programming to control and/or reduce the cumulative regional traffic impacts of development.

**Convenience-oriented Business**

A business that sells retail items generally necessary or desirable for everyday living, usually purchased at a convenient nearby location. Often purchased without comparison shopping because these goods cost relatively little compared to income.

**Coordinated Area Plan**

A plan that provides more specific guidance than the Comprehensive Plan, including zoning regulations, for development of a sub-area identified as having the potential for change; a means to achieve citizen participation in the planning of such an area. *See also "Precise Plan and Specific Plan."*

**Coordinated Resource Management and Planning (CRMP)**

Coalition of local government staff, resource agency staff, and representatives from various community, business, and interest groups, administered by the Peninsula Conservation Center; formed to address a range of natural resource issues in creek watersheds, with 1996-8 emphasis on San Francisquito Creek.

**Corridor**

Any major transportation route, including freeways, expressways, arterials or transit lines; may also be used to describe land uses along these routes.

**Cost-effective**

Intended to provide good value or productive results for the amount of money paid.

**Cottage**

A small, simple, usually single-story detached dwelling unit.

**Cottage Cluster**

A grouping of cottages on a single property, often arranged around a common lawn or green area and sharing parking.

**Creek**

Any of a number of natural watercourses flowing from the hill areas to San Francisco Bay; usually characterized by a distinct channel and a band of dense vegetation along the banks. *See also "Urban Creek."*

**Creek Setback**

A minimum distance regulatory requirement between the top of a creekbank and the nearest structure or other improvement; used to reduce erosion, minimize flooding and conserve wildlife habitat.

**Criteria Air Pollutants**

A group of very common air pollutants regulated by EPA on the basis of criteria (information on health and/or environmental effects of pollution). Criteria air pollutants are widely distributed all over the country.

**Critical Facilities**

Facilities that either (1) provide emergency services or (2) house or serve many people who would be injured or killed in case of disaster damage to the facility. Examples include hospitals, fire stations, police and emergency services facilities, utility facilities and communications facilities.

**Cumulative Impact**

Two or more individual effects which, when considered together, are considerable or which compound or increase other environmental impacts.

**Curb Lane**

Portion of a street next to the curb that can be used for on-street parking or auto or bicycle travel.

### **Customer Service**

In the context of the Comprehensive Plan, refers to courteous treatment of the public and efficient, responsive delivery of services by City employees.

### **Customer-oriented Process Improvement**

An approach to restructuring City service delivery that places first priority on making things easier for the public.

### **Cybersecurity**

Protection of computers, networks, and technology users against criminal or unauthorized uses of or access to electronic data.

## **D**

### **Day/Night Noise Level ( $L_{dn}$ )**

The average A-weighted noise level during a 24-hour day, obtained after addition of 10 decibels to levels in the night between 10:00 p.m. and 7:00 a.m.

### **dBA**

The "A weighted" scale for measuring sound in decibels; weighs or reduces the effects of low and high frequencies in order to simulate human hearing. Every increase of 10 dBA doubles the perceived loudness though the noise is actually ten times more intense.

### **Decibel (dB)**

A unit describing the amplitude of sound, equal to 20 times the logarithm to the base 10 of the ratio of the pressure of the sound measured to the reference pressure, which is 20 micropascals (20 micronewtons per square meter).

### **Demand-responsive Paratransit**

Form of transit serving persons with disabilities in which vehicles are dispatched on an as-needed basis instead of following a fixed route and schedule; includes taxis and dial-a-ride services.

### **Density**

For residential uses, the number of permanent residential dwelling units per acre of land. For non-residential uses, density is often referred to as development intensity.



and is expressed through a ratio of floor area to lot size. *See also "Gross Density" and "Net Density."*

**Density Bonus**

The allocation of development rights that allow a development to include additional residential units or square footage beyond the maximum otherwise allowed by zoning, usually in exchange for the provision or preservation of an amenity at the same site or another location.

**Design Guidelines**

Provisions guiding the design of buildings that are not mandatory but may be used by Staff, the City's advisory boards and commissions and the City Council in evaluating projects.

**Design Review**

A process used to administer regulations for the design of structures to ensure that such structures are suitable, harmonious, and in keeping with the general appearance, historic character and/or style of the structure and/or surrounding area.

**Development**

The physical extension and/or construction of land uses. Development activities include subdivision of land; construction or alteration of structures, roads, utilities and other facilities; installation of septic systems; grading; deposit of refuse, debris or fill; and clearing of natural vegetative cover for non-agricultural purposes.

**Dewatering**

The removal of water. Construction dewatering refers to the process of pumping groundwater from a construction site.

**District Park**

Parks that serve large areas of the City and contain a broad variety of facilities.

**Downtown**

The business center of a City or town; in Palo Alto, used to describe the University Avenue business district.

### **Downtown Urban Design Guide**

1994 City Council approved document intended to provide a framework for the design of buildings and public spaces in Downtown Palo Alto; provisions are advisory.

### **Drainage**

(1) Surface water runoff; and (2) the removal of surface water or groundwater from land by drains, grading, or other means that include runoff controls to minimize erosion and sedimentation during and after construction or development, the means for preserving the water supply, and the prevention or alleviation of flooding.

### **Drought-tolerant Landscaping**

Landscaping that minimizes water requirements and consumption through plant selection, design, installation and management. *Also known as low water use landscaping or xeriscape.*

### **Dwelling Unit**

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 household on a non-transient basis and having not more than one kitchen.

## **E**

### **E-bike**

Bicycles with an electric motor that can be used to assist with propulsion.

### **Earthquake Fault Zone**

The State of California, Alquist-Priolo Earthquake Fault Zoning Act identifies sites within 1,000 foot wide zone with the fault at the center as Earthquake Fault Zones. The Alquist-Priolo Act requires that these sites undergo specialized geologic investigations prior to approval of certain new development. State law requires that these zones be incorporated into local general plans.

### **Easement**

The right to use property owned by another for specific purposes, such as access to another piece of property, conveyance of stormwater, transmission of gas or electricity.

**Economic Resources Plan**

1993 City Council adopted five point strategy for working with the local business community.

**Eichler**

A style of housing popularized in Palo Alto during the 1950s by homebuilder Joseph Eichler and characterized by single story, slab on grade construction, spartan facades, interior courtyards, flat or slightly sloping roofs and expansive glass walls.

**Electric Vehicle**

An automobile propelled by one or more electric motors using electrical energy stored in rechargeable batteries.

**Electric Vehicle Supply Equipment (EVSE)**

Devices of varying power levels that supply electrical energy for recharging an electric vehicle.

**Electronic Information**

Information that is stored, transmitted, or received via an electronic medium, such as a computer and modem.

**Element**

A component chapter of the Comprehensive Plan. State law requires each Plan to incorporate seven elements (Land Use, Circulation, Housing, Open Space, Conservation, Safety and Noise), although the elements may be organized in any of a number of ways.

**Emergency Shelter**

A facility that provides immediate and short-term housing and supplemental services for homeless persons.

**Emergency Preparedness**

The act of planning and preparing for a natural or man-made disaster, such as an earthquake or fire.

**Emergency Management Plan**

City of Palo Alto document that includes provisions for pre-disaster planning, evacuation, communication, shelter, welfare, public health and safety, and post-disaster recovery.

**Emission**

Discharges into the atmosphere from such sources as smokestacks, residential chimneys, motor vehicles, locomotives and aircraft.

**Employment District**

Relatively large areas of the City dominated by low-rise office, high technology, light industrial, and other job-generating land uses but containing relatively few retail and service uses.

**Environmental Impact Report (EIR)**

An informational document that provides decision makers and the public with information about the effects a proposed project is likely to have on the environment, ways these effects may be minimized and alternatives to the proposed project. The document is prepared consistent with the provisions of the California Environmental Quality Act (CEQA).

**Environmental Protection Agency (EPA)**

Federal agency charged with protecting the environment.

**Environmentally Sensitive Area**

Areas that have limited suitability for development due to their natural resource values, such as wetlands, steep hillsides and distinctive wildlife habitat areas.

**Environmental Review**

Process through which the City of Palo Alto, following the procedures of the California Environmental Quality Act (CEQA), evaluates a project for its potential impacts on the environment.

**Erosion**

(1) The loosening and transportation of rock and soil debris by wind, rain or running water. (2) The gradual wearing away of the upper layers of earth.

**Expansive Soils**

Soils that swell when they absorb water and shrink as they dry.

**Expressway**

Major roadway with limited access to adjacent properties; devoted almost exclusively to traffic movement, mainly serving through-traffic.

**F****Fair Share**

The equitable assignment of a regional need, such as affordable housing, to the individual local governments within that region. Typically used by the Association of Bay Area Governments (ABAG) to assign affordable housing responsibilities to Bay Area cities and counties, but also used with regard to hazardous materials and special needs housing.

**Fault**

A fracture in the earth's crust forming a boundary between rock masses that have shifted.

**Fault Rupture**

Fracturing or displacement of the ground surface due to seismic activity along an earthquake fault or fault trace. *Also called "surface rupture."*

**Feasible**

Capable of being done, executed or managed successfully considering physical, financial, scheduling and other constraints.

**Federal Aviation Administration (FAA)**

Federal agency responsible for air safety and regulation of air traffic.

**Federal Emergency Management Agency (FEMA)**

Federal agency responsible for disaster response and assistance in post-disaster recovery.

**Fiber Optic Ring**

A network of Fiber Optic cables installed by the City of Palo Alto to serve a portion of the electronic data needs of the business and residential community.

**Flexible Zoning**

Land use regulations that provide more leeway to property owners by using performance standards rather than rigid lists of permitted and prohibited uses and dimensional requirements.

**Flood Control**

Any of a number of structural or non-structural measures designed to divert or contain floodwater and prevent flooding.

**Flood Insurance Rate Map (FIRM)**

The official map on which the Federal Insurance Administration has delineated areas of special flood hazard and the risk premium zones applicable to the community.

**Floor Area Ratio (FAR)**

The gross floor area permitted on a site divided by the total net area of the site, expressed in decimals of one to two places.

**Foothills**

The hilly and sloping areas lying at the base of a mountain range. In Palo Alto, the area between the alluvial flatland and Skyline Boulevard are called the Foothills, including Stanford lands southwest of Junipero Serra Avenue.

**Form Code**

A set of regulations that address the location and physical attributes of building(s) or site(s) by precisely establishing the location and form of structures including setbacks, building heights and other physical features, rather than control development by applying maximum development limits.

**Freeway**

Major roadway with controlled access; devoted exclusively to traffic movement, mainly of a through or regional nature. Local examples include Highways 101 and 280.

**Frontage**

The part of a lot that touches a road, street or watercourse; it is often described as a specific amount such as "60 feet of frontage".



**G****Gateway**

A point along a roadway at which a motorist or pedestrian gains a sense of having entered the City or a particular part of the City. This impression can be imparted through such things as signs, monuments, landscaping, a change in development character or a natural feature such as a creek.

**General Fund**

Component of City budget generated by sales tax, property tax, utility tax, and other miscellaneous sources, and used to fund general City Services and debt service.

**General Plan**

A city's basic planning document, which provides the blueprint for development throughout the community and is the vehicle through which competing interests and needs of the citizenry are balanced and meshed. In Palo Alto, this Comprehensive Plan is the general plan. *See also "Comprehensive Plan."*

**Geographic Information Systems (GIS)**

A method of storing geographic information on computers. Geographic information can be obtained from a variety of sources, including topographic maps, soil maps, aerial and satellite photos, and remote sensing technology.

**Geologic Hazard**

Any public safety hazard associated with geologic forces, including landsliding, mudsliding, surface rupture, groundshaking, liquefaction, and erosion and sedimentation.

**Goal**

A general end towards which the City will direct effort.

**Grade**

The average level of the finished surface of the ground adjacent to the exterior walls of the building.

**Grade Crossing**

The point at which a railroad line and a road, or two railroad lines, cross at the same level.

**Grade, Existing**

The vertical elevation of the ground surface prior to excavating or filling.

**Grade Separation**

The intersection of two or more surface transportation facilities at different heights (grades) so that traffic flow is not disrupted. Examples include an overpass, underpass or tunnel.

**Grading Ordinance**

Locally adopted ordinance that regulates grading activities and ensures that erosion, aesthetic and drainage considerations are taken into account.

**Green Infrastructure**

The network of natural or constructed features and systems that help to address urban issues, such as by reducing heat islands, increasing biodiversity and wildlife connectivity, producing food, improving air quality, generating sustainable energy, cleaning soils and managing stormwater.

**Greenhouse Gas (GHG)**

Gases that are released into the atmosphere largely as a byproduct of burning fossil fuels, including oil, natural gas and coal, and can be emitted as methane during the production and transport of fossil fuels.

**Gross Density**

The number of housing units per acre of land, including roads, utility easements and other dedicated rights-of-way.

**Groundshaking**

Earthquake-induced shaking of the ground; may cause widespread damage and structural failure. Varies depending on the firmness of the ground and the magnitude of the earthquake.

**Groundwater**

Water under the earth's surface, often confined to aquifers, capable of supplying wells and springs.

**Groundwater Recharge**

The process of infiltration and percolation of rainwater from land areas or streams through permeable soils into water holding aquifers that provide underground storage.

**H****Habitat**

The physical location or type of environment in which an organism or biological population lives or occurs.

**Hazardous Material**

An injurious substance, including pesticides, herbicides, poisons, toxic metals and chemicals, liquefied natural gas, explosives, volatile chemicals and nuclear fuels.

**Hazardous Waste**

Any refuse or discarded material or combinations of refuse or discarded materials in solid, semisolid, liquid or gaseous form which cannot be handled by routine waste management techniques because they pose a substantial present or potential hazard to human health or other living organisms because of their chemical, biological or physical properties.

**Heritage Tree**

A designated tree that is unique and important to the community because of its species, age, size, location and/or historical significance.

**High Density**

A relative term, used to describe development dominated by multi-family housing and buildings of two stories or more. In Palo Alto, high density areas generally exceed 30 housing units per acre.

**High Speed Rail (HSR)**

A rail system designed to significantly increase speed in comparison to conventional rail service. The California High-Speed Rail Authority is responsible for planning, designing, building and operating California High Speed Rail, which is anticipated to travel from Southern California to the Bay Area, including through Palo Alto.

**High-Occupancy Vehicle (HOV) Lane**

A traffic lane reserved for vehicles that contain two or more (and in some cases three or more) persons.

**Historic Buildings Inventory**

City-maintained roster of buildings and/or sites with national, state or local historic significance.

**Historic Preservation**

The preservation of historically significant structures and neighborhoods, often with the intent of restoring or rehabilitating the structures to their former condition.

**Historic Preservation Ordinance**

City of Palo Alto legislation guiding the maintenance and preservation of historic buildings and sites.

**Historic Resource**

A historic building or site that is noteworthy for its significance in local, state or national history or culture, its architecture or design, or its works of art, memorabilia or artifacts.

**Historic Resources Board (HRB)**

City Council appointed seven-member board, responsible for designating, preserving, protecting, enhancing and perpetuating those historic structures, districts and neighborhoods that contribute to the cultural and aesthetic heritage of Palo Alto.

**Historic Structure**

A structure deemed to be historically significant based on its visual quality, design, history, association, context and/ or integrity.

**Home Improvement Exception**

A process in the City's Zoning Ordinance that allows minor exceptions to the site development regulations in order to preserve an existing architectural style or neighborhood character.

**HOME Program**

Federal program enacted in 1990 that distributes funds on a formula basis to qualifying local jurisdictions and to the State Department of Housing and

Community Development for distribution to other local jurisdictions; funds may be used for rehabilitation, new construction, acquisition and tenant-based rental assistance; the City of Palo Alto is a non-entitlement City for HOME funds and must make application to the State.

**Horizon Year**

The end of the period covered by the Comprehensive Plan; in this case, 2030.

**Household Hazardous Waste**

Waste that is generated in the home that are toxic or hazardous to humans and the environment when discarded, including paint, motor oil, batteries and household cleaning products.

**Housing and Urban Development (HUD)**

A cabinet level department of the federal government that administers housing and community development programs.

**Housing Development Fund**

City maintained fund that can be used for acquisition, construction and rehabilitation of housing. The funds are primarily available to non-profit groups who agree to maintain the long-term affordability of the housing units.

**Housing Technical Document**

A supplement to the Palo Alto Comprehensive Plan that includes technical, socioeconomic and housing data as well as more detail on the City's housing programs; meets State requirements for Housing Elements.

**Housing Unit**

The place of permanent or customary abode for a person or household. May be a single family dwelling, a condominium, a co-operative, a mobile home, an apartment or any other residential unit considered real property under State law. Must have cooking facilities, a bathroom and a place to sleep.

**Human Relations Commission (HRC)**

City Council appointed board consisting of seven Palo Alto residents; responsible for addressing a broad range of human relations and equity issues in the city.

## I

### **Impervious Surface**

Surface through which water cannot easily penetrate, such as roof, road, sidewalk and paved parking lot.

### **Impact**

The effect of any direct, man-made actions or indirect repercussions of man-made actions on existing physical, environmental, social or economic conditions.

### **Implementation**

An action, procedure, program or technique that involves the carrying out of policies.

### **In-lieu Fee**

Cash payments that may be required of an owner or developer as a substitute for dedication of land or physical improvements; usually calculated in dollars per lot or square foot of land or building area.

### **Incentive**

A reward or bonus offered by the City to encourage the private sector to take an action that would be less likely otherwise.

### **Inclusionary Housing**

Housing that is built as a result of local regulations that require a minimum percentage of all units in developments exceeding a certain size to be affordable to low and moderate income households.

### **Infill**

Development of vacant or underused lots in built-up sites or areas.

### **Infiltration**

The process through which water travels from the ground surface through soil to the aquifer.

### **Infrastructure**

Public services and facilities, such as sewage disposal systems, water supply systems, other utility systems and roads.



**Initial Study**

A preliminary evaluation of a project under the California Environmental Quality Act to determine the necessity for and scope of an Environmental Impact Report, or to enable modifications that would qualify for a Negative Declaration, or to provide a factual basis for a Negative Declaration.

**Intercity**

Involving more than one City.

**J, K****Jobs/Employed Residents Ratio**

The jobs/employed residents ratio divides the number of jobs by the number of employed residents. A ratio of 1.0 indicates a numerical balance. A ratio greater than 1.0 indicates a net in-commute; less than 1.0 indicates a net out-commute.

**L****L01, L10, L50, L90**

The A-weighted noise levels that are exceeded 1 percent, 10 percent, 50 percent and 90 percent of the time during the measurement period.

**LAFCo (Local Agency Formation Commission)**

A five-member commission within Santa Clara County comprised of two county supervisors, two City Council members, and one member of the public, that reviews, evaluates and is empowered to approve, disapprove, or conditionally approve all proposals for formation of special districts, incorporation of cities, annexation to special districts or cities, consolidation of districts and merger of districts within the county.

**Land Banking**

Acquisition of land by a local government or other nonprofit entity for eventual resale or improvement at a later date, usually for affordable housing, open space or parkland.

### **Land Use Map**

The poster-sized fold-out diagram in the Palo Alto Comprehensive Plan illustrating the general distribution and intensity of allowable development, and the location of existing and planned roads, public facilities and open space.

### **Land Use Definitions**

Definitions of Land Use correspond to the categories on the land use and Circulation Map. Complete definition of each category is contained in the Land Use and Circulation Element.

### **$L_{dn}$**

*See also "Day/Night Level."*

### **Legislative Decision Making**

Decisions that involve making or recommending new policies or laws.

### **Level of Service (LOS) Standard, Traffic**

A scale that measures the amount of traffic that a roadway or intersection can accommodate, based on such factors as maneuverability, driver dissatisfaction and delay.

### **LOS A**

Indicates a relatively free flow of traffic, with little or no limitation on vehicle movement or speed.

### **LOS B**

A steady flow of traffic, with only slight delays in vehicle movement and speed

### **LOS C**

A reasonably steady, high-volume flow of traffic, with some limitations on vehicle movement and speed and occasional backups on critical approaches.

### **LOS D**

Designates where the level of traffic nears an unstable flow. Intersections still function but short queues develop and cars may have to wait through one cycle during short peaks.

**LOS E**

Traffic characterized by slow movement and frequent (although momentary) stoppages. This type of congestion is considered severe, but is not uncommon at peak hours, with frequent stopping, longstanding queues and blocked intersections.

**LOS F**

Represents unsatisfactory stop-and-go traffic characterized by "traffic jams" and stoppages of long duration. Vehicles at signalized intersections usually have to wait through one or more signal changes, and "upstream" intersections may be blocked by the long queues.

**Lifts (parking)**

*See also "Mechanical Parking."*

**Liquefaction**

The transformation of loose, water-saturated granular materials (such as sand or silt) from a solid into a liquid state; may occur during major earthquakes.

**Livability**

Refers to the environmental and social quality of an area. A livable community has a high degree of safety, health, housing and transportation options, functional ecosystems, aesthetic value, public participation in civic life, recreation, entertainment, and a unique identity.

**Live/Work**

A development type designed so that persons may live and work in the same space, often in former commercial or industrial buildings renovated for habitation.

**Local Street**

Minor roadway that provides access to adjacent properties only.

**Local Action List**

List developed by the Bay Area Air Quality Management District to reduce automobile trips and traffic congestion.

**Local-serving**

Economic activities with a primarily local market, such as retail stores and personal services; contrasted to “basic” economic activities such as manufacturing and wholesale trade.

**Long-term Parking Facility**

A lot or structure dedicated to all day automobile parking.

**Low-Emission Vehicle (or Zero-Emission Vehicle)**

A motor vehicle that emits relatively low levels of motor vehicle emissions (or zero emissions) in comparison to a conventional motor vehicle. California’s LEV standards apply to certain passenger cars, light-duty trucks, and medium-duty passenger vehicles.

**Low Impact Development (LID)**

An approach to land development that utilizes natural processes and incorporates systems and practices designed to manage stormwater in a way that protects water quality.

**Low-Income**

Households with incomes between 51 and 80 percent of the areawide (in this case, Santa Clara County) median family income. Thresholds vary depending on the number of persons in the household.

**M****Marguerite Shuttle**

Bus or van service available to the general public provided by Stanford University at no fee to riders, serving the campus and portions of Palo Alto and Menlo Park.

**Market Pricing**

An approach to transportation management for the purpose of discouraging vehicle trips that varies the cost of travel to the user through road and bridge tolls, parking fees and other methods depending on the level of demand.

**Market-rate Housing**

Housing that is offered for rent or sale at fair market value without any consideration of standards for determining affordability.

**Mechanical Parking**

A mechanical system designed to transport cars to and from parking spaces, typically by stacking cars vertically, in order to minimize the area and/or volume required for parking cars. Also known as *lifts*.

**Median**

1) The paved or landscaped area on a major roadway that separates traffic moving in opposing directions. 2) The point at which one-half of a set is greater and one-half is fewer, such as median income or median rent.

**Metropolitan Transportation Commission (MTC)**

The regional transportation agency for the Bay Area; responsible for long-range transportation and mass transit planning, road funding, traffic and transportation models and traffic projections.

**Microunits**

Compact, one-room dwelling units, typically with 150 to 300 square feet of space.

**Mid-Peninsula**

Pertaining to the central part of the San Francisco Peninsula, extending from San Francisco Airport south to and including Palo Alto.

**Mini-park**

Small neighborhood park of approximately one-half to two acres.

**Minimize**

To reduce or lessen, but not necessarily to eliminate.

**Minimum Density Requirements**

Land use regulations that allow development only if the proposed density will be greater than a specific number of units per acre.

**Mitigate**

To ameliorate, alleviate or avoid to the extent reasonably feasible.

**Mitigated Negative Declaration**

A Negative Declaration that concludes a project will not have a significant effect on the environment because the project has been modified and/or mitigation measures have been included.

**Mitigation**

Measures taken to eliminate or minimize damages from development activities by replacement of the resource or other means of compensation.

**Mixed Use**

A development type in which various uses, such as office, retail and residential, are combined in the same building or within separate buildings on the same site or on nearby sites.

**Mobility**

The ability to move from one place to another or to transport goods from one place to another.

**Moderate-Income**

Households with incomes between 81 and 120 percent of the areawide (Santa Clara County) median family income. Thresholds vary depending on the number of persons in the household.

**Multi-modal Transit Station**

A location that provides connections between bus and rail transit modes and includes pick-up, drop-off and parking areas for cars, as well as bicycle related facilities.

**Multi-Neighborhood Center**

Retail shopping centers or districts that serve more than one neighborhood with a diverse mix of uses, including retail, service, office and residential.

**Mutual Aid Agreement**

An agreement between two or more jurisdictions for the joint provision of services that cross jurisdictional boundaries, such as fire protection.

**N****National Environmental Policy Act (NEPA)**

Federal law requiring agencies to document and consider the environmental implications of their actions.



**National Recreation and Park Association (NRPA)**

The Nation's largest independent, non-profit public service organization advocating quality recreation and parks for the American people; its objectives revolve around public advocacy, public visibility, research and professional development.

**National Register of Historic Places**

The federal government's list of properties that have been identified as worthy of preservation; properties may be listed on the Register or may be identified as being "eligible" or "potentially eligible;" properties are usually listed in the National Register through nominations by the State Office of Historic Preservation.

**Native Plants**

Plants indigenous to an area or from a similar climate and requiring little or no supplemental irrigation once established.

**Negative Declaration**

A finding under the procedures of the California Environmental Quality Act that a proposed project will not have a significant effect on the environment and does not require preparation of an Environmental Impact Report.

**Neighborhood**

A part of the City defined by distinct characteristics and boundaries and considered as familiar territory by its residents.

**Neighborhood Beautification**

Refers to any of a number of efforts or programs aimed at improving the visual quality of a neighborhood, including improved landscaping, signage, streets, painting and building facades, as well as community clean-ups.

**Neighborhood Center**

A small retail center with a primary trade area limited to the immediately surrounding area; often anchored by a grocery or drug store and may include a variety of smaller retail shops and offices oriented to the everyday needs of surrounding residents. Also called "*Neighborhood Shopping Center*."

**Neighborhood Park**

Park of roughly two to 10 acres in size, intended to meet the recreation needs of people living or working within a one-half mile radius.

**Net Density**

The number of housing units per acre of land, excluding public roads, natural watercourse and drainage easements and other dedicated rights of way.

**Net Zero**

A sustainability concept wherein resource usage is balanced by resource generation or offsets.

**Noise**

A sound of any kind, especially one that is loud, unwanted or disagreeable.

**Noise Compatibility**

The relationship between land uses and ambient noise levels; residential uses are considered to be less compatible with high noise environments than industrial uses.

**Noise Contour**

A line connecting points of equal noise level as measured on the same scale. Noise levels greater than the 60 L<sub>dn</sub> contour (measured in dBA) require noise attenuation in residential development.

**Noise Ordinance**

Locally adopted legislation that regulates noise-producing activities.

**Non-automobile Mode**

Any mode of transportation that does not use private automobiles; includes bicycling, walking, buses and trains.

**Non-conforming Use**

A use that was valid when brought into existence but by subsequent regulation becomes no longer conforming. Typically, non-conforming uses are permitted to continue for a designated period of time, subject to certain restrictions.

**Non-indigenous Landscaping**

Landscaping that is not native to an area and typically requires more water than naturally occurring vegetation. *Also called "exotic" or "non-native" landscaping.*

**Non-point Source**

Sources of air or water pollution that enter the environment from dispersed sources, such as pollution tainted stormwater runoff from streets and parking areas, rather than at a single point, such as an industrial facility discharge pipe.

**Non-profit**

Not conducted or maintained for the purpose of making a profit.

**Non-residential**

Any of a broad category of land uses that do not contain housing; includes commercial, industrial, public and institutional uses, among others.

**Non-renewable Resource**

Natural resources, such as fossil fuels and natural gas, which once used cannot be replaced and used again.

**No Net Loss of Housing Potential**

Development philosophy that allows non-residential development on a residentially zoned site only when an equal or greater amount of housing potential is created elsewhere in the city.

**O****Off-grid**

Self-sufficient design that allows for independence from one or more public utilities. In Palo Alto, this refers specifically to the electrical grid.

**Off-peak**

Not being in the period of maximum use. For traffic, generally refers to the weekday periods before and after the morning and evening commute hours, typically 9 AM to 3 PM and 7 PM to 6 AM. For electric utilities, generally refers to non-business hours, typically 7 PM to 6 AM. Other examples apply.

**Off-street Parking**

Parking that is provided outside of the right-of-way of a public street, typically in a surface parking lot or parking structure.

### **On-street Parking**

Parking that is provided within the right-of-way of a public street, typically in designated parallel or diagonally striped spaces adjacent to moving traffic lanes.

### **Open Space**

Any parcel or area of water or land that is essentially unimproved and devoted to an open space use for the purpose of (1) the preservation of natural resources; (2) the managed production of resources; (3) outdoor recreation; or (4) public health and safety.

## **P**

### **Palo Alto Community Child Care (PACCC)**

Non-profit agency that organizes community resources for the development and improvement of child care services.

### **Palo Alto Foothills Fire Management Plan**

Planning document that presents strategies to reduce fuel build-up and the risk of catastrophic wildfire in the Palo Alto foothills.

### **Palo Alto Municipal Code**

Compendium of municipal ordinances and codes, including zoning regulations.

### **Palo Alto Unified School District (PAUSD)**

Special district that provides public education to residents of most areas of Palo Alto, areas of Los Altos Hills, Portola Valley and the Stanford University campus.<sup>1</sup> Owns and operates elementary and secondary schools throughout the City.

### **Paratransit**

A “door to door” transportation service offered to individuals who cannot use conventional public transit service due to physical, visual or cognitive disabilities.

### **Parking, Unbundled**

A strategy in which the cost of parking spaces for housing or commercial units are separated from rental or sales prices.

---

<sup>1</sup> The PAUSD boundary is not fully contiguous with the City limit. The Monroe Park neighborhood is outside of the PAUSD boundary.

**Particulates/Particulate Matter**

Particulates, or particulate matter, includes a wide range of solid and liquid inhalable particles, including smoke, dust, metallic oxides, aerosols and other tiny bits of solid materials that are released into and move around in the air. Particulates are produced by many sources, including burning of diesel fuels by trucks and buses, incineration of garbage, mixing and application of fertilizers and pesticides, road construction, industrial processes such as steel making, mining operations, agricultural burning (field and slash burning) and operation of fireplaces and woodstoves. Particulate pollution can cause eye, nose and throat irritation and other health problems. Particulates are categorized by diameter;  $PM_{10}$  and  $PM_{2.5}$  are particulate matter with diameters of 10 microns and 2.5 microns, respectively.

**Passive Open Space**

Open space that is set aside for the purpose of resource conservation, protection of public safety or visual enjoyment rather than active recreation.

**Pavement Management Program**

City of Palo Alto Public Works program that analyzes and prioritizes the maintenance and repair of road surfaces.

**Peak Hour**

For any given traffic facility, the daily 60-minute morning or evening period during which traffic volumes are the highest.

**Pedestrian-oriented**

Form of development that makes the street environment inviting for pedestrians; for commercial areas may be characterized by special sidewalk pavement, zero front and side yard setbacks, buildings of varied architectural styles, street-facing window displays, an absence of front yard parking, benches and other amenities; for residential areas may be characterized by sidewalks, parkways, front porches, low fences, lighting and other amenities.

**Pedestrian Transit-oriented Development Overlay (PTOD)**

A land use policy intended to encourage a compact mix of residential, office, retail, service and public uses in areas that have a high potential for pedestrian activity, generally within one-half mile of existing and planned transit stations.

### **Performance Standards**

Zoning regulations that allow uses based on a particular set of standards of operation rather than on the particular type of use; may be established to limit noise, air pollution, emissions, odor, glare, vibration, dust, dirt, heat, fire hazards, waste, traffic generation and visual impact.

### **Permeable Paving**

Paving through which water easily passes. *Also called “porous paving.”*

### **Persons with Disabilities**

Persons with developmental, physical or mental impairments that substantially limit one or more life activities.

### **Planned Community (PC) Ordinance**

A local zoning provision that allows flexibility in land uses and development standards for a particular project, subject to controlled conditions and a finding that the project has a public benefit.

### **Planning Area**

The geographic area covered by the Comprehensive Plan; corresponds to all land within the city limit plus land in the unincorporated area that relates directly to the City’s planning needs as designated by Santa Clara County Local Agency Formation Commission (LAFCo).

### **Planning and Transportation Commission**

City Council appointed board of seven Palo Alto residents; responsible for reviewing and making recommendations to the City Council on proposals for development, the subdivision of land, amendments to zoning, land use studies, the annual Capital Improvement Program, the Comprehensive Plan and other development regulations.

### **Planting Pocket**

A small landscaped area within the normally-paved parking lane, used to separate on-street parking spaces from one another and create the impression of narrower streets.

### **PM<sub>10</sub>**

*See also “Particulate Matter.”*



**Pocket Park**

Very small landscaped area or plaza in an urban area, providing visual relief, passive recreation (sunbathing, reading, public dining, etc.), nature enjoyment, or a public gathering space.

**Point Source**

Sources of air or water pollution that enter the environment at a single point such as a smokestack or drain pipe rather than in a dispersed manner.

**Policy**

A specific statement of principle or of guiding actions that implies clear commitment but is not mandatory. A general direction that a governmental agency sets to follow, in order to meet its goals and objectives before undertaking an action program.

**Pollutant**

Any introduced gas, liquid or solid that makes a resource unfit for its normal or usual purpose.

**Precise Plan**

A plan for a sub-area of the City that implements the Comprehensive Plan through specific provisions and standards for how individual properties may be developed. *See also "Coordinated Area Plan" and "Specific Plan."*

**Preliminary Development Review Ordinance**

City Council adopted ordinance that allows applicants to submit conceptual development plans for City Council comment prior to formal submittal for City approval.

**Preserve**

A land area or property that is formally protected and managed so as to safeguard its ecosystem, flora, fauna and physical features.

**Program**

An action, activity or strategy carried out in response to an adopted policy to achieve a specific goal or objective. Policies and programs establish the "who," "how" and "where" of goals and objectives.

**Property Owner**

An individual who holds the deed or title to a tract of land.

**Public Art**

Sculpture, painting, murals, and other forms of artwork that are placed in public spaces or in public view to enrich and add visual interest to the built environment.

**Public Art Commission (PAC)**

City Council appointed seven-member board, responsible for advising the City in matters pertaining to the quality, quantity, scope and style of art in public places and for acquiring and siting permanent works of art, specifically outdoor sculpture.

**Public Facility**

*See also "Community Facility."*

**Public/Private Partnership**

A merging of public and private resources to achieve an end result or product that would be difficult to achieve through public or private activity alone. May refer to the delivery of services, such as child care, or to the construction of buildings, such as cultural facilities.

**Public Way**

A public path, walkway, street, alley, trail or other publicly owned space through which people have the right to pass.

**Purple Pipe**

Infrastructure used to convey recycled water.

**Q****Quasi-judicial Decision Making**

Decisions that involve application of existing laws and policies to a specific situation.

**R****Receiver Site**

A site to which development rights are transferred or upon which higher densities are allowed in exchange for foregoing development on another site.

**Recycled Water**

Converted wastewater that has been treated so that it may be used again for new purposes.

**Redevelop**

To demolish existing buildings; or to increase the overall floor area existing on a property, or both, irrespective of whether a change occurs in land use.

**Regional Shopping Center**

In Palo Alto, a shopping center with a primary trade area covering at least the Peninsula and South Bay areas, usually anchored by several department stores and offering a broad array of goods and services.

**Regional Center**

A commercial activity center of citywide and regional significance, with a mix of shopping, offices and some housing.

**Regional Water Quality Control Board (RWQCB)**

Regional agency responsible for implementing State and federal Clean Water Acts. Defines beneficial use of Bay waters, sets and enforces water quality and discharge standards, and formulates plans and strategies to improve water quality.

**Regional Water Quality Control Plant (RWQCP)**

Wastewater treatment facility operated by the City of Palo Alto and serving the City and nearby environs including East Palo Alto, Los Altos, Los Altos Hills, Mountain View and Stanford.

**Regressive Fee**

A fee in which the per unit amount lessens as the amount subject to the fee increases

**Remote Parking**

A parking lot on a site other than the property that it serves, usually at a substantial distance and often connected by shuttle bus.

**Renewable Energy**

Energy generated from a natural source that is not depleted when it is used, such as energy from sunlight, wind, tides or geothermal heat.

**Renewable Resource**

Natural resources, such as water and air, that can be replaced by natural ecological cycles or sound management practices.

**Research and Development (R&D)**

Economic sector oriented around the development and application of new technologies.

**Residential Arterial**

Major roadway mainly serving through-traffic; takes traffic to and from expressways and freeways; provides access to adjacent properties, most of which are residential properties located on both sides of the roadway with direct frontages and driveways on that roadway.

**Residential Neighborhood**

Areas of the City characterized by housing, parks and public facilities; boundaries are based on patterns of land subdivision and public perceptions about where one neighborhood stops and another begins.

**Resilient/Resiliency**

The ability to come through a bad event(s) and restore the community and its critical infrastructure and key resources, including the environment. A resilient community adheres to best practices of emergency management by being aware of possible risks and threats; taking steps to prepare for, prevent or mitigate those risks and threats; and building capabilities to respond to and recover from them.

**Revitalization**

Restoring new life or vigor to an economically depressed area, sometimes through public improvements that spark private investment.

**Ridesharing**

Two or more persons traveling by any mode, including but not limited to carpooling, vanpooling, buspooling, taxipooling, jitney and public transit.

**Ridge Trail**

A regional trail comprised of a series of interconnected trails traversing the hills around San Francisco Bay, forming a ridge line ring around the Bay several hundred

miles in length. The trail is promoted and managed by the non-profit Bay Area Ridge Trail Council.

**Right-of-way**

The strip of land over which certain transportation and/or other public facilities are built, including roads, railroads and utility lines.

**Riparian Corridor or Riparian Lands**

The strip of land of native vegetation along the banks of a perennial or intermittent stream or creek established by and dependent on the water supply provided by the stream or creek.

**Runoff**

That portion of rain or snow that does not percolate into the ground and is discharged into streams instead. *See also "Stormwater/Stormwater Runoff."*

**S****Safe Routes to School**

Pedestrian and bicycling routes that provide safe access to and from schools.

**San Francisco Water Department**

Municipal utility that provides Palo Alto with water, sourced mainly from the 117 billion-gallon Hetch Hetchy reservoir.

**San Mateo Transit (SamTrans)**

Primarily bus transit system serving San Mateo County, with connections to San Francisco and Santa Clara Counties.

**Santa Clara County Hazardous Waste Management Plan**

Mandatory planning document prepared pursuant to the AB 2948 (Tanner bill); focuses on the management of hazardous wastes generated within the County and the facilities needed to serve these wastes.

**Santa Clara County Urban Runoff Management Plan**

County Plan that presents recommendations to local governments to improve the quality of stormwater runoff, identifies actions to be taken by private industry to reduce discharges, and assigns a priority rating system for stormwater control measures.

### **Santa Clara Valley Congestion Management Program (CMP)**

*See also "Congestion Management Program."*

### **Santa Clara Valley Urban Runoff Pollution Prevention Program**

Locally implemented program to achieve compliance with the federal Clean Water Act; includes an array of measures designed to reduce water pollution from urban runoff.

### **Santa Clara Valley Transportation Authority (VTA)**

Agency that provides transit services, conducts transportation planning, and implements the State-mandated Congestion Management Program for Santa Clara County.

### **Santa Clara Valley Water District (SCVWD)**

Regional agency responsible for the management of water resources in the Santa Clara Valley, including groundwater, reservoirs, creeks and potable water. *See also "San Francisco Water Department."*

### **Scale**

The relative proportion of the size of different elements of the built environment to one another; the measurement of the relationship of one object to another.

### **Scenic Route**

A highway, road or drive that, in addition to its transportation function, provides opportunities for the enjoyment of scenic resources, views, and access to areas of exceptional beauty or historical interest. Scenic Roads in Palo Alto are University Avenue, Embarcadero Road, Oregon Expressway/Page Mill Road, Sand Hill Road, Foothill Expressway, Interstate 280, Junipero Serra Boulevard and portions of Arastradero Road.

### **Sea Level Rise**

The increase in mean sea level resulting from the increased volume of water in the world's oceans; sea level rise is primarily caused by the climate change effects of land ice that is melting and sea water that is expanding as it warms.

### **Second Unit**

*See also "Accessory Dwelling Unit."*



**Sedimentation**

Process by which eroding soil is carried by stormwater run-off and deposited, usually along the course of a stream or creek.

**Seismic**

Caused by or subject to earthquakes or earth vibrations.

**Seismic Hazard Zone**

The State of California, Seismic Hazards Mapping Act identifies areas within the state where landslides and liquefaction are most likely to occur. The Act requires special investigation of these sites before some types of buildings may be constructed. Property owners must disclose that property lies within such a zone at the time of sale.

**Seismic Retrofit**

Structural upgrading of buildings to minimize or abate potential hazards in the event of an earthquake.

**Senior Care Facility**

Housing licensed by the State Health and Welfare Agency, Department of Social Services, typically for elderly residents who are frail and need assistance.

**Senior Coordinating Council (SCC)**

Non-profit Palo Alto organization providing a broad range of services to seniors including transportation, health care, housing, counseling, social work, support and home repair.

**Sensitive Receptor**

Used in noise analyses to describe any land use that is susceptible to the effects of loud noise, including hospitals, nursing homes, schools, child care facilities and residential areas.

**Service Organization**

A voluntary non-profit organization where members meet regularly to perform charitable works either by direct hands-on efforts or by raising money for other organizations. May also be referred to as a civic organization.

**Setback**

The horizontal distance between two points such as a property line and a structure.

**Shall**

Signifies a directive that is obligatory or necessary.

**Shared Housing**

A single dwelling unit that is occupied by persons of more than one family in order to reduce living expenses and provide social contact, mutual support and assistance.

**Shopping Center**

In Palo Alto, a group of commercial establishments, planned, developed, owned or managed as a unit, with off- street parking provided on the site.

**Short-term Parking Facility**

A parking area designed for rapid turnover, where the duration of stay is usually short (e.g., less than two hours).

**Should**

Signifies a directive to be honored in the absence of significant countervailing considerations.

**Shuttle Bus**

A bus or van service that transports passengers between or among fixed stops for free or fare.

**Sign Ordinance**

Local legislation regulating the location and design of signs.

**Signage**

General term referring to public and private signs and their design attributes.

**Significant Adverse Impact**

A substantial detrimental effect on the environment as determined by application of the California Environmental Quality Act; may include impacts on air, water or land resources, among others.

**Single Family**

A dwelling unit intended for occupancy by one family that may be independent from any other structure or that may share common walls with an adjoining structure.

**Single-Family Detached Home**

A dwelling unit intended for occupancy by one family that is structurally independent from any other dwelling unit.

**Single Occupant Vehicle**

A private automobile containing a driver and no passengers.

**Single Room Occupancy (SRO)**

A dwelling unit, typically consisting of a single room of 80 to 250 square feet, with a sink and closet, that may include private bathroom, bathing and kitchen facilities or may utilize communal facilities.

**Slope**

Land gradient described as the vertical rise divided by the horizontal run and expressed in percent.

**Small Lot Single-Family**

Single-family homes on lots smaller than “standard” City lots; typically less than 5,000 square feet. Usually characterized by narrow (or zero) setbacks, smaller homes and greater lot coverage than conventional development.

**Small Scale Change**

A proposed alteration to a previously approved building design or site plan that will not significantly change the character or impact of the project as approved.

**Solid Waste**

General category that includes organic wastes, paper products, metals, glass, plastics, cloth, brick, rock, soil, leather, rubber, yard wastes and wood.

**Sunnyvale Material and Recovery Transfer (SMaRT) Station©**

Public facility in Sunnyvale at which solid waste from Palo Alto and other jurisdictions is sorted to remove recyclable materials for resale.

### **Source Reduction**

Minimizing the quantity of total waste generated by reducing the use of non-recyclable material; replacing disposables and products with reusable materials, reducing packaging, reducing the amount of organic wastes generated, purchasing repairable items and by using products and materials more efficiently.

### **Source Reduction and Recycling Element**

Locally adopted plan required by the State that describes how the jurisdiction will reduce its solid waste disposal by 25 percent by 1995 and 50 percent by 2000; prepared in accordance with regulations established by the California Integrated Waste Management Board.

### **Source Separation**

Separation of waste materials in a manner that enables the City to gain more control over recycling and quantify the material disposed in its jurisdiction.

### **South-of-Forest Area (SOFA)**

Area of mixed residential, institutional and commercial uses generally located south of Forest Avenue and south of the University Avenue/Downtown business district.

### **Special Status Species**

Any plant or animal species identified by the State or federal governments as rare, endangered or threatened; such species require protection and conservation due to their rarity, scarcity or danger of extinction.

### **Specific Plan**

A legal tool for detailed design and implementation of a defined portion of the area covered by a General Plan. *See also "Coordinated Area Plan" and "Precise Plan."*

### **Sphere of Influence (SOI)**

A boundary established by the Local Agency Formation Commission (LAFCo) that encompasses all land in the city limit plus land in the unincorporated area that could ultimately become part of the City through annexation.

### **Stakeholder**

An individual with a high level of interest or concern in something, such as a public resource, development project, political action or property.

**State Implementation Plan**

State Plan required by the Federal Clean Air Act to attain and maintain national ambient air quality standards; adopted by local air quality districts and the State Air Resources Board.

**State Historic Buildings Code**

Regulations prepared by the State Historic Building Safety Board and adopted by the State of California Building Standards Commission that require enforcing agencies to accept reasonably equivalent alternatives to the California Building Standards Code (CBSC) and other applicable regulations when dealing with qualified historical buildings.

**Storm Drain**

A device used to capture stormwater runoff, usually from streets or other non-permeable surfaces, and transport it via pipes to ditches, creeks, channels and other drainage courses.

**Storm Drain System**

Network of pipes, drains and channels designed to convey rainwater that does not seep into the earth to creeks and the Bay.

**Storm Drainage Master Plan**

City of Palo Alto document setting priorities and identifying long-range improvements to the City's storm drainage system.

**Stormwater/Stormwater Runoff**

Surface water resulting from precipitation events or snow/ice melt. Stormwater runoff is generated when stormwater flows over land or impervious surfaces, rather than infiltrating into the ground.

**Street Furniture**

Those features associated with a street that are intended to enhance the street's physical character and be used by pedestrians, such as benches, trash receptacles, kiosks, lights and newspaper racks.

**Street Tree(s)**

Trees planted in medians or along sidewalks in the public right-of-way that are intended to enhance the visual quality of a street, provide shade, absorb pollutants and noise and provide habitat for urban wildlife.

**Street Tree System**

Term used to collectively describe all of Palo Alto's street trees.

**Subsidence**

Localized sinking of the ground, usually caused by groundwater withdrawal.

**Support Services**

Any of a wide array of social services that provide information, assistance and referrals, such as child care, job training and placement, health care and counseling, to citizens.

**Sustainable/Sustainability**

The balance of environmental health, economic prosperity and social equality and the simultaneous consideration of current and future needs.

**Sustainable Communities Strategy (SCS)**

A plan that each of California's metropolitan planning organizations must prepare as part of its regional transportation plan to show how the region will meet its greenhouse gas emissions reduction targets.

**Sustainability/Climate Action Plan (S/CAP)**

A City of Palo Alto plan to provide a pathway to achieving sustainability goals and exceeding State requirements for greenhouse gas emissions reductions.

**T****Telecommuting**

Using computers, telephones, modems, fax machines and other telecommunications devices to connect to a workplace from a remote location (such as home) rather than physically being in that workplace.

**Through-traffic**

Traffic with both origins and destinations outside a particular area of reference, such as a City or neighborhood.



**Title 24**

Regulations adopted in 1977 by the California Energy Commission; contains prescriptive standards for wall, ceiling and floor insulation, vapor barriers, glazing, infiltration, climate control systems and water heating equipment.

**Traffic Calming**

Refers to measures that make permanent, physical changes to streets to slow traffic and/or reduce volumes; also can include education and enforcement measures to promote changes in driver behavior.

**Traffic Circle**

A raised island in the center of an intersection that helps reduce speeding by forcing drivers to slow.

**Transbay**

Pertaining to travel between the east and west sides of San Francisco Bay.

**Transfer of Development Rights (TDR)**

Program in which a landowner's development rights are relocated from a site where development is considered undesirable (due to environmental impacts) to another site chosen based on its ability to accommodate more development.

**Transit Corridor**

A major bus or rail route; may also be used to describe land uses along the route.

**Transit Mall**

Street or portion thereof that has been closed to general auto traffic and redesigned to accommodate bus or light rail vehicles and pedestrians.

**Transit-oriented Development (TOD)**

Form of development that maximizes investment in transit infrastructure by concentrating the most intense types of development around transit stations and along transit lines; development in such areas is designed to make transit use as convenient as possible. *See also "Pedestrian Transit-oriented Development Overlay."*

### **Transitional Housing**

Shelter provided to the homeless for an extended period, often as long as 18 months, and generally integrated with other social services and counseling programs to assist in the transition to self-sufficiency through the acquisition of a stable income and permanent housing.

### **Transportation Demand Management (TDM)**

A coordinated set of strategies that are designed to reduce the use of single occupancy vehicles, and thereby reduce both traffic and parking demand.

### **Transportation Management Authority (TMA)**

In Palo Alto, an independent non-profit organization that works collaboratively with the City and the business community is responsible for coordinating TDM programs.

### **Transportation Network Companies (TNCs)**

Companies that connect passengers (often via websites and phone applications) with drivers who provide transportation in the driver's non-commercial vehicle. Also known as "mobility service providers" or "ridesharing companies."

### **Tree Technical Manual**

A companion document to the Heritage Tree Ordinance; provides guidelines for required care of Protected Trees and regulates the removal and replacement of both public and private trees.

### **Trip Generation**

The dynamics that account for people making trips in automobiles or by means of public transportation. Trip generation is the basis for estimating the level of use for a transportation system and the impact of additional development or transportation facilities on an existing, local transportation system.

### **Trip Reduction**

An approach to reducing traffic congestion that minimizes the necessity of driving alone or at all.

## **U**

### **Understory**

The layer of vegetation, such as shrubs, plants and small trees, that grows between the ground and the canopy of larger trees.

**Uniform Building Code**

A national, standard building code that sets forth minimum standards for construction.

**Urban Creek**

A creek segment that runs through a developed area and has typically lost some or all natural features, and may be partially or fully channelized.

**Urban Design**

The art and science of giving form, in terms of both beauty and function, to selected urban areas or to whole cities; addresses the location, mass, and design of various components of the environment and combines elements of urban planning, architecture and landscape architecture.

**Urban Forest**

Term used to describe trees, plants, soil and associated organisms along streets, in parks and in yards throughout the City; collectively, these trees form a canopy that supports wildlife and provides environmental benefits.

**Urban Service Area**

Area where City services and facilities provided by the City and other public agencies are generally available, and where urban development requiring such services should be located.

**User-friendly Transit**

Transit that is designed to be safe, convenient and easy to use; may also include use of small, environmentally friendly transit vehicles.

**Utilities Fund**

Component of Palo Alto's revenue stream generated through rates for various City services including water, sewer, gas, electric, refuse and storm drainage.

**Utilities Advisory Commission (UAC)**

City Council appointed five-member board, responsible for advising the City on long-range planning and policy matters relating to the electric, water and gas utilities.

## V

### **Vacancy Rate**

The ratio of unoccupied housing units to total housing units; or the ratio of unoccupied leasable non-residential floor area to total leasable non-residential floor area.

### **Vehicle Miles Traveled (VMT)**

Miles traveled by vehicles within a given geographical area during a specified period of time; calculated by multiplying the number of vehicle trips by trip distances.

### **Vertical Curb**

A curb with well-defined right-angled edges to discourage drivers from parking on the sidewalks.

### **Very Low-Income**

Households with incomes between 0 and 50 percent of the areawide (Santa Clara County) median family income. Thresholds vary depending on the number of persons in the household.

### **Village Residential**

Land use category that allows specific traditional types of housing that contribute to the pedestrian orientation of a street or neighborhood, at low to medium densities.

### **Vision**

A shared dream of the future characterized by long-term idealistic thinking. Provides the foundation for the development of the goals, policies and programs. A vision is not a binding goal and may not be achievable in the lifetime of those participating in the drafting of the Comprehensive Plan.

### **Vision Zero**

A project to improve traffic safety, based on the concept that every traffic collision and death is preventable, either through engineering, education or enforcement.

### **Volunteer Transfer Program (Schools)**

Program that enables students in one School District to attend school in another as authorized by the Allen bill.

**Voucher**

A certificate worth a particular dollar amount but transferable only for a specific commodity (such as rent or transit) rather than for cash.

**VTA**

*See also "Santa Clara County Valley Transportation Authority."*

**W****Walkable Neighborhood**

An area designed and constructed in such a way to provide and encourage pleasant, easy and efficient pedestrian movement.

**Wastewater**

The spent or used water from individual homes, a community, a farm or an industry that often contains dissolved or suspended matter.

**Wastewater Recycling**

The practice of using highly treated effluent from a wastewater treatment plant for landscape irrigation and other non-potable purposes.

**Water Resources**

Term used to collectively describe groundwater (aquifers), surface water (bays, rivers, creeks, oceans, etc.), precipitation and water supply.

**Watershed**

The total area above a given point on a watercourse that contributes water to the flow of the watercourse; the entire region drained by a watercourse.

**Wetland(s)**

A lowland area, such as a marsh, that is saturated with moisture all or part of the year. Standards for defining wetland boundaries consider hydrology, vegetation and soil conditions.

**Wildlife Corridor**

A landscape element that serves as a link between historically connected habitats or landscapes that are otherwise separated. Wildlife corridors provide avenues along which wildlife can travel, migrate and meet mates; plants can propagate; genetic interchange can occur; populations can move in response to environmental changes

and natural disasters; and individuals can re-colonize habitats from which populations have been locally extirpated.

### **Williamson Act**

Known formally as the California Land Conservation Act of 1965, the Williamson Act is a state law designed as an incentive to retain prime agricultural land and slow its conversion to urban uses. Each year landowners are offered reduced property tax assessments if they agree to not develop their land for the following 10 years. The lowered assessments are based on the agricultural use of the land rather than its “market value.”

## **X,Y,Z**

### **Zero Emission Vehicle**

*See also Low-Emission Vehicle.*

### **Zone “A”**

Term used by the Federal Emergency Management Agency (FEMA) to indicate those areas subject to inundation by a 100-year flood.

### **Zone “AE”**

Term used by Federal Emergency Management Agency (FEMA) to indicate areas subject to inundation by a 100-year flood, where the flood level is referenced to a fixed elevation relative to sea level.

### **Zone “AO”**

Term used by Federal Emergency Management Agency (FEMA) to indicate areas subject to inundation by a 100-year flood, but only at depths of 1 to 3 feet and with flooding typically caused by sheet flow on sloping terrain.

### **Zoning**

The division of a city or county by legislative regulations into areas, or zones, which specify allowable uses for real property and size restrictions for buildings within these areas; a program that implements policies of the General Plan.

### **Zoning Map**

Map that depicts the division of the City into districts or “zones” in which different uses are allowed and different building and lot size restrictions apply.



**Zoning Ordinance**

A set of land use regulations enacted by the City to create districts that permit certain land uses and prohibit others. Land uses in each district are regulated according to type, density, height and the coverage of buildings.

#

**100-year Flood Plain**

The area subject to flooding during a storm that is expected to occur on the average of once every 100 years, based on historical data.

**13-Point Parking Program**

Program adopted in 1995 by the Palo Alto City Council to manage parking supply and demand in the University Avenue/Downtown area.

**1985 Land Use Policy Agreement**

Sets forth policies regarding land use, planning and development. The agreement governs unincorporated Stanford University Lands located in Santa Clara County among the County of Santa Clara, the City of Palo Alto and Stanford University.

**1989 Citywide Land Use and Transportation Study**

1989 City Council approved Palo Alto planning document that established non-residential development limits (in square feet) for different geographic areas in the city.



# INDEX

*Note: This Index does not include page numbers for the Implementation chapter table as the programs and pages in that table will be regularly updated and revised.*

## A

accessory dwelling unit .....39  
 adaptation .....4, 131  
 Adobe Creek .....52, 66  
 air quality .....77, 106, 123, 124, 278, 281, 284, 296, 323, H-82, H-85  
 airport(s) .....16, 27, 53, 54, 106, 109, 128, H-1  
 alleyways .....84  
 Alma Street.....32, 34, 72, 84, 90, 94, H-28, H-42, H-63, H-71, H-74, H-77, H-96, H-128  
 ambient noise level .....308  
 amendment(s).....10, 276, 312, H-7, H-16, H-100, H-105, H-111, H-131, H-133, H-139, H-145  
 Americans with Disabilities Act (ADA).....170, 179, H-33, H-126  
 applicant(s).....48, 124, 127, 210, 276, 313, H-82, H-92, H-93  
 aquifer .....120, 300  
 Arastradero Preserve.....110, 162  
 Arastradero Road .....50, 90, 318  
 Architectural Review Board (ARB).....23, 203, 210, 276, H-121, H-122  
 arterial(s).....73, 84, 86, 87, 90, 284, 286  
 Association of Bay Area Governments (ABAG) .....77, 276, 293, H-4, H-9, H-55, H-68  
 at-grade crossing .....72  
 automobile safety.....93  
 autonomous vehicle .....58, 80, 277

## B

Barron Park.....16, H-47  
 Bay Area Air Quality Management District (BAAQMD).....77, 106, 123, 278, H-68

Bay Area Rapid Transit (BART) .....278  
 Bay Trail .....97, 278  
 Baylands.....27, 53, 54, 110, 111, 153, 161, 162, 278, H-57, H-84, H-85, H-86, H-123  
 Baylands Master Plan .....27, 53, 54, 111, 153, 278  
 Baylands Nature Interpretive Center .....162  
 Bayshore.....20, 32, 46, 76, 90, 153, 194, 195, 200, H-45, H-63  
 Below Market Rate (BMR) Program.....38, 39, 278, H-6, H-50, H-77, H-79, H-80, H-101, H-102, H-109, H-114, H-128, H-130, H-136, H-137, H-138, H-139  
 best management practices (BMPs).....92, 121, 122  
 bicycle..3, 20, 24, 43, 44, 45, 54, 62, 66, 70, 72, 73, 74, 75, 78, 80, 82, 83, 84, 86, 87, 88, 89, 92, 93, 95, 97, 117, 161, 164, 179, 276, 279, 287, 306, H-16, H-66  
 boulevards .....62, 74  
 lanes.....62  
 route .....62, 279  
 safety.....92  
 bikeway(s) .....46, 62, 66, 87  
 bird-friendly design.....46  
 boards and commissions.....14, 202, 205, 289  
 budget(s).....2, 154, 207, 211, 212, 282, 295, H-90, H-91, H-94, H-113  
 Buena Vista Mobile Home Park.....H-47, H-48, H-103, H-140  
 buffer(s) .....12, 127  
 building code .....327, H-87, H-120  
 bus(es) .....3, 58, 61, 62, 76, 79, 80, 81, 87, 95, 96, 97, 280, 306, 308, 311, 315, 317, 320, 325, H-65, H-69  
 business(es)  
     climate .....198  
     community.....4, 57, 198, 200, 291, 326  
     diversity .....187

employment district .....	187, 188, 200
environment .....	191, 196
improvement district .....	42
owner .....	78, 151, 192
small .....	2, 42, 43, 44, 45, 197
Business District	
California Avenue .....	8, 16, 19, 24, 31, 39, 42, 44, 66, 72, 79, 81, 84, 192, 199, H-1, H-59, H-64, H-65, H-66, H-67, H-68, H-69, H-72, H-99, H-110, H-133, H-135
Downtown .....	18, 19, 32, 39, 43, 44, 49, 62, 70, 79, 81, 84, 86, 88, 91, 151, 164, 167, 171, 188, 190, 199, 283, 289, 290, 322, 331, H-60, H-66, H-67, H-72, H-85, H-85, H-90, H-104, H-110, H-123
East Bayshore and San Antonio Road .....	20, 46, 194, 195, 200
University Avenue/Downtown .....	19, 31, 32, 43, 47, 48, 192, 199, 283, 322, 331, H-66, H-67, H-95, H-99
Bus Rapid Transit (BRT) .....	61, 280
Byxbee Park .....	162

## C

CAL FIRE .....	154, 280
California Air Resources Board (CARB) .....	124, 281
California Environmental Quality Act (CEQA) .....	10, 71, 86, 111, 281, 292, H-123
California Register of Historic Landmarks .....	23
California-Cambridge .....	44
Caltrain .....	3, 24, 31, 51, 58, 61, 62, 66, 70, 72, 75, 76, 78, 80, 81, 84, 88, 89, 94, 96, 116, 128, 156, 184, 281, H-1, H-64, H-66, H-67, H-68, H-70, H-81, H-109
Capital Improvement Program (CIP) .....	131, 213, 282, H-96
carbon dioxide .....	100, 115, 282
carbon neutral .....	129
carpool .....	74, 77, 85
centers	
commercial .....	3, 16, 17, 19, 31, 39, 43, 74, 75, 80, 91, 92, 191, 196, 284, H-99
community .....	2, 50, 84, 87, 160, 163, 183, H-87, H-113, H-120
mixed use(s) .....	38

regional .....	284, H-33
channelization .....	117, 118
character .....	12, 14, 17, 18, 23, 24, 26, 28, 31, 35, 36, 41, 42, 43, 44, 45, 46, 48, 50, 53, 54, 87, 89, 100, 103, 112, 113, 194, 199, 289, 295, 298, 321, 323, H-6, H-47, H-57, H-69, H-100, H-103, H-108, H-109, H-122, H-129, H-130, H-139, H-147
Charleston Center .....	32
Charter .....	283
child care .....	33, 86, 125, 168, 179, 180, 205, 310, 314, 319, 324, H-35, H-36, H-43, H-114
Citizens Advisory Committee (CAC) .....	9, 272, 283
citizen participation .....	286
City Council .....	2, 7, 8, 9, 10, 20, 66, 150, 163, 175, 195, 202, 203, 204, 205, 206, 207, 208, 209, 210, 211, 212, 213, 271, 276, 278, 282, 283, 285, 289, 290, 291, 298, 299, 301, 312, 313, 314, 327, 331, H-5, H-7, H-8, H-66, H-79, H-80, H-119, H-121, H-122, H-140, H-143, H-144, H-149
City of Palo Alto Utilities (CPAU) .....	143, 145, H-83, H-84
city structure .....	17, 27
City/School Liaison Committee .....	175, 179, 202, 283
Clean Air Act (CAA) .....	281, 284, 323
climate change .....	4, 5, 17, 40, 56, 99, 109, 115, 131, 149, 152, 153, 155, 275, 318, H-95
collector street(s) .....	73, 87
Community Development Block Grant (CDBG) .....	151, 171, 285, H-4, H-36, H-40, H-43, H-51, H-52, H-74, H-76, H-94, H-139, H-141, H-142, H-143, H-144, H-147
compatible/compatibility .....	4, 18, 28, 31, 33, 36, 41, 42, 45, 46, 47, 49, 50, 80, 92, 106, 118, 125, 128, 187, 196, 197, 198, 308, H-71, H-99, H-100, H-103, H-107, H-122, H-123, H-134
complete street(s) .....	55, 64, 66, 87
congestion ...	3, 8, 17, 55, 56, 57, 66, 70, 73, 74, 76, 77, 79, 85, 86, 87, 89, 90, 96, 97, 188, 189, 194, 303, 326, H-15, H-80, H-148
coordinated area plan(s) .....	36, 44, 184, H-134
corridor(s) .....	4, 9, 16, 17, 28, 33, 39, 43, 45, 46, 61, 64, 70, 72, 76, 77, 82, 84, 85, 88, 89, 93, 103, 117, 118, 192, 199, 279, 281, 286, 317, 325, 329, H-1, H-6, H-66, H-69, H-70, H-80, H-96, H-100, H-136

cottage(s) ..... 3, 18, 31, 39, 41, 275, 287, H-58, H-99, H-107, H-130  
creek(s) ..... 4, 12, 28, 44, 52, 62, 83, 103, 111, 113, 116, 117, 118, 121, 134, 145, 152, 286, 295, 317, 318, 319, 323, 327, 329, H-86, H-95  
critical facilities ..... 131  
curb(s) ..... 18, 64, 73, 76, 88, 95, 287, 328, H-96  
Cybersecurity ..... 157, 288

## D

day/night noise level ( $L_{dn}$ ) ..... 125, 126, 128, 288, 302, 308  
dB ..... 125, 126, 288  
dBA ..... 128, 277, 288, 308  
density  
    bonus ..... H-100, H-132  
    minimum ..... H-109, H-131  
    standards ..... H-60, H-65, H-66, H-72, H-74  
Department of Development Services (DDS) ..... H-33  
design  
    guidelines ..... 46, 192, 195, 198, H-100, H-123  
    review ..... 46, 48, 49, 187, 198, H-110, H-123  
development  
    compact ..... 16  
    costs ..... H-89, H-90, H-111, H-123  
    fee(s) ..... H-113, H-119, H-120, H-142  
    infill ..... 36, H-68, H-80, H-111, H-121, H-133  
    low-impact ..... 17, 106  
    mixed use development ..... 40, 47, H-73, H-99, H-131, H-140  
    pattern ..... 3, 36, 46  
    potential ..... 19, 39, H-108  
    regulations ..... 2, 117, 153, 298, 312, H-57, H-97, H-108, H-121, H-142  
    requirements ..... 37  
    review ..... 18, 52, 111, 115, 126, 155, 156, 202, 205, 210, H-100, H-132  
    sustainable ..... 3, H-80  
Development  
    regulations ..... 298, 312  
dewatering ..... 106, 120, 289

disability(ies) ..... 66, 76, 96, 168, 169, 170, 179, 181, 182, 185, 288, 310, H-32, H-33, H-34, H-37, H-42, H-43, H-44, H-120, H-126, H-127, H-146, H-147  
discrimination ..... H-145, H-146  
drainage ..... 118, 122, 296, 308, 323, 327, H-96, H-97  
drought tolerant ..... 119  
Dumbarton Bridge ..... 97, H-1  
dwelling unit(s) .. 27, 28, 31, 125, 287, 288, 305, 320, 321, H-4, H-9, H-15, H-16, H-47, H-60, H-63, H-64, H-65, H-67, H-68, H-69, H-70, H-73, H-97, H-98, H-99, H-103, H-107, H-108, H-109, H-113, H-122, H-131, H-134, H-135

## E

earthquake(s) ..... 133, 146, 150, 151, 154, 291, 293, 296, 303, 319, 319, H-95  
East Meadow Circle ..... 8, 153  
East Palo Alto ..... 14, 152, 315, H-45  
e-bike ..... 80, 83, 88, 93, 95  
economic development ..... 14, 26, 187, 199, H-76  
economic diversity ..... H-136  
economic growth ..... 19  
Edgewood Center ..... 32  
El Camino Park ..... 161, 183  
El Camino Real .... 16, 23, 24, 28, 32, 34, 39, 45, 51, 61, 70, 79, 81, 88, 96, 116, 192, 194, 199, 200, H-47, H-59, H-63, H-64, H-65, H-66, H-69, H-72, H-96, H-123, H-133  
electric vehicle ..... 3, 57, 79, 80, 291  
electricity ..... 57, 129, 143, 192, 290  
Embarcadero Road ..... 24, 32, 50, 51, 54, 90, 94, 95, 318  
emergency management ..... 133, 134, 153, 316  
emergency shelter(s) .. 171, H-40, H-104, H-105, H-143, H-144, H-145  
emissions ..... 3, 38, 56, 57, 58, 71, 78, 79, 80, 84, 96, 97, 109, 123, 124, 129, 130, 131, 157, 277, 281, 282, 304, 312, 324, H-80, H-148  
employment ..... 3, 16, 17, 19, 20, 33, 36, 39, 41, 42, 45, 74, 75, 78, 80, 82, 86, 91, 92, 93, 185, 188, 194, 195, 197, 203, H-15, H-40, H-55, H-119, H-139  
employment district(s) ..... 3, 17, 20, 36, 41, 45, 74, 75, 78, 86, 91, 92, 93

energy..... 4, 5, 17, 47, 109, 129, 130, 150, 157, 275, 277, 291,  
296, 315, H-15, H-57, H-80, H-81, H-83, H-87, H-95, H-114,  
H-120, H-122, H-129, H-141, H-148  
environmental review..... 128, 198, H-91, H-123  
erosion..... 118, 131, 287, 290, 295, 296, H-95  
Evergreen Park..... 44  
expansive soil(s)..... 151

## F

fair share ..... 85, 156, H-55, H-57, H-102, H-131, H-144  
fault ..... 151, 290, 293, H-95  
Federal Aviation Administration (FAA) ..... 293  
Federal Emergency Management Authority (FEMA) ... 139, 150,  
152, 293, 330, H-95  
fiber optic..... 143, 145, 192  
financing..... 183, H-25, H-45, H-52, H-54, H-77, H-78, H-79,  
H-89, H-90, H-91, H-92, H-110, H-137  
fire hazard(s)..... 153, 154, 155, 312, H-95  
fire protection services..... 131, 143  
flood control ..... 103, 116, 117, 118  
Flood Insurance Rate Map (FIRM) ..... 294  
flooding..... 41, 118, 122, 131, 150, 152, 153, 287, 290, 294,  
330, 331, H-95  
floor area ratio (FAR) ..... 27, 33, 34, 39, 43, 294, H-4, H-60,  
H-61, H-67, H-69, H-72, H-73, H-107, H-108, H-110, H-111,  
H-121, H-135, H-143  
foothill(s)..... 3, 12, 16, 46, 100, 103, 110, 111, 112, 113,  
134, 310, H-95  
Foothill Expressway..... 36, 50, 70, 103, 116, 117, 318  
Foothills Fire Management Plan ..... 154, 310  
freeway(s) ..... 55, 62, 77, 87, 90, 97276, 286, 316

## G

gateway ..... 23, 24, 51, 52, 90, H-66  
General Fund ..... 295, H-129, H-141, H-147  
Geographic Information Systems (GIS) ..... 295  
geologic hazard..... 151, H-95

grade  
existing..... 66  
separation ..... 3, 55, 66, 72, 77, 85, 88, 89, 96, 127, 128  
Grading Ordinance ..... 118, 296  
green infrastructure..... 4, 90, 92, 103, 113, 296  
greenhouse gas (GHG)..... 56, 57, 58, 71, 78, 79, 80, 84, 96, 97,  
109, 129, 157, 296, H-82, H-83  
groundwater.... 41, 92, 106, 119, 120, 153, 155, 156, 289, 290,  
318, 324, 329, H-95  
group homes ..... H-142  
growth limit(s) ..... 197

## H

habitat(s)..... 4, 12, 49, 53, 54, 100, 110, 111, 112, 113, 114,  
116, 117, 118, 160, 287, 292, 324, 329, H-86  
hazardous materials..... 133, 143, 155, 156, 293  
hazardous waste..... 156, 317  
historic building ..... 2, 24, 47, 48, 49, 298  
historic resource ..... 23, 47, 48, 49, 202, 281  
Historic Resources Board ..... 203, 298  
HOME program ..... H-94  
homelessness..... 171, H-37, H-38, H-39, H-40, H-79, H-143,  
H-144  
Hoover Park..... 161  
hotels..... 33, 43, 189  
household hazardous waste collection ..... 155  
housing  
affordable..... 33, 39, 189, 293, 301, H-3, H-5, H-6, H-15,  
H-16, H-25, H-26, H-28, H-30, H-35, H-36, H-40, H-45,  
H-49, H-50, H-51, H-52, H-53, H-60, H-64, H-66, H-71,  
H-72, H-74, H-76, H-77, H-78, H-79, H-80, H-89, H-90,  
H-91, H-93, H-94, H-97, H-100, H-101, H-102, H-103,  
H-109, H-112, H-113, H-119, H-121, H-122, H-123,  
H-126, H-127, H-128, H-130, H-131, H-132, H-136,  
H-137, H-138, H-139, H-142, H-143, H-144  
cost..... 3, H-6, H-7, H-19, H-22, H-24, H-25, H-28, H-30,  
H-32, H-34, H-43, H-46, H-74, H-80, H-81, H-89, H-121  
density ..... 39, 164, H-102, H-131  
inclusionary..... H-34, H-101, H-102, H-128, H-137  
maintenance..... H-103



near transit .....32, 33, 34, H-32, H-112  
needs .....H-2, H-3, H-5, H-28, H-34, H-55, H-56, H-58, H-89,  
H-102, H-119, H-127, H-131, H-142, H-144  
opportunities .....H-7, H-34, H-46, H-77, H-109, H-126,  
H-136, H-140, H-148  
production ..... H-2, H-15, H-45, H-102, H-134, H-140  
Housing  
affordable ..... 293, 301  
Housing Development Fund ..... 299, H-144  
housing unit(s) ..... 31, 40, 278, 296, 297, 299, 308, 328, H-2,  
H-7, H-18, H-19, H-22, H-27, H-28, H-30, H-32, H-33, H-36,  
H-40, H-47, H-48, H-49, H-50, H-55, H-56, H-58, H-70, H-73,  
H-78, H-79, H-94, H-97, H-101, H-102, H-110, H-127,  
H-130, H-134, H-135, H-136, H-140, H-144  
Human Relations Commission ..... 168, 170, 182, 203, 299,  
H-5, H-146

## I

impact fee(s) .....85, H-78, H-101, H-113, H-119, H-139, H-142,  
H-144  
impervious surface ..... 117, 122, 323  
inclusionary housing .....H-34, H-101, H-102, H-128, H-137  
income .....278, 285, 286, 300, 304, 305, 306, 326, 328  
infill .....3, 17, 36, 40, 43, H-63, H-65, H-66, H-67, H-68, H-80,  
H-109, H-111, H-121, H-133  
infrastructure ... 4, 23, 26, 52, 53, 55, 57, 71, 80, 84, 85, 88, 93,  
96, 106, 109, 114, 115, 119, 122, 123, 131, 133, 143, 145,  
148, 149, 150, 153, 156, 157, 163, 183, 191, 192, 282, 316,  
325, H-2, H-3, H-27, H-75, H-76, H-95, H-96, H-97, H-119,  
H-120, H-142  
intersection(s) 26, 38, 64, 66, 70, 71, 73, 81, 83, 86, 90, 93, 94,  
97, 296, 302, 303, 325

## J

job(s) ....3, 9, 37, 38, 62, 84, 171, 188, 189, 194, 195, 286, 292,  
301, 324, H-2, H-13, H-14, H-15, H-19, H-32, H-36, H-37,  
H-39, H-65, H-76, H-80, H-119, H-144  
Joseph Eichler ..... 18, 291

## L

land use definitions .....36  
landfill(s) ..... 143, 156, 157, 281, 285  
landscaping ... 24, 28, 42, 44, 46, 47, 52, 64, 74, 88, 90, 92, 95,  
110, 112, 117, 119, 121, 127, 155, 279, 290, 295, 307, 308,  
H-54, H-109, H-140  
landslide(s) ..... 131, 150, 151, 319, H-95  
L<sub>dn</sub> ..... 288, 302, 308  
leadership ..... 159, 169, 172, 180, 181, 209, 282  
level of service (LOS) ..... 70, 71, 72, 84, 86, 93, 286, 302, 303  
library(ies) ..... 2, 50, 87, 143, 164, 178, 179, 183, 208, 284,  
H-81, H-113, H-120  
lifts ..... 91, 305  
light rail ..... 61, 76, 325  
liquefaction ..... 151, 295, 319, H-95  
livability ..... 20, 23, 36, 37, 74, 100, 191, 197, 210  
local street(s) ..... 72, 73, 87, 95, H-2  
Los Altos ..... 14, 172, 310, 315, H-9, H-45  
Los Altos Hills ..... 14, 172, 310, 315  
lot size ..... 27, 289, 330, H-2, H-58, H-61, H-103, H-106, H-107,  
H-108, H-110, H-143  
low impact development (LID) ..... 17, 106, 122, 304  
low income ..... 75, 96, 119, 129, 179, H-21, H-35, H-43, H-58,  
H-60, H-74, H-75, H-77, H-84  
low-emission vehicle ..... 79

## M

maintenance ..... 27, 42, 44, 47, 52, 53, 64, 84, 85, 106, 112,  
113, 114, 116, 118, 124, 129, 163, 172, 183, 192, 281, 298,  
311, H-3, H-29, H-49, H-79, H-96, H-98, H-122, H-129,  
H-130, H-138, H-139, H-140  
market rate housing ..... 36, 39, 277, H-50, H-91, H-138  
Mayfield ..... 16, 161, H-59, H-63, H-67  
Menlo Park ..... 14, 304, H-1, H-45  
Metropolitan Transportation Commission (MTC) ..... 77, 202,  
305, H-68  
Middlefield Road ..... 16, 24, 50, 51, 70, 90, 167, H-96  
Midtown ..... 16, 20, 32, 45  
mineral deposits ..... 100  
Mitchell Park ..... 50, 161, 162, 164, 167, 169, 172, H-81, H-84

mitigate/mitigation 8, 35, 40, 49, 52, 85, 90, 92, 113, 124, 126,  
128, 146, 149, 152, 277, 280, 305, 316, H-48, H-82, H-83,  
H-91, H-94, H-101  
mixed use..... 19, 32, 33, 34, 38, 40, 44, 45, 47, 199, H-5, H-57,  
H-63, H-65, H-68, H-71, H-73, H-99, H-131, H-133, H-135,  
H-140  
mobile home..... 299, H-2, H-7, H-47, H-48, H-103, H-140  
mobility..... 55, 58, 70, 75, 95, 96, 196, 326, H-32, H-45  
Mountain View..... 14, 16, 97, 315, H-1, H-9, H-23, H-45, H-70  
mutual aid agreement..... 154

## N

National Environmental Policy Act (NEPA)..... 306  
National Recreation and Park Association ... 163, 184, 185, 307  
National Register of Historic Places..... 23, 47, 307  
native plant..... 110, 118, 162  
natural environment ..... 1, 4, 41, 56, 112, 113, 118, 131, 153,  
176, 191, 196, 197  
natural gas ..... 57, 130, 143, 150, 296, 297, 309  
neighborhood(s) ..... 2, 3, 4, 5, 8, 11, 16, 17, 18, 19, 23, 24, 31,  
32, 36, 38, 39, 40, 41, 42, 43, 44, 45, 50, 51, 55, 57, 64, 72,  
74, 75, 87, 89, 90, 91, 93, 95, 100, 103, 114, 115, 121, 134,  
147, 151, 163, 176, 178, 179, 184, 185, 187, 189, 191, 194,  
196, 197, 199, 200, 201, 205, 208, 209, 282, 284, 298, 307,  
310, 316, 324, 328, H-5, H-6, H-7, H-47,  
H-48, H-57, H-61, H-65, H-67, H-68, H-69, H-97, H-99,  
H-100, H-103, H-108, H-109, H-120, H-123, H-129, H-130,  
H-132, H-139, H-147  
neighborhood  
associations..... 2, 5, 36, 178, 179, 208, H-5  
groups..... 2, 93, 201, 205  
organization ..... 8, 208  
park ..... 91, 100, 126, 184, 305, 307  
retail ..... 45  
safety ..... 147  
shopping ..... 32, 45, H-67, H-99  
streets..... 72, 89, 90  
noise..... 3, 5, 27, 34, 53, 61, 74, 89, 97, 106, 125, 126, 127,  
128, 275, 277, 288, 301, 308, 312, 319, 324, H-96  
noise contour..... 106, 125, 128

Noise Ordinance ..... 106, 125, 127, 308, H-96  
non-profit(s) .. 34, 43, 57, 76, 103, 116, 147, 149, 155, 164, 167,  
169, 170, 171, 172, 179, 180, 181, 182, 191, 196, 197, 209,  
282, 299, 301, 307, 317, 319, 326, H-31, H-37, H-38, H-40,  
H-50, H-52, H-53, H-77, H-79, H-141, H-142  
North Ventura..... 44

## O

off-grid..... 150  
off-street parking ..... 32  
on-street parking ..... 88, 90, 287, 312  
open space ..... 3, 5, 12, 16, 24, 28, 35, 36, 50, 51, 53, 54, 100,  
106, 110, 111, 112, 113, 114, 115, 116, 117, 126, 154, 160,  
178, 179, 183, 204, 278, 285, 301, 302, 310, H-1, H-37,  
H-57, H-85, H-97, H-100, H-109, H-121  
ordinance..... 46, 47, 49, 114, 117, 123, 151, 157, 187, 296,  
298, 308, 312, 313, 320, 326, 331, H-16, H-48, H-81, H-84,  
H-85, H-86, H-100, H-103, H-104, H-106, H-107, H-108, H-  
109, H-110, H-112, H-114, H-128, H-136, H-140, H-148, H-  
149  
Oregon Expressway ..... 24, 50, 70, 84, 90, 116, 318, H-96

## P

Page Mill Road ..... 24, 50, 70, 116, 318, H-13, H-59, H-63  
Palo Alto Community Child Care ..... 168, 180, 310  
Palo Alto Housing Corporation ..... H-5, H-42, H-43, H-49, H-51,  
H-74, H-79, H-80, H-128, H-134  
Palo Alto Landfill ..... 130  
Palo Alto Medical Foundation..... 188, H-13  
Palo Alto Unified School District (PAUSD) ..... 9, 75, 147, 163,  
310, H-97  
paratransit..... 76, 96  
parking ..... 3, 18, 20, 23, 24, 27, 31, 39, 42, 43, 44, 45, 47,  
49, 51, 52, 55, 57, 58, 62, 70, 73, 74, 75, 78, 80, 84, 86, 88,  
90, 91, 92, 93, 96, 114, 115, 121, 127, 161, 162, 179, 188,  
189, 191, 195, 197, 282, 284, 287, 300, 303, 304, 305, 306,  
309, 310, 311, 312, 315, 320, 326, 328, 331, H-54, H-58,  
H-66, H-67, H-68, H-69, H-72, H-73, H-81, H-99, H-100,  
H-103, H-104, H-110, H-111, H-112, H-126, H-131, H-132,  
H-140, H-143

lifts .....91  
parks ..... 2, 4, 16, 17, 19, 24, 36, 40, 42, 50, 51, 82, 84, 87, 93,  
94, 100, 110, 113, 114, 115, 120, 124, 143, 160, 163, 170,  
176, 178, 179, 181, 183, 184, 186, 204, 278, 307, 316, 327,  
H-57, H-82, H-85, H-97, H-113, H-120  
particulate matter (PM<sub>10</sub>) ..... 311, 312  
Pavement Management Program .....83, 311  
pedestrian(s) 2, 3, 19, 20, 23, 24, 26, 31, 32, 33, 41, 42, 43, 44,  
45, 46, 47, 53, 54, 56, 58, 64, 66, 70, 72, 73, 74, 76, 81, 83,  
84, 86, 87, 88, 89, 92, 93, 94, 95, 97, 117, 161, 164, 176,  
179, 285, 295, 311, 323, 325, 328, 329, H-16, H-65, H-66,  
H-68, H-69, H-99, H-100, H-133, H-135  
Pedestrian and Transit-Oriented Development (PTOD) .....311,  
H-15, H-16, H-60, H-64, H-67, H-69, H-109, H-110, H-133  
permeable paving ..... 122  
Planning and Transportation Commission (PTC) .....8, 9, 10,  
203, H-7, H-8  
planning process .....8, 36, 201, H-80  
police ..... 134, 143, 147, 160, 284, 287  
pollutant(s) ..... 34, 58, 79, 106, 121, 122, 287, 324, H-85  
population..... 11, 28, 71, 76, 81, 123, 160, 170, 171, 178, 297,  
H-2, H-9, H-10, H-11, H-12, H-15, H-16, H-17, H-18, H-28,  
H-29, H-31, H-32, H-33, H-37, H-38, H-40, H-42, H-55, H-60,  
H-104, H-119, H-131, H-142  
private partnerships ..... 179, 191, 196  
Professorville .....23  
property owner(s) ... 10, 28, 36, 43, 78, 92, 103, 114, 117, 151,  
156, 179, 276, 294, H-49, H-50, H-73, H-97, H-138  
public art ..... 24, 26, 42, 43, 50, 84, 160, 161, 162, 163, 183  
Public Art Commission ..... 168, 203, 314  
public ways .....47, 51  
public/private partnerships .....48  
purple pipe ..... 106, 123

## R

recycled water .....46, 106, 120, 123, 314, H-85  
recycling .....155, 156, 157, 281, 322, H-82, H-86  
redevelopment.....3, 40, 117, H-45, H-57, H-63, H-64, H-65,  
H-66, H-68, H-73, H-94, H-103, H-109, H-132, H-133,  
H-140

Regional Water Quality Control Board (RWQCB) ..... 12, 120,  
315, H-97  
Regional Water Quality Control Plant (RWQCP) ..... 106, 122,  
145, 123, 130, 131, 155, 315, H-85  
renewable energy..... 109, 129, H-83, H-87  
rental housing..... H-22, H-25, H-27, H-28, H-35, H-44, H-49,  
H-51, H-74, H-94, H-101, H-105, H-130, H-136, H-137,  
H-140, H-142, H-146  
research and development/R&D ..... 16, 20, 37, 91, 197, 316  
residential arterial(s) ..... 66, 72, 84, 86, 87, 90  
residential street(s) ..... 51, 66, 89, 90  
resilient/resiliency..... 4, 17, 19, 36, 100, 103, 109, 110, 113,  
116, 119, 131, 148, 149, 150, 204, 316  
revitalization .....42, 198  
riparian corridor(s) ..... 12, 103, 111, 117, 118  
runoff ..... 12, 283, 290, 309, 317, 318, 323, H-97, H-148

## S

Safe Routes to School..... 75, 94, 317  
San Antonio Road .....24, 32, 34, 39, 70, 90, 97, 153, 200  
San Francisco Bay.... 14, 54, 103, 106, 113, 121, 123, 131, 145,  
153, 162, 278, 281, 287, 316, 325, H-1, H-45, H-55, H-57,  
H-59, H-95, H-97  
San Francisco Public Utilities Commission (SFPUC)..... 53, 145,  
H-96  
San Francisco Water Department.....317, 318  
San Francisquito Creek..... 14, 28, 50, 52, 90, 103, 118, 152,  
153, 286, H-86  
San Mateo County .....14, 37, 61, 85, 317, H-1, H-40, H-102,  
H-141  
San Mateo Transit (SamTrans) .....61, 79, 96, 317  
Sand Hill Road .....28, 50, 64, 88, 318, H-13, H-64  
Santa Clara County Homeless Collaborative .....H-38, H-144  
Santa Clara Valley Transportation Authority..... 14, 58, 202, 318  
Santa Clara Valley Water District..... 103, 152, 153, 318, H-85  
scenic route(s) .....12, 50, 51  
school(s) ..... 2, 8, 24, 31, 34, 37, 38, 39, 40, 41, 56, 75, 81, 82,  
83, 85, 86, 87, 88, 89, 92, 93, 94, 95, 106, 124, 125, 147,  
159, 160, 162, 163, 167, 168, 172, 176, 179, 180, 181, 185,

205, 206, 209, 283, 284, 310, 317, 319, 328, H-10, H-89,  
H-97, H-98, H-114, H-119, H-145  
sea level rise .....40, 41, 53, 54, 109, 123, 131, 134, 149, 152,  
153, 318, H-82, H-83  
second dwelling unit.....H-103, H-106, H-108, H-111  
second unit(s) .....18, 28, 31, 275, H-58, H-59, H-60, H-75,  
H-98, H-99, H-103, H-108, H-111, H-129, H-142, H-143  
sedimentation ..... 118, 290, 295  
seismic  
    seismic .....151, 152, 293, 319, H-95  
    seismic hazard zone..... H-75  
    seismic retrofit .....39, 151, 164, H-95  
senior(s) .....39, 66, 75, 76, 82, 91, 95, 96, 125, 151, 164, 167,  
168, 170, 171, 176, 179, 181, 183, 185, 205, 284, 319,  
H-10, H-12, H-14, H-24, H-28, H-29, H-30, H-31, H-32,  
H-44, H-70, H-72, H-77, H-80, H-102, H-103, H-112, H-128,  
H-131, H-143, H-147  
sensitive receptor(s)..... 106, 124, 127  
service delivery.....148, 154, 159, 163, 172, 175, 182, 184, 288  
service organization(s) .....5, 172, 179, 180, 181, 209, 307  
shoreline ..... 100, 131, 153  
shuttle(s) ..... 3, 57, 58, 61, 62, 75, 78, 79, 80, 81, 82, 85, 96,  
315, H-1, H-81, H-104  
shuttle bus ..... 315  
signage ..... 47, 51, 64, 81, 88, 92, 94, 112, 279, 307  
single room occupancy (SRO) .....321, H-42, H-43, H-44, H-72,  
H-102, H-106, H-112  
single-family .....17, 18, 24, 31, 41, 43, 47, 115, 117, 125, 152,  
275, H-22, H-23, H-34, H-47, H-57, H-58, H-90, H-92, H-98,  
H-99, H-106, H-107, H-108, H-109, H-111, H-113, H-119,  
H-121, H-122, H-126, H-130  
Skyline Boulevard .....50, 294  
Skyline Ridge ..... 113, H-1  
slope(s) .....76, 151, H-75  
small lot(s) .....31, H-99, H-122  
software .....32, 188, H-13  
solar energy ..... 130  
solid waste ..... 133, 143, 157, 160, 281, 321, 322  
South El Camino .....19, 88, H-133, H-135  
special status species ..... 111  
speeding .....72, 73, 325

sphere of influence (SOI) .....26, 188, 322  
spill(s) ..... 121, 155, 156  
SRO .....321  
stakeholder(s) ..... 8, 36, 91, 93, 94, 117, 146, 160, 182, 196,  
199, 283, H-5, H-6  
Stanford Medical Center ..... 20, 88, 194, 200  
Stanford Research Park ..... 14, 20, 33, 39, 45, 61, 79, 81, 86,  
188, 190, 194, 197, 199, 200, H-13, H-67, H-134  
Stanford Shopping Center..... 14, 19, 32, 39, 43, 88, 189,  
192, 199  
Stanford University .....2, 9, 14, 15, 16, 34, 37, 39, 45, 57,  
61, 62, 81, 86, 113, 116, 127, 163, 172, 179, 188, 192, 194,  
199, 200, 272, 304, 310, 331, H-13, H-45, H-67, H-79,  
H-134  
Stanford University Medical Center (SUMC) ..... 37, 39, 194  
start-up(s)..... 42, 45, 195, 196, 197, 199  
storm drain system.....145, H-97  
stormwater management..... 90, 92, 120, 121  
stormwater runoff ..... 92, 100, 121, 122, 309, 317, 323  
street sweeping.....121  
subsidence..... 151  
sustainable/sustainability ..... 3, 4, 8, 16, 17, 19, 38, 56, 75, 78,  
88, 100, 109, 121, 143, 196, 197, 296, 308, 324, H-80,  
H-100, H-129, H-132, H-148, H-149  
Sustainability/Climate Action Plan (S/CAP).....324

## T

taxi(s) .....76, 82, 95, 288  
telecommuting..... 79  
Terman Park .....161, H-33  
Title 24 .....125, 325, H-33, H-87, H-126  
Town and Country Village..... 19, 32, 39, 44, 200  
toxic ..... 121, 122, 124, 143, 155, 157, 297, 299, H-85  
traffic .....3, 8, 17, 27, 31, 32, 35, 38, 55, 57, 64, 66, 70, 71, 72,  
73, 74, 75, 76, 77, 79, 80, 81, 85, 86, 87, 88, 89, 90, 92, 93,  
94, 95, 96, 97, 106, 189, 191, 197, 200, 276, 277, 280, 284,  
285, 286, 293, 294, 296, 298, 302, 303, 305, 309, 310, 311,  
312, 316, 324, 325, 326, 328, H-6, H-15, H-80, H-96,  
H-112, H-114  
traffic circle ..... 73, 94

Transfer of Development Rights (TDR)..... 39, 49, 151, 200, 325,  
H-72, H-100, H-132  
transit..... 3, 9, 12, 16, 17, 19, 20, 31, 33, 38, 39, 45, 55, 56, 57,  
58, 61, 62, 64, 70, 72, 74, 75, 76, 77, 78, 79, 80, 81, 82, 84,  
85, 86, 88, 91, 93, 95, 96, 97, 143, 147, 164, 176, 179, 189,  
278, 280, 285, 286, 288, 305, 306, 310, 311, 316, 317, 318,  
325, 327, 329, H-7, H-15, H-34, H-36, H-39, H-55, H-65,  
H-66, H-67, H-68, H-69, H-73, H-80, H-90, H-98, H-99,  
H-100, H-102, H-104, H-112, H-133, H-135, H-136, H-143,  
H-147  
transitional housing.....H-38, H-42, H-77, H-105, H-144  
Transportation Demand Management (TDM).....57, 78, 79, 85,  
326  
Transportation Management Authority (TMA).....57, 78, 79, 86,  
326  
trees  
street tree(s) ... 18, 23, 24, 26, 42, 51, 52, 64, 73, 84, 88, 92,  
114, 115, 282, 324  
tree canopy ..... 41, 52, 88, 114, 176, 282  
trip reduction.....286  
truck(s) ..... 58, 72, 87, 127, 155, 304, 311

## U

understory..... 114  
unemployment..... 188  
urban creek(s)..... 117  
urban forest.....2, 4, 26, 100, 103, 110, 113, 114, 115, 116, 131  
Urban Forest Master Plan (UFMP) .....26, 52, 87, 92, 100, 110,  
114, 116, 184  
urban runoff..... 120, 318  
urban service area.....36  
utility(ies) ...17, 26, 33, 52, 53, 83, 88, 119, 129, 143, 145, 149,  
150, 157, 192, 203, 277, 287, 289, 295, 296, 300, 309, 317,  
327, H-6, H-24, H-53, H-82, H-83, H-96, H-97, H-141  
Utilities Fund..... 327

## V

vacancy rate..... H-45, H-46, H-53  
vacant land .....H-45, H-49, H-54, H-57, H-64, H-65, H-75, H-90,  
H-137  
vehicle miles traveled (VMT).....38, 71, 79, 84, 85, 86, 328, H-80  
very low income.....H-29, H-58, H-60, H-77  
views..... 12, 46, 318, H-5  
volunteer(s)..... 95, 172, 181, 182, 204, 205, 206, 209, 282,  
H-86, H-130

## W

walking..... 12, 19, 20, 41, 51, 55, 62, 64, 73, 74, 78, 79, 83, 84,  
91, 94, 97, 161, 176, 177, 185, 194, 275, 308, H-71  
wastewater ..... 106, 122, 143, 145, 315, 329, H-82, H-96  
water pollution..... 121, 309, 313, 318  
water quality  
water quality ..... 14, 119, 121, 304, 315, H-82, H-84  
water quality BMPs..... 121, 122, 304, 315  
water resources ..... 106, 120, 203, 318  
weatherization.....H-82  
wetland(s)..... 111, 278, 292, 329  
wildfire..... 134, 154, 310  
wildlife corridor(s)..... 110, 111  
Williamson Act..... 110, 330  
wood burning ..... 106, 124, H-85

## Y

youth ..... 66, 148, 161, 168, 169, 171, 172, 176, 179, 180, 181,  
185, 202, 205, 284, H-37

## Z

zoning.....32, 37, 39, 40, 42, 47, 48, 51, 130, 154, 176, 198,  
203, 207, 211, 286, 289, 310, 312, H-7, H-15, H-52, H-57,  
H-58, H-60, H-61, H-64, H-67, H-68, H-69, H-72, H-73,  
H-98, H-100, H-101, H-102, H-103, H-108, H-110, H-111,  
H-113, H-119, H-121, H-126, H-127, H-131, H-132, H-135,  
H-138





# CHAPTER 1

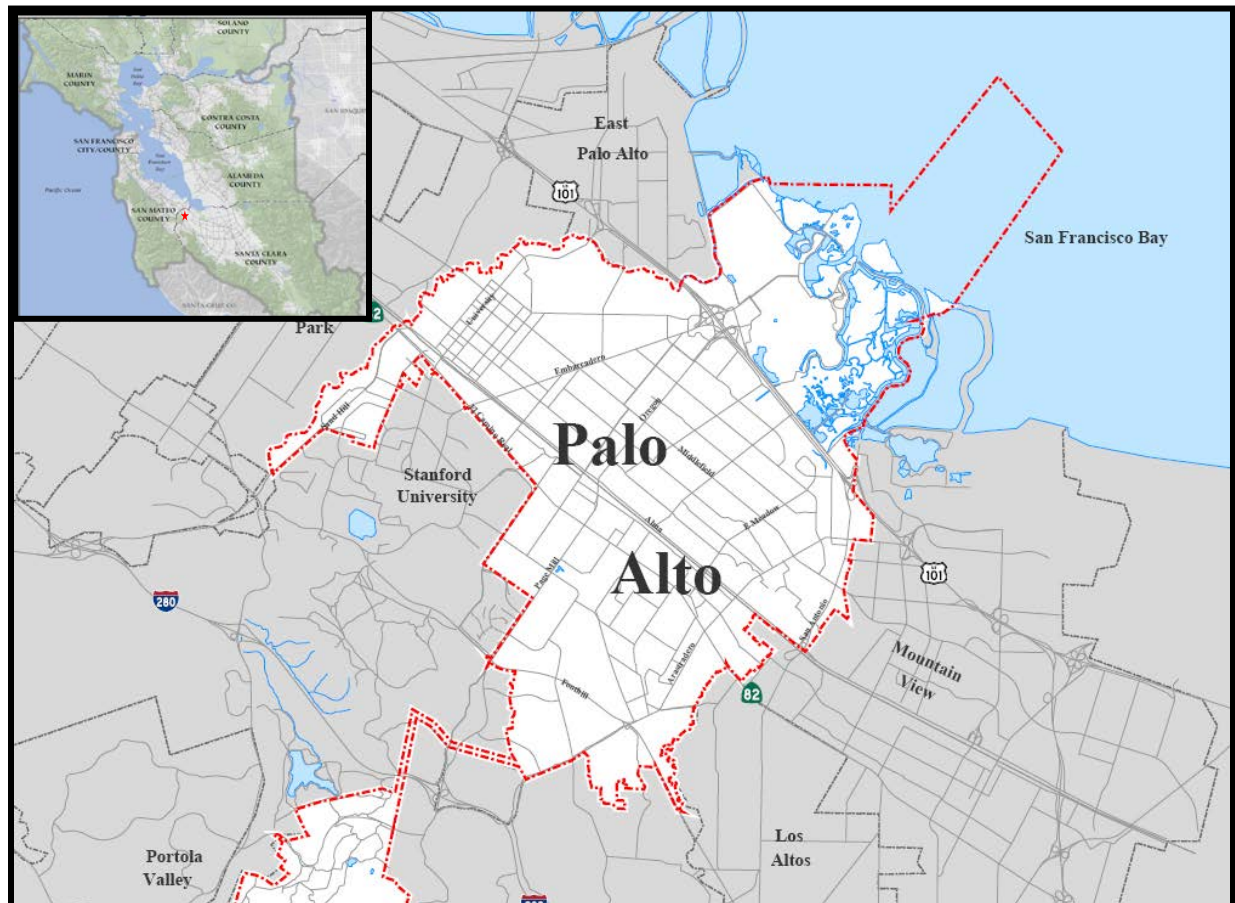
## INTRODUCTION

### 1.1 COMMUNITY CONTEXT

Incorporated in 1894 and located 35 miles south of San Francisco and 14 miles north of San Jose, the City of Palo Alto is a community of approximately 66,000 residents. Part of the San Francisco Metropolitan Bay Area and the Silicon Valley, Palo Alto is located within Santa Clara County and borders San Mateo County. The City's boundaries extend from San Francisco Bay on the east to the Skyline Ridge of the coastal mountains on the west, with Menlo Park to the north and Mountain View to the south. The City encompasses an area of approximately 26 square miles, one-third of which is open space.

Palo Alto's main transportation corridors are Interstate 280, Highway 101, Highway 84 (the Dumbarton Bridge) and Highway 92 (the Hayward-San Mateo Bridge). Air transportation is provided by San Francisco, San Jose and Oakland international airports. Within the City, commuter rail stations include the Palo Alto University Avenue stop (one of the most frequently used in the Caltrain system) and the California Avenue station. Alternative transportation options include bike paths throughout the City, and an internal shuttle service.

**Figure 1-1 Regional Location of Palo Alto**



The City of Palo Alto can be described as a suburban residential community with a vibrant economy in the high technology and medical sectors. Its housing stock provides a number of housing types, including single family homes, townhomes, condominiums, apartments and one mobile home park.<sup>1</sup> Of the estimated 28,500 housing units in the City, approximately 62 percent are single family residential units. As with many other Silicon Valley jurisdictions, the demand for housing exceeds housing supply, thus escalating housing prices. In 2013, the median sales price for a single family home was \$1,720,000.

Palo Alto faces several challenges during the 2015-2023 Housing Element planning period:

- The City is nearly built out, with only 0.5 percent of the developable land vacant and no opportunities to annex additional areas to accommodate future housing needs.
- The high cost of the land—coupled with the smaller lot sizes in the City—makes residential development difficult.
- With the high median sales price, providing housing affordable to all segments of the population is very difficult.
- In addition, because the City has a large surplus of jobs, the circulation infrastructure is taxed by the large volumes of daily commuters, impacting local streets and neighborhoods.

## **1.2 PURPOSE AND SCOPE OF THE HOUSING ELEMENT**

The California State Legislature has identified the attainment of a decent home and suitable living environment for every citizen as the State’s major housing goal. Recognizing the important role of local jurisdictions in the pursuit of this goal, the Legislature has mandated that every city and county prepare a Housing Element as part of its comprehensive General Plan. The Housing Element specifies ways in which the housing needs of existing and future residents can be met. Consistent with State Housing Element laws, it must be updated every eight years.

This Housing Element covers a period extending from adoption to January 31, 2023 and builds on the progress made under previous Palo Alto Housing Elements. The City has previously adopted five Housing Elements, the most recent being the 2007-2014 City of Palo Alto Housing Element adopted in 2013.

This 2015-2023 Housing Element was prepared pursuant to Article 10.6 of the Government Code (State Housing Element Law) and presents a comprehensive set of housing policies and actions. It builds on an assessment of Palo Alto’s housing needs including the regional housing needs allocation and an evaluation of existing housing programs, available land for future housing, and addresses constraints on housing production.

---

<sup>1</sup> See Pages 47-48

### **1.3 RELATIONSHIP TO THE GENERAL PLAN**

Cities and counties in California are required to develop comprehensive General Plans, which are long-range planning documents to guide future growth and development. A community's General Plan typically provides an extensive and long-term strategy for the physical development of the community and any adjoining land. There are seven subject areas that a General Plan must address, although other subjects can be added based on the community's needs and objectives. This Housing Element is intended to serve as the seventh mandated Element of Palo Alto's General Plan (known as the Palo Alto Comprehensive Plan.). The other "Elements" that the Plan must contain are Land Use, Circulation, Conservation, Open Space, Noise, and Safety. The Palo Alto Comprehensive Plan addresses the requirements of State law through the following elements:

- Land Use and Design
- Housing
- Transportation
- Natural Environment
- Community Services and Facilities
- Business and Economics

The Housing Element builds upon the other elements within the Palo Alto Comprehensive Plan, and is consistent with the Plan's policies and proposals. Housing policy is based upon the development capacity levels established in the Land Use and Design Element to determine appropriate locations for housing development. Whenever any element of the General Plan is amended, the Housing Element will be reviewed and modified, if necessary, to ensure continued consistency between elements.

State law requires the Housing Element to include the following:

- Evaluation of existing housing needs
- Estimates of projected housing needs
- Review of previous Housing Element goals and programs that evaluates how well they achieved the City's objectives
- Inventory of adequate sites with an analysis that assesses the jurisdiction's ability to accommodate its share of the regional housing need in light of environmental and infrastructure issues and conditions
- Identification of governmental and non-governmental constraints to the production and maintenance of housing
- Specific proposals to address identified needs, remove or reduce governmental constraints; and conserve and improve existing affordable housing
- Quantifiable objectives that estimate the maximum number of units by income level for construction, rehabilitation and conservation of housing during the planning period

State law also requires communities to submit their housing elements for review by the State's Department of Housing and Community Development (HCD), to determine if they comply with State Housing Element Law (Article 10.6 of the Government Code).

## **1.4 DATA AND INFORMATION SOURCES**

The information for this Housing Element Update came from a variety of sources. The primary sources used were:

- U.S. Census (Census 2000 and 2010)
- America Community Survey (ACS) data 2010-2012 (three-year estimates)
- California Department of Finance Housing and Population Estimates
- Association of Bay Area Governments (ABAG) projections (primarily 2009)
- Federal Department of Housing and Urban Development (HUD) Comprehensive Housing Affordability Strategy (CHAS) data systems
- *Plan Bay Area 2013*
- City of Palo Alto

## **1.5 ACRONYMS**

This element includes use of many acronyms to identify agencies, housing programs, funding sources, and planning terms. The most commonly used acronyms are:

ACS	American Community Survey
AMI	Area Median Income
CDBG	Community Development Block Grant
CHAS	Comprehensive Housing Affordability Strategy
DOF	State of California Department of Finance
DU/AC	dwelling units per acre
FAR	Floor to area ratio
HCD	State of California Department of Housing and Community Development
HUD	Federal Department of Housing and Urban Development
LIHTC	Low-Income Housing Tax Credit
MFI	Median Family Income
RHNA	Regional Housing Needs Assessment
ABAG	Association of Bay Area Governments
SF	square feet

## **1.6 COMMUNITY INVOLVEMENT**

The 2015-2023 Palo Alto Housing Element has been prepared with the assistance of considerable community participation. Public outreach conducted as part of this Housing Element update included:

- Housing Element Community Panel meetings
- Community workshops on housing affordability and the Housing Element
- A housing questionnaire circulated to interested parties and available online
- Regional Housing Mandate Committee (RHMC) meetings

- Planning and Transportation Commission and City Council Meetings
- A website dedicated to the Housing Element update

The City will continue its public participation process to include all interested parties in the adoption and implementation of the Housing Element.

### Community Panel

An ad hoc Community Panel was formed comprised of members representing a variety of community groups and public entities that have interests in the housing problems facing Palo Alto and finding solutions to those problems. The group included a member of the Planning and Transportation Commission, a representative from Palo Alto Housing Corporation, a member of Palo Alto Unified School District Board, a representative from the Human Relations Commission, a representative from the League of Women Voters, a mixed use developer with experience in Palo Alto, a representative from Palo Alto Parents (PTA Council), a representative from Palo Altans for Sensible Zoning, Housing and Special Needs Advocates, Palo Alto Neighborhood (PAN) representatives, and private individuals. The Community Panel represented the different housing interests of various segments of the community and provided a forum for the representatives of each group to share their knowledge and perspectives regarding housing needs and solutions. Although each Community Panel member represented the views of his or her respective groups, the also consulted with other individuals in the community. All Community Panel meetings were open to the public. The City anticipates holding eight Community Panel meetings between March 2014 and October 2014.

The Community Panel provided input, comments, and advice on the City's housing needs, potential sites to meet the RHNA, and the policies the City proposed to use to address those needs. It also reviewed draft versions of the Housing Elements goals, policies and programs. The Community Panel recommendations were forwarded to the Planning Commission and the City Council.

### Community Workshops

In addition to the work of the Community Panel, the City held two community workshops to hear from other members of the public on the issue of affordable housing and the Housing Element. These meetings were held on April 28, 2014 and April 30, 2014 in community facilities at locations in the northern and southern areas of Palo Alto. To advertise these meetings, an invitation was sent to neighborhood associations and the City's general email list, a press release was prepared, and an advertisement was included in the local newspaper. The meetings were also advertised to the Community Panel, which is comprised of local stakeholders including representatives from groups that serve low-income and special needs groups. Identical agendas were prepared for each meeting.

The workshops were conducted as part of the *Our Palo Alto* speaker series. *Our Palo Alto* is a community conversation about the future of Palo Alto and is intended to create

**Our Palo Alto**  
A Community Conversation about the City's Future

**CONVERSATION ENGAGE FUTURE PARTICIPATE EVENT**

**Housing Affordability**

Join us for a lively, interactive and informative panel discussion on the difficulties faced by renters, homebuyers, and employers within the Palo Alto housing market. There is an acknowledgement that the availability of affordable housing in Palo Alto is a real challenge. What can be done to provide more affordable housing for residents at all economic levels? For future generations? How can the City's Housing Element be part of the solution? Come and participate in the discussion as we identify potential opportunities and solutions to these challenges.

**Speakers include:**

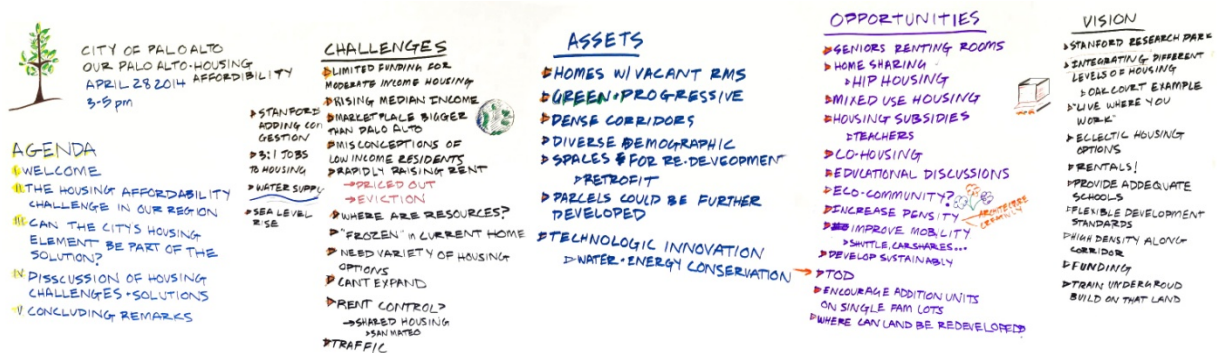
- Bena Chang, Silicon Valley Leadership Group
- Laura Stetson, MIG Consultants

**What is Our Palo Alto?**  
Fueled by input and participation from citizens, *Our Palo Alto* is a community conversation about our City's future. These conversations will create opportunities for dialogue around Ideas, Action, and Design. Together we will discuss important ideas and programs, tackle the issues the community cares about, and design a long-term plan for the future.

To find out more information about *Our Palo Alto* or this event, go to [www.cityofpaloalto.org/ourpaloalto](http://www.cityofpaloalto.org/ourpaloalto) or call (650) 329-2100 x2443

*This event is co-sponsored by the City of Palo Alto and Green Planning Action.*

opportunities for dialogue around important ideas and programs while tackling issues the community cares about. The workshops included two panel speakers, the Silicon Valley Leadership Group and the City's Housing Element consultant, MIG, Inc. The speakers' presentations provided an informational foundation for the discussion on housing issues affecting the Bay Area and specifically, Palo Alto. The presentations focused on the rising pressures on housing throughout the Bay Area and the rapidly changing demographics brought on by the tech boom. Panel speakers discussed the role Palo Alto's Housing Element can play in addressing housing issues. The presentations informed lively conversation about the challenges and opportunities related to housing in Palo Alto. Below is an image of the wall graphic from one of the meetings, recording public comments.



Information received during these two meetings helped to define the work of City staff in identifying housing opportunity sites and developing revised goals, policies and programs. These meetings also provided opportunities for members of the public to ask questions of staff in a less formal setting.

### Housing Questionnaire

The City produced a housing questionnaire to receive additional community feedback. Intended to build and expand on the community workshops, the questionnaire was administered in English and Spanish and both printed and web-based versions of the questionnaire were made available through the City's website. Neighborhood associations, residents, and interested stakeholders were emailed a link to the survey. The survey was also advertised at the community meetings and participants, including those representing low-income and special needs groups, were encouraged to provide feedback through this additional means. The survey was available to the public for approximately two months prior to the completion of the draft element, with a total of 424 individuals responding to the survey.

Overall the most significant theme in the questionnaire was the high cost of housing in Palo Alto. Many respondents indicated that lowering housing costs (including utility costs) would improve their housing situation. More than half of respondents indicated that an increased variety of housing and the continuation of the City's Below Market Rate (BMR) Housing Purchase Program are strategies that should be used to address the affordable housing crisis. Using the questionnaire's open ended text boxes, many expressed a desire to preserve the City's character through limited growth. Many agreed that if new development were to occur, it should happen along major transportation corridors and not in established residential neighborhoods. Many expressed a concern that new development would contribute to the City's existing traffic issues while others suggested limiting commercial growth as a way to hold back increasing housing



demand. Many questionnaire comments referenced the need to improve the regional transit system and preserve mobile home units as a source of affordable housing.

The goals, policies and programs in the Housing Plan reflect the public outreach conducted and the community's concerns related to providing a variety of housing opportunities, reducing housing costs, preserving the City's existing neighborhoods, and directing new development to transit-served areas.

### **Regional Housing Mandate Committee Meetings**

The Regional Housing Mandate Committee (RHMC) is a City Council subcommittee formed to work with staff and provide recommendations to Council on housing issues and the Housing Element Update process. The RHMC held monthly meetings, beginning December of 2013, to discuss issues critical to the Housing Element update.

### **Planning and Transportation Commission and City Council Meetings**

The City held study sessions to review draft versions of the Housing Element with both the Planning and Transportation Commission (PTC) and the City Council. The PTC is responsible for providing recommendations to the City Council and the City Council is responsible for adopting the Housing Element and any conforming amendments to other sections of the City's Comprehensive Plan that are required to ensure consistency.

### **Housing Sites Selection Process**

Of the many Housing Element requirements, one of the most significant is the requirement to identify housing sites to meet the Regional Housing Needs Allocation (RHNA). The RHNA requirement is a State mandate that requires the City to meet its future housing demand for all income levels for the designated planning period, in this instance 2014-2022.<sup>2</sup> The City must designate sites with the appropriate zoning and/or other land use policies that show the City can meet this estimated need. For the 2014-2022 planning period, the City must show that it can accommodate 1,988 housing units. The City is not required to construct the units, but must show that the adequate zoning or land use policies are in place to accommodate future housing growth.

The City of Palo Alto has engaged in a detailed site selection process with the public. The City's opportunity sites were developed in consultation with the Housing Element Community Panel, Regional Housing Mandate Committee (RHMC), Planning and Transportation Committee (PTC), City Council, and members of the public. During the selection process, various sites were identified and discussed, with the intent of narrowing down the sites to meet the RHNA need. After much deliberation, parcel-specific sites were chosen to meet the RHNA requirement and to provide a surplus of units. The identified sites have been included in the list of housing sites discussed in detail in Chapter 3 - Housing Resources and Sites. For additional information about the site selection process, please see Appendix E.

### **Housing Element Program Review**

Each Housing Element is required to provide a review of past accomplishments in light of the Element's Goals, Policies and Programs. Based on past accomplishments, staff proposed not to

---

<sup>2</sup> While the Housing Element planning period is defined as 2015-2023, the RHNA period is established separately and covers January 1, 2014 through October 31, 2022.

retain twelve programs, as those programs have either been completed or are no longer applicable. All other existing programs are proposed to be retained or revised. The Housing Element Community Panel, Regional Housing Mandate Committee, Planning and Transportation Commission and the City Council were presented the current Goal, Policies and Programs along with the 12 proposed programs to be removed. After extensive review of the 12 programs, it was recommended to keep one program, revise two programs and to not retain the remaining nine. A summary table of the twelve programs proposed for removal has been included as Appendix F.

## **1.7 ADOPTION**

The City Planning and Transportation for reviewed the draft Housing Element on May 14, 2014. The PTC continued its review on May 28, 2014 and with some proposed revisions, it recommended the City council forward the draft Housing Element onto HCD for their initial review. The City Council approved submitting the draft Housing Element review on June 2, 2014. The draft Housing Element was submitted to HCD on July 7, 2014. On September 5, 2014, the City received a letter from HCD stating that the draft Housing Element, with some revisions, was statutorily compliant with State Housing Element law. The Planning and Transportation Commission held a public hearing that recommended approval of the Housing Element to the Council on October 1, 2014. The City Council adopted the Public Hearing Draft on November 10, 2014.

## CHAPTER 2

### HOUSING NEEDS ASSESSMENT

#### 2.1 DEMOGRAPHIC PROFILE

##### Population Growth and Trends

Historical review of Palo Alto population data reveals that population growth from 1980-1990 was relatively low, around 1 percent growth rate. During the decade from 1990-2000, Palo Alto's population grew by almost 5 percent, from 55,900 to 58,598, compared to a 12 percent increase for Santa Clara County. This was one of the lowest rates of population growth for communities in Santa Clara County for that decade. Conversely, in 2010, the City reached a population of 64,403, the result of a 10 percent population increase. Over the same decade, the County experienced six percent overall population growth. Palo Alto's growth was due to both an increase in the number of dwelling units and an increase in household size.

**Table 2-1 Population Trends of Neighboring Jurisdictions, 1990-2013**

<b>Jurisdiction</b>	<b>1990</b>	<b>2000</b>	<b>2010</b>	<b>2013</b>	<b>Percent Change 2000-2013</b>
Cupertino	40,263	50,546	58,302	59,620	18%
Gilroy	31,487	41,464	48,821	51,544	24%
Los Altos	26,303	27,693	28,976	29,792	8%
Los Gatos	27,357	28,592	29,413	30,247	6%
Mountain View	67,460	70,708	74,066	76,260	8%
<b>Palo Alto</b>	<b>55,225</b>	<b>58,598</b>	<b>64,403</b>	<b>66,368</b>	<b>13%</b>
San Jose	782,248	894,943	945,942	984,299	10%
Santa Clara	93,613	102,361	116,468	120,284	18%
Sunnyvale	117,229	131,760	140,081	145,973	11%
Total County	1,497,557	1,682,585	1,781,642	1,842,254	9%

Sources: U.S. Census 1990, 2000, 2010 and California Department of Finance 2013

Between 2000 and 2013, Palo Alto was one of the fastest growing cities in the County, with an overall 13 percent increase. Throughout Santa Clara County, population increased by nine percent during the same period. Estimates of future growth indicate a moderate and steady increase in population over the next 20 years. By the year 2035, the Association of Bay Area Governments (ABAG) estimates that the population of Palo Alto will reach 84,000.

**Table 2-2 Historical Population and Growth in Palo Alto, 1980-2035**

<b>Year</b>	<b>Population</b>	<b>Numerical Change</b>	<b>Percent Change</b>
1980	55,225	741	1%
1990	55,900	675	1%
2000	58,598	2,698	5%
2010	64,403	5,805	10%
<b>2013</b>	<b>66,638</b>	<b>2,235</b>	<b>3%</b>
2025 (projection)	73,400	6,762	10%
2035 (projection)	84,000	10,600	14%

Sources: U.S. Census 1980, 1990, 2000, 2010, California Department of Finance 2013 and ABAG Projections 2009

### Age Characteristics

The median age in Palo Alto has increased dramatically over the last four decades. In 1970, the median age was 29.5 years for males and 33.7 years for females. By 1990, the median age of Palo Alto residents had increased by approximately 6.5 years from 1970, climbing to 36 years for males and 40 years for females. In the year 2000, the median age for the entire population of Palo Alto was 40.2 years, which was considerably higher than the County median age of 34 years. From 2000-2010 the median age of Palo Alto's population increased yet again from 40.2 to 41.9. During the same time, the Santa Clara County median age increased from 34 to 36.4 years.

Since the 1980s, the City of Palo Alto continues to experience two simultaneous trends in the population age breakdown—an increase in the youngest residents and an increase in the oldest residents. At the same time, there has been a continued decrease in the childbearing population age group (18-44 years) from the 1980s to the present.

The age group to experience the most significant increase has been the school age population (between 5 and 17 years), which increased by approximately 62 percent since 1980. Aging of the population is also evident in the increase in Palo Alto's senior population. In 1980, the number of persons age 65 and over was 7,408, constituting 13 percent of the total population. By 2010, the population aged 65 and over had increased to 11,006, representing approximately 17 percent of Palo Alto's total population. Overall, the senior population increased by almost 50 percent over the 1980-2010 period. Given the extensive senior-oriented resources in Palo Alto, it is expected that seniors will continue to reside in Palo Alto, but may begin shifting from single family homes to smaller units. This Housing Element will continue to plan for this demographic shift.

**Table 2-3 Population Increase by Age in Palo Alto, 1970-2010**

<b>Age</b>	<b>1980</b>	<b>1990</b>	<b>2000</b>	<b>2010</b>	<b>Percent Change</b>	
<b>Group</b>	<b>Number</b>	<b>Number</b>	<b>Number</b>	<b>Number</b>	<b>1980-2010</b>	<b>2000-2010</b>
Pre-School (under 5)	2,168	2,764	2,970	3,506	62%	18%
School Age (5-17)	8,998	6,999	9,436	11,573	29%	23%
Child Bearing (18-44)	24,004	24,863	21,872	20,300	-15%	-7%
Middle Age (45-64)	12,647	12,527	15,180	18,018	42%	19%
Senior (65 and over)	7,408	8,747	9,140	11,006	49%	20%
<b>Median Age</b>	<b>35.2</b>	<b>38.2</b>	<b>40.2</b>	<b>41.9</b>	19%	4%
<b>TOTAL PERSONS</b>	<b>55,225</b>	<b>55,900</b>	<b>58,598</b>	<b>64,403</b>	17%	10%

Source: US Census 1980, 1990, 2000 and 2010

### Race and Ethnicity

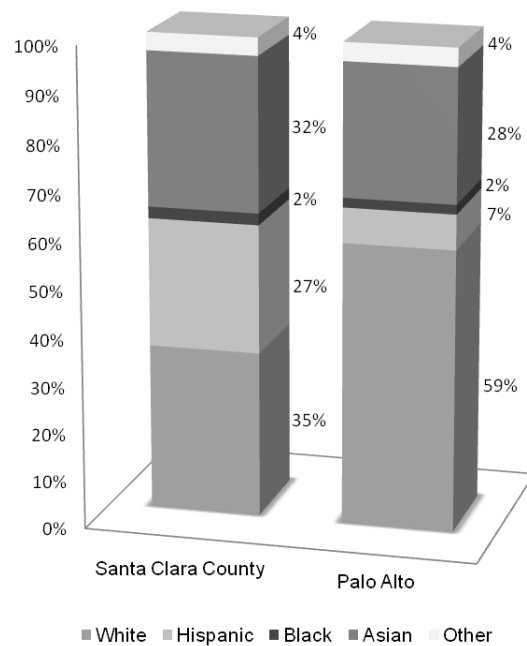
In evaluating Palo Alto's racial distribution, the 2000 U.S. Census data indicated that a majority of Palo Alto's population was composed of white persons (73 percent). In the 2010s, Palo Alto's population is increasing in diversity although the white population remains the majority, comprising 61 percent of the population in 2010. The next largest population group by race is Asian. They comprised 17 percent of the City's population in 2000. In 2010 the proportion increased to 27 percent. Although the Hispanic population in Palo Alto increased by almost half in 2010 (from 2,722 to 3,974), it continued to comprise a small proportion. In 2000 Hispanics represented five percent of the population and six percent in 2010. The African-American remained consistent at two percent from 2000 to 2010.

**Table 2-4 Race and Ethnicity by Person**

<b>Racial/Ethnic Group</b>	<b>2000 Population (Percent of Total)</b>		<b>2010 Population (Percent of Total)</b>		<b>2000 to 2010 Percent Change</b>	
	<b>Palo Alto</b>	<b>Santa Clara County</b>	<b>Palo Alto</b>	<b>Santa Clara County</b>	<b>Palo Alto</b>	<b>Santa Clara County</b>
White	73%	44%	61%	35%	-9%	-16%
Hispanic	5%	24%	6%	27%	46%	19%
Black	2%	3%	2%	2%	-3%	-5%
Asian	17%	25%	27%	32%	73%	32%
Other	3%	4%	4%	4%	44%	6%
Total	100%	100%	100%	100%	10%	6%

Source: U.S. Census 2000, 2010

Diversification trends continue, according to the most recent estimates (2012) from the American Community Survey. Palo Alto's racial and ethnic composition continues to closely parallel the countywide average in most categories. For example, Palo Alto's Asian population is increasing towards the countywide average of 32 percent for that group (Palo Alto has a 27 percent Asian population). However, 27 percent of Santa Clara County's population is Hispanic while only seven percent of the City's population identified themselves as Hispanic in 2012.

**Figure 2-1 Racial/Ethnic Characteristics in Palo Alto and Santa Clara County, 2012**

Source: ACS 2010-2012 three-year estimates

## 2.2 EMPLOYMENT CHARACTERISTICS AND TRENDS

### Employment Trends

In 2000, 54 percent of Palo Alto residents were employed (31,369 persons). According to more recent (2012) estimates, that number had decreased to 31,007 employed persons residing in Palo Alto, representing 47 percent of the population. This decrease in the number and proportion of employed residents is likely due to the increase in the senior (age 65 and over) and children (ages under 18) populations, as these subpopulations largely do not work. Between 2000 and 2012, the senior population increased almost 24 percent, and the population under 18 years of age increased 19 percent.

**Table 2-5 Employment Status of Population in Palo Alto, 2000 – 2012**

Population	2000	2012	2000-2012 Percent Change
Persons age 16 and over	47,814	52,641	10.1%
Employed persons age 16 and over	31,369	31,007	-1.2%
Persons age 65 and over	9,140	11,296	23.6%
Persons age under 18	12,406	14,784	19.2%
Total Population	58,598	65,493	11.8%

Source: US Census 2000 and 2010-2012 ACS three-year estimates



### Local Employment Growth

In 2013, ABAG adopted the *Plan Bay Area* to address transportation, land use and housing in the region through the year 2040. According to estimates compiled for *Plan Bay Area*, in 2010 there were 89,370 jobs in Palo Alto, with projections that total jobs will reach 119,030 in 2040 (33 percent growth).

Palo Alto is one of the main economic drivers of Silicon Valley, home to many well-known companies and innovative technology firms. Stanford Research Park on Page Mill Road is a major research and office area, and Sand Hill Road is a hub for many venture capitalists. In addition, Palo Alto attracts a high amount of venture capital investments. Many renowned companies and research facilities have their headquarters in Palo Alto including: Amazon.com's A9.com, VMware, Genencor, Hewlett-Packard, SAP, Space Systems/Loral, Wilson Sonsini Goodrich & Rosati, and Tesla Motors.

Stanford Hospitals and Clinics and Stanford University continue to be the largest employers, employing over 16,000 people. The three major hospital groups employ most of the employees in the Health, Educational sector: Stanford University Medical Center/Hospital, Lucille Packard Children's Hospital, and Veteran's Affairs Palo Alto Health Care System.

**Table 2-6 Major Employers in Palo Alto, 2013**

<b>Employers</b>	<b>Approximate Number of Employees</b>
Stanford University	10,979
Stanford University Medical Center/Hospital	5,545
Lucile Packard Children's Hospital	4,750
Veteran's Affairs Palo Alto Health Care System	3,850
VMware Inc.	3,509
Space Systems/Loral	3,020
Hewlett-Packard Company	2,500
Palo Alto Medical Foundation	2,200
SAP	2,200
Wilson Sonsini Goodrich & Rosati	1,650
Palo Alto Unified School District	1,362
City of Palo Alto	1,014

Source: City of Palo Alto Comprehensive Annual Financial Report, 2012 and 2013

Almost half of all employed Palo Alto residents hold Financial and Professional Service occupations (46 percent in 2000 and 49 percent in 2012). This sector includes software engineers and developers (mid-level to senior level), upper management level jobs of Silicon Valley

companies, product managers, and attorneys. The second most common occupational type is within the Health, Educational, and Recreational Services sector (30 percent in 2000 and 31 percent in 2012). These jobs include physicians, registered nurses and physical therapists, and educators.

**Table 2-7 Employment by Occupation for Palo Alto, 2000-2012**

Occupation	2000	2000	2012	2012
	Employees	% of all jobs	Employees	% of all jobs
Agricultural, and Natural Resources Jobs	9	0%	0	0%
Manufacturing/Production, Construction, Maintenance, and Transportation	1,390	4%	1,566	5%
Sales and office occupations	4,638	15%	3,388	11%
Financial and Professional Services	14,571	46%	15,057	49%
Health, Educational, and Recreational Services	9,390	30%	9,503	31%
Other Services	1,371	4%	1,493	5%
Total	31,369	100%	31,007	100%

Source: US Census 2000 and 2010-2012 ACS three-year estimates

Typical hourly and mean wages different occupations of Palo Alto residents are shown below.

**Table 2-8 Typical Hourly and Mean Wages of Typical Jobs of Palo Alto Residents, 2013**

Occupational Title	Mean Hourly Wage	Mean Annual Wage
Management Occupations	\$73.52	\$152,925
Business and Financial Operations Occupations	\$43.09	\$89,631
Computer Software Engineers, Hardware Engineer Applications and Mathematical Occupations	\$52.92	\$110,090
Architecture and Engineering Occupations	\$51.42	\$106,955
Life, Physical, and Science Occupations	\$42.76	\$88,932
Community and Science Service Occupations	\$26.16	\$54,428
Legal Occupations	\$63.59	\$132,264
Education, Training, and Library Occupations	\$28.71	\$59,719
Arts, Design, Entertainment, Sports, and Media Occupations	\$31.86	\$66,263
Healthcare Practitioners and Technical Occupations	\$51.82	\$107,784
Retail Sales and Related Occupations	\$26.10	\$54,296

Source: California Employment Development Department, Occupational Employment Statistics, 2013

The table below shows the commute travel time to work for Palo Alto residents 16 years of age and older who worked away from home in 2011 and 2012. In 2012, about 66 percent of the total employed residents of Palo Alto (31,007 people) commuted less than 30 minutes to go to work, while only nine percent commuted for more than 45 minutes. About eight percent of employed residents in the City work from home.

**Table 2-9 Commute Patterns of Palo Alto Residents, 2011 and 2012**

<b>Estimated Travel Time to Work</b>	<b>Number of Commuters 2011</b>	<b>Number of Commuters 2012</b>
0-14 Minutes	8,122	7,824
15-29 Minutes	11,731	12,680
30-44 Minutes	4,516	4,472
45+ Minutes	2,753	2,765
Worked at Home	2,659	2,377

*Source: 2009-2011 ACS and 2010-2012 ACS three-year estimates*

### Jobs-Housing Balance

The employment trends discussed above indicate that Palo Alto has a jobs/housing imbalance heavily skewed to the jobs side of the ratio. In 2010, Palo Alto housed only about four percent of Santa Clara County's population but contained approximately nine percent of all County jobs in the County. Recent estimates put the current jobs/housing balance at 3.05 jobs per employed resident. According to *Plan Bay Area* projections, the jobs housing imbalance is expected to continue to slightly decrease, resulting in a ratio of 2.98 jobs per employed resident by 2040. This trend requires the City to import most of its workers to meet the needs of business and industry, indicating in a large unmet need for worker housing in the City. Since many of Palo Alto's workers cannot afford to live in the City, the imbalance creates negative impacts such as long commutes for workers both inside and outside the region, substantially increased traffic congestion during peak commute periods, and increased air pollution and energy consumption. The production of additional affordable housing would help to reduce or even avoid these impacts.

Over the years, the City has attempted to address its jobs/housing imbalance. In 2007, the City updated its Zoning Code, incorporating changes recommended by the 2002 Housing Element to encourage housing production. The updated Code encourages mixed-use development which would include retail and service uses with residential developments. This enables a good mix of land uses conducive to improving the jobs and housing imbalance. The changes in the Code introduced the concept of Pedestrian Transit Oriented Development zoning (PTOD) that allows higher density residential dwellings (40 dwelling units per acre) on commercial, industrial and multifamily parcels within a walkable distance of transit stations while protecting low density residential parcels and parcels located in or adjacent to the areas. Housing developments in the PTOD district encourages the following:

- Use of public transportation
- A variety of housing types, commercial retail and limited office uses

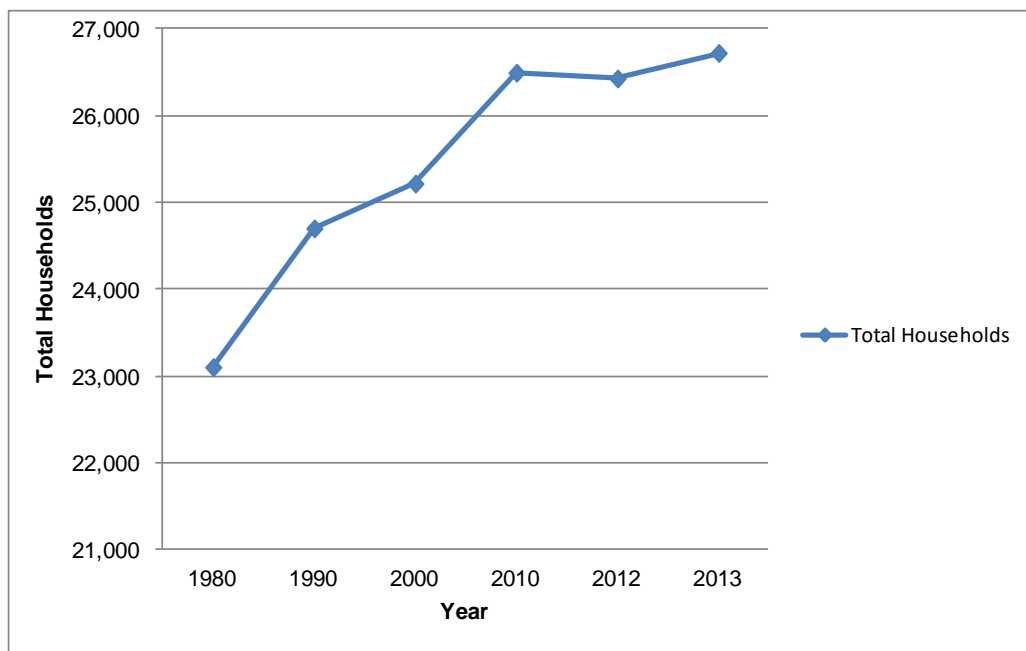
- Project design that achieves an overall context-based development for the PTOD overlay area
- Streetscape design elements that are attractive to pedestrians and bicyclists
- Connectivity to surrounding existing and planned pedestrian and bicycle facilities

More recent Zoning Code updates were completed in January 2014 (as directed in the 2007-2014 Housing Element) to help the City accommodate its Regional Housing Needs Allocation (RHNA). These updates included an amendment to the Neighborhood Commercial (CN) Zone to allow mixed-use residential developments with densities up to 20 dwelling units per acre. (Previously, the allowable maximum density was 15 dwelling units per acre). A Density Bonus Ordinance was also adopted consistent with Government Code Section 65915 to further encourage the development of affordable housing. The Density Bonus Ordinance allows up to a 35 percent increase in the number of market-rate units depending on the percentage of affordable units provided, and allows up to three development concessions to facilitate the inclusion of affordable units in residential developments.

### **2.3 HOUSEHOLD CHARACTERISTICS AND TRENDS**

For purposes of evaluating housing supply and demand, it is useful to translate information from gross population figures to household numbers. The change in the number of households in a city is one of the prime determinants of the demand for housing.

**Figure 2-2 Total Household Growth in Palo Alto, 1980-2013**



Source: US Census 1980, 1990, and 2010, the 2010-2012 ACS three-year estimate, and Department of Finance 2013 City/County Population and Housing Estimates.

Households can form even in periods of static population growth as adult children leave home, through divorce, and with the aging of the population. According to population estimates by the Department of Finance, there were approximately 26,720 households in the City in 2013.

### Household Type and Size

Household size and type of household (Family and Non-Family Households) are important considerations when addressing housing issues. A family household is one in which a householder lives with one or more persons related to him or her by birth, marriage or adoption. A non-family household is one in which a householder lives alone or only with non-relatives.

In evaluating the data from a historical perspective, while the total population increased by almost 19 percent between 1980 and 2012, the number of households in the City increased by only 14 percent. During this time, the percentage of family households increased by 24 percent, whereas the number of non-family households increased initially, but has since declined to approximately the 1980 level. In 2012, family households accounted for almost 64 percent of the total households in Palo Alto.

Family households are typically larger than non-family households because family households consist of a minimum of two persons, while non-family households can be single person households. In Palo Alto, there are more persons living in family than non-family households. Of the estimated 65,498 persons in Palo Alto in 2012, approximately 80 percent were living in family households (52,576 persons) and almost 19 percent (12,384 persons) in non-family households. The remaining 0.82 percent of the population (538 persons) was living in-group quarter facilities.

**Table 2-10 Type of Household Growth in Palo Alto, 1980-2012**

Year	Family Households	Percentage of Total Households	Non-Family Households	Percentage of Total Households
1980	13,594	59%	9,508	41%
1990	13,835	56%	10,865	44%
2000	14,593	58%	10,623	42%
2010	16,477	62%	10,016	38%
2012	16,820	64%	9,606	36%

*Source: US Census 1990, 1980, 2000, and 2010-2012 ACS three-year estimates.*

Although the number of single-parent households with children is less than married-couple family households, their number is increasing gradually. Between 2000 and 2012, the overall number of family households with children increased 28 percent and comprised 52 percent of all families in Palo Alto. During the same time, the number of single-parent families increased seven percent. In 2000, seven percent of all family households were single-parent, female-headed families with children under the age of 18 years at home. By 2012, the number of

female-headed households with children increased 15 percent but still represented approximately seven percent of all family households. The significant changes in family households, particularly increases in families with children and female-headed families, may affect the demand for housing based on type and affordability for future housing in Palo Alto.

**Table 2-11 Family Household Characteristics, 2000-2012**

Household Type	2000		2012		Percent Change in Households
	Number	Percent	Number	Percent	
Families	14,593	58%	16,820	64%	15%
with children	6,861	47%	8,749	52%	28%
with no children	7,732	53%	8,071	48%	4%
single-parent families with children	1,337	9%	1,435	9%	7%
Female-headed families with children	1,011	7%	1,159	7%	15%
Non-family Households	10,723	42%	9,606	46%	-10%
Total Households:	25,216	100%	26,426	100%	5%

Source: US Census 2000, 2010-2012 ACS three-year estimates

The number of people occupying a housing unit and the type of occupants affects the size and condition of the unit, as well as the demand for additional units in the housing market. For example, a continued decrease in household size with an increase in population could indicate a demand for additional smaller housing units to accommodate the decreased household sizes. On the other hand, dramatic increases in household size could indicate a number of situations such as "unrelated" members of households living together or an increase in the number of households with children, indicating the need for larger housing units. The 2000 average household size in Palo Alto was 2.3 persons per household, which was a slight increase from the 1990 household size of 2.2 persons per household. In 2013, the average household size reached 2.5.

**Table 2-12 Average Household Size in Palo Alto, 1970-2013**

Year	Household Size (Person per Household)
1970	2.7
1980	2.3
1990	2.2
2000	2.3
2010	2.4
2013	2.5

Source: US Census 1970, 1980, 1990, 2000, 2010, and Department of Finance 2013



Increases in the number of children and households with extended families contributed to the increase in average household size in Palo Alto. This also could indicate that extended families are sharing housing due to the high housing costs of the region, which could lead to overcrowding situations in the future.

#### Households by Tenure

Tenure and the ratio of homeowner to renter households are typically influenced by many factors, such as: housing cost (interest rates, economics, land supply, and development constraints), housing type, housing availability, and job availability. About 57 percent of the households in Palo Alto owned their homes in 2000, and 43 percent were renters. The proportion of renters and owners had a very minor shift in 2012 as the number of renters increased one percent and the ownership rate fell by one percent.

**Table 2-13 Tenure of Occupied Housing in Palo Alto, 2000-2012**

Tenure Type	2000		2010		2012	
	Number	Percent	Number	Percent	Number	Percent
Owner	14,420	57%	14,766	56%	14,732	56%
Renter	10,796	43%	11,727	44%	11,694	44%
<b>TOTAL</b>	<b>25,216</b>	<b>100%</b>	<b>26,493</b>	<b>100%</b>	<b>26,426</b>	<b>100%</b>

*Source: US Census 2000, 2010, and 2010-2012 ACS three-year estimates*

An overwhelming 94 percent of owners and renters live in one- to four-person households in Palo Alto. This reflects the average size of the housing stock, which is mainly two- to four-bedroom homes. According to 2012 estimates, the average household size was 2.67 for owner occupied housing units and 2.2 for renter-occupied housing units. In general, units available for rent in Palo Alto are smaller in size than ownership units.

**Table 2-14 Tenure by Household Size in Palo Alto, 2012**

Household Tenure	1-4 persons		5+ persons		Total
	Number	Percent	Number	Percent	Number
Owner	13,564	55%	1,168	68%	14,732
Renter	11,147	45%	547	32%	11,694
<b>TOTAL</b>	<b>24,711</b>	<b>94%</b>	<b>1,715</b>	<b>6%</b>	<b>26,426</b>

*Source: 2010-2012 ACS three-year estimates*

#### Household Income

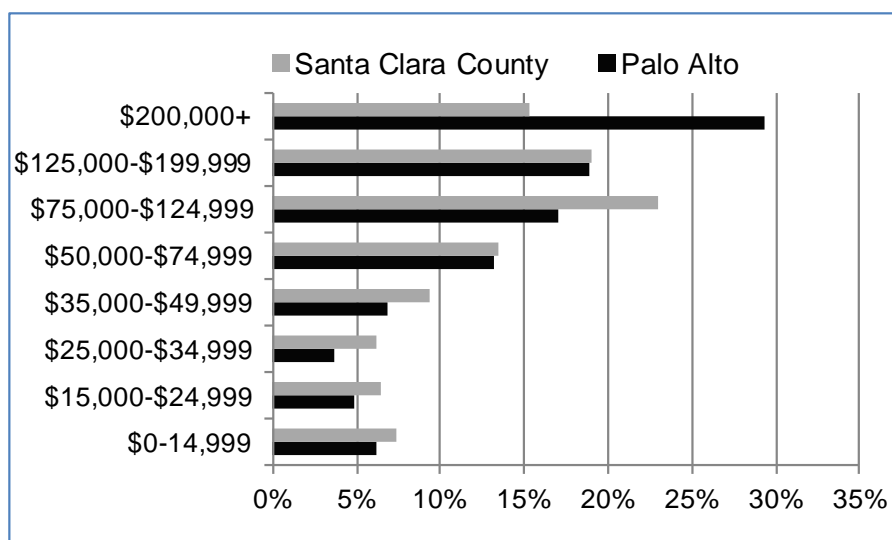
Palo Alto households have significantly higher incomes than households in the County as a whole. The 1990 Census data indicated that the median household income in Palo Alto was \$68,737, or 28 percent higher than the median household income of \$53,670 for the County of Santa Clara for the same period. This trend has continued, with 2012 estimates indicating that the difference between median household incomes in Palo Alto (\$118,396) and the County (\$89,445) has increased to 33 percent.

**Table 2-15 Median Household Incomes in Palo Alto and Santa Clara County, 1990-2012**

	1990	2000	2012
Palo Alto	\$68,737	\$90,377	\$118,936
Santa Clara County	\$53,670	\$74,335	\$89,445
Percent Difference	28%	22%	33%

Source: US Census 1990, 2000, and 2010-2012 ACS three-year estimates.

According to the 2000 Census, while there were many high-income households in Palo Alto, there were also households on more limited incomes. An interesting statistic from the 2000 Census data revealed that 14 percent of all Palo Alto households reported that their annual household income was less than \$25,000. This percentage was similar to the countywide average of 13 percent of all Santa Clara County households reporting incomes of \$25,000 or less. According to the three-year American Community Survey, in 2012 the number of households earning less than \$25,000 decreased to 11 percent in Palo Alto, while the share of the County increased to 14 percent. In other words, Palo Alto has reduced its proportion of households with limited incomes compared to the County since 2000 through 2012. In addition, there were 5,696 households in Palo Alto earning less than \$50,000 (approximately 22 percent of Palo Alto households) with an additional 21 percent of households earning between \$50,000 and \$100,000. However, Palo Alto also has almost twice as many households whose incomes are over \$200,000 in 2012 than the rest of the County. It should be noted that a \$25,000 annual income is not an accurate reflection of the number of lower or “limited” income households in Palo Alto. In 2012, HUD considered a family of four earning \$52,500 or less and a single person earning \$36,750 or less and living in Santa Clara County to be very low-income households.

**Figure 2-3 Household Income Distribution, 2012**

**Table 2-16 HUD Annual Household Income Limits, 2012 Santa Clara County**

Number of Persons in Household	Income Category		
	Extremely Low-Income (0-30% of AMI)	Very Low-Income (31-50% of AMI)	Low-Income (51-80% of AMI)
1	\$22,050	\$36,750	\$53,000
2	\$25,200	\$42,000	\$60,600
3	\$28,350	\$47,250	\$68,150
<b>4</b>	<b>\$31,500</b>	<b>\$52,500</b>	<b>\$75,700</b>
5	\$34,050	\$56,700	\$81,800
6	\$36,550	\$60,900	\$87,850

Source: HUD Income Limits, 2012.

Note: 2012 Santa Clara County Area Median Income for a family of four was \$105,000.

The definition of income level varies depending on the government entity or the program. For housing purposes, the jurisdictions in Santa Clara County, including Palo Alto, use HUD's determination of County median income and its definition of household income levels described below:

- **Extremely Low Income:** Households with incomes between 0-30 percent of County median family income
- **Very Low-income:** Households with incomes between 31-50 percent of County median family income
- **Low-income:** Households with incomes between 51-80 percent of County median family income
- **Moderate-income:** Households with incomes between 81-120 percent of County median family income
- **Above Moderate-income:** Households with incomes greater than 120 percent of County median family income

In 2010, approximately 79 percent of Palo Alto households earned moderate or above moderate incomes, and only 21 percent earned lower incomes. In comparison, approximately 68 percent of County households earned moderate or above moderate incomes and 32 percent earned lower incomes, including 13 percent who earned extremely low incomes. In Palo Alto, less than 10 percent of households earned extremely low incomes.

**Table 2-17 Households by Income Category, 2010**

<b>Income Category (% of County AMI)</b>	<b>City of Palo Alto</b>		<b>Santa Clara County</b>	
	<b>Households</b>	<b>Percent</b>	<b>Households</b>	<b>Percent</b>
Extremely Low (30% or less)	2,380	9%	75,395	13%
Very Low (31 to 50%)	1,535	6%	61,830	10%
Low (51 to 80%)	1,520	6%	56,325	9%
Moderate or Above (over 80%)	20,055	79%	403,195	68%
<b>Total</b>	<b>25,485</b>	<b>100%</b>	<b>596,745</b>	<b>100%</b>

*Source: Department of Housing and Urban Development (HUD), Comprehensive Housing Affordability Strategy (CHAS), based on American Community Survey (ACS), 2006-2010.*

## **Overpaying and Overcrowded Households**

### Overpaying

Housing is generally the greatest single expense item for California families. The impact of high housing costs falls disproportionately on extremely low, very low-income and low-income households, especially renters. While some higher-income households may choose to spend greater portions of their income for housing, the cost burden for lower-income households reflect choices limited by a lack of a sufficient supply of housing affordable to these households. Though Palo Alto had a median household income of \$118,396 (in 2012 inflation-adjusted dollars), for owner-occupied households, the median income was \$161,906. For renter-occupied households, the median income was approximately half of that (\$79,426). During the same time, for owner-occupied households the median income for Santa Clara County was \$115,615 and for renter-occupied households the median income was \$60,058.

### *Rental Housing Costs*

A survey of rental housing listings in Palo Alto was conducted to assess rental market conditions. The survey indicated that the majority of apartments available were one- and two-bedroom units. Larger rental housing units with three bedrooms or more were primarily single-family homes available for rent. Because four-bedroom apartments are rare, large families may need to rent a single-family home to avoid overcrowded conditions.

Rental prices in Palo Alto ranged from \$1,895 for a studio unit to \$8,580 for a four-bedroom single-family rental home. The overall average rental price for all unit sizes surveyed was \$4,096. A review of rental housing rates in Palo Alto show that rents in the City do not fall within the range of the HUD-determined fair market rents for Santa Clara County.

**Table 2-18 Rental Housing Rates, 2014**

Unit Size	Rental Range	Average
Studio/Efficiency	\$1,895-\$2,810	\$2,151
1 bedroom	\$1,995-\$3,695	\$2,590
2 bedroom	\$2,350-\$4,600	\$3,332
3 bedroom	\$3,500-\$6,300	\$5,100
4 bedroom	\$6,475-\$8,580	\$7,387

Source: Craigslist.com, apartments.com, apartmentlist.com

Search performed on April 27, 2014

**Table 2-19 Fair Market Rents in Santa Clara County, 2014**

Efficiency/Studio	1-Bedroom	2-Bedroom	3-Bedroom	4-Bedroom
\$1,105	\$1,293	\$1,649	\$2,325	\$2,636

Source: HUD User 2014

### *Ownership Housing Prices*

While other areas of the state and nation experienced downturns in the housing market during the recessionary period of 2008-2011, Palo Alto home values continued to remain healthy and increased. Since 2010, home prices in Palo Alto have increased substantially. DataQuick, a home sales analysis and reporting company, reported that the median home price for single-family residences and condominiums in Palo Alto increased by 15 percent between 2012 and 2013, from \$1,495,000 to \$1,720,000. Median home prices in Santa Clara County as a whole are on the rise, and increased even more dramatically (from a percentage standpoint) during the same time period. The median home sales price in Palo Alto of \$1,720,000 in 2013 was more than two and a half times that of the County median price (\$645,000).

**Table 2-20 Annual Median Home Prices, 2013**

Jurisdiction	2012	2013	% Change 2012-2013
Campbell	\$625,000	\$701,000	12.2%
Cupertino	\$1,045,750	\$1,200,000	14.8%
Mountain View	\$769,250	\$800,000	4.0%
<b>Palo Alto</b>	<b>\$1,495,000</b>	<b>\$1,720,000</b>	<b>15.1%</b>
Santa Clara	\$540,000	\$635,000	17.6%
Saratoga	\$1,527,500	\$1,600,000	4.7%
Sunnyvale	\$645,000	\$767,500	19.0%
Santa Clara County	\$525,000	\$645,000	22.9%

Source: DataQuick California Home Sale Activity by City, Home Sales Recorded in the Year 2013.

### Cost Burden

Current standards measure housing cost in relation to gross household income: Households spending more than 30 percent of their income, including utilities, are generally considered to be overpaying or cost burdened. Severe overpayment occurs when households pay 50 percent or more of their gross income for housing. In a 2013 study performed by the National Low Income Housing Coalition, low-income households in Santa Clara County can only afford monthly rents of up to \$760, while the fair market rent for a two-bedroom unit was \$1,610. Extremely low- and low-income households who are overpaying for housing frequently have insufficient resources for other critical essentials including food and medicine. This is a significant hardship for many workers, families and seniors, but it also impacts local economies as money that might otherwise be spent in local stores generating sales tax revenues are being spent on housing.

**Table 2-21 Housing Cost Burden by Tenure and Income, Palo Alto, 2010\***

<b>Household by Tenure, Income, and Housing Problem</b>	<b>Renters</b>	<b>Owners</b>	<b>Total Households</b>
<b>Extremely Low (0-30%)</b>	<b>1550</b>	<b>830</b>	<b>2,380</b>
With any housing problem	64.84%	74.70%	68.28%
With cost burden >30%	62.90%	74.70%	67.37%
With cost burden >50%	48.39%	70.48%	56.21%
<b>Very Low (31-50%)</b>	<b>865</b>	<b>670</b>	<b>1,535</b>
With any housing problem	84.97%	42.54%	66.45%
With cost burden >30%	84.97%	34.33%	62.87%
With cost burden >50%	47.98%	26.12%	38.44%
<b>Low (51-80%)</b>	<b>870</b>	<b>650</b>	<b>1,520</b>
With any housing problem	88.51%	41.54%	68.42%
With cost burden >30%	75.29%	41.54%	60.53%
With cost burden >50%	27.59%	28.46%	31.25%
<b>Moderate/Above Moderate (&gt;80%)</b>	<b>7,430</b>	<b>12,625</b>	<b>20,055</b>
With any housing problem	21.94%	20.71%	21.17%
With cost burden >30%	16.35%	19.64%	18.45%
With cost burden >50%	2.22%	5.19%	4.11%
<b>Total Households</b>	<b>10,710</b>	<b>14,775</b>	<b>25,485</b>
With any housing problem	52.21%	47.79%	31.12%
With cost burden >30%	33.43%	24.37%	28.17%
With cost burden >50%	14.66%	10.83%	12.44%

(\*) Data presented in this table are based on special tabulations from 2006-2010 American Community Survey (ACS) data. Due to the small sample size, the margins for error can be significant. Interpretations of these data should focus on the proportion of households in need of assistance rather than on precise numbers.

Source: HUD Comprehensive Housing Affordability Strategy (CHAS), based on the 2006-2010 ACS.



In 2010, despite the high median income in Palo Alto, still 28 percent of all households overpaid for their housing (more than 30 percent of their income). Renter households were more likely than homeowners to overpay for housing. According to the 2006-2010 American Community Survey, over 33 percent of all renter households in the City were “cost burdened” or overpaid for housing, compared to 24 percent of homeowners. This figure has increased from 2000, when about 30 percent of renters paid more than 30 percent of their income for housing.

Historically, a large proportion of the City’s lower-income households overpaid for housing. In 2010, it is estimated that 63 percent of extremely low-income renter households and 75 percent of extremely low-income owner households overpaid for housing. Of the estimated 1,520 low-income households, 75 percent of renter households and 44 percent of homeowner households paid more than 30 percent of their income for housing.

Lower-income households are least able to devote 30 percent or more of their income to housing without significantly affecting other aspects of family health and quality of life. Since lower-income rental households are more likely to pay much higher rents proportionally than other households, the City has focused most of its affordable housing efforts towards increasing the supply of affordable rental housing.

#### *Affordability*

Table 2-22 shows affordability of rental and ownership housing costs by income and household size. The amounts indicate the maximum families can afford to pay for housing to have sufficient resources for other critical essentials. The affordability calculations were based on the household income limits published by the California Department of Housing and Community Development, conventional financing terms, and assuming that households spend 30 to 35 percent of gross income on mortgage payments, taxes, and insurance.

When comparing the home prices and rents shown earlier in Table 2-18 and Table 2-20 with the maximum affordable housing costs presented in Table 2-22 below, it is evident that extremely low-, very low- and low-income households in Palo Alto have almost no affordable housing options without substantial subsidies. For moderate-income households, adequately sized and affordable rental housing options are very limited as well. Homeownership is largely beyond the reach of most lower- and moderate-income households in Palo Alto.

Without a public subsidy, the median priced home ownership units in the City require minimum household incomes upwards of \$170,000 depending on unit type. The upper end of the households in the above moderate-income range can afford typical rental unit housing costs, but low- and very low-income households have much more difficulty in finding rental properties in Palo Alto.

**Table 2-22 Maximum Affordable Housing Costs, Santa Clara County, 2014\***

Annual Income Limits		Affordable Housing Cost		Utilities, Taxes and Insurance			Affordable Price	
		Rent	Ownership	Rent	Ownership	Taxes/ Insurance	Rent	Sale
<b>Extremely Low Income (0-30% AMI)</b>								
1-Person	\$22,300	\$558	\$558	\$137	\$149	\$112	\$421	\$69,122
2-Person	\$25,500	\$638	\$638	\$160	\$173	\$128	\$478	\$78,432
3-Person	\$28,650	\$716	\$716	\$182	\$198	\$143	\$534	\$87,276
4 Person	\$31,850	\$796	\$796	\$242	\$265	\$159	\$554	\$86,577
5 Person	\$34,400	\$860	\$860	\$290	\$316	\$172	\$570	\$86,577
<b>Very Low Income (31-50% AMI)</b>								
1-Person	\$37,150	\$929	\$929	\$137	\$149	\$186	\$792	\$138,244
2-Person	\$42,450	\$1,061	\$1,061	\$160	\$173	\$212	\$901	\$157,329
3-Person	\$47,750	\$1,194	\$1,194	\$182	\$198	\$239	\$1,012	\$176,180
4 Person	\$53,050	\$1,326	\$1,326	\$242	\$265	\$265	\$1,084	\$185,257
5 Person	\$57,300	\$1,433	\$1,433	\$290	\$316	\$287	\$1,143	\$193,170
<b>Low Income (51-80% AMI)</b>								
1-Person	\$59,400	\$1,485	\$1,485	\$137	\$149	\$297	\$1,348	\$241,811
2-Person	\$67,900	\$1,698	\$1,698	\$160	\$173	\$340	\$1,538	\$275,791
3-Person	\$76,400	\$1,910	\$1,910	\$182	\$198	\$382	\$1,728	\$309,537
4 Person	\$84,900	\$2,123	\$2,123	\$242	\$265	\$425	\$1,881	\$333,509
5 Person	\$91,650	\$2,291	\$2,291	\$290	\$316	\$458	\$2,001	\$353,059
<b>Median Income (81-100% AMI)</b>								
1-Person	\$73,850	\$1,846	\$2,154	\$137	\$149	\$431	\$1,709	\$366,363
2-Person	\$84,400	\$2,110	\$2,462	\$160	\$173	\$492	\$1,950	\$418,069
3-Person	\$94,950	\$2,374	\$2,769	\$182	\$198	\$554	\$2,192	\$469,542
4 Person	\$105,500	\$2,638	\$3,077	\$242	\$265	\$615	\$2,396	\$511,241
5 Person	\$113,950	\$2,849	\$3,324	\$290	\$316	\$665	\$2,559	\$545,259
<b>Moderate Income (101-120% AMI)</b>								
1-Person	\$88,600	\$2,215	\$2,584	\$137	\$149	\$517	\$2,078	\$446,463
2-Person	\$101,300	\$2,533	\$2,955	\$160	\$173	\$591	\$2,373	\$509,844
3-Person	\$113,950	\$2,849	\$3,324	\$182	\$198	\$665	\$2,667	\$572,721
4 Person	\$126,600	\$3,165	\$3,693	\$242	\$265	\$739	\$2,923	\$625,824
5 Person	\$136,750	\$3,419	\$3,989	\$290	\$316	\$798	\$3,129	\$669,074

**Notes:**

(\*) Assumptions: 2014 HCD income limits; 30.0% gross household income as affordable housing cost; 20.0% of monthly affordable cost for taxes and insurance; 10.0% downpayment; and 4.0% interest rate for a 30-year fixed-rate mortgage loan. Utilities based on Housing Authority of Santa Clara 2013 County Utility Allowance.

Sources: California Department of Housing and Community Development, 2014; Housing Authority of the County of Santa Clara, 2013

### Overcrowding

The Census defines an overcrowded unit as one occupied by 1.01 persons or more per room (excluding bathrooms and kitchens). Units with more than 1.5 persons per room are considered severely overcrowded. Overcrowding increases health and safety concerns and stresses the condition of the housing stock and infrastructure. Overcrowding is strongly related to household size and the availability of suitably sized housing. Overcrowding impacts both owners and renters; however, renters are generally more significantly impacted. Overcrowding is particularly exacerbated where there is a mismatch between the number of large family households, defined as households of five or more persons, and the number of available family-sized housing units.

According to the 2000 U.S. Census, approximately 1,057 units or four percent of Palo Alto's total occupied housing units were overcrowded with more than one person per room. More recent 2012 estimates indicate a slight decrease in overcrowding with approximately three percent of the City's total occupied housing units overcrowded. Of these overcrowded units, 29 percent were "severely overcrowded" with more than 1.51 persons per room. The majority (79 percent) of the severely overcrowded units were occupied by renters. Renter households are more likely to have a higher incidence of overcrowding than owner households—approximately 77 percent of all overcrowded units are occupied by renter households.

Overcrowding is not as serious a housing problem in Palo Alto as it is in Santa Clara County as a whole. For comparison, approximately 18 percent of all rental units in Santa Clara County were considered overcrowded by in 2012.

**Table 2-23 Overcrowding by Tenure in Palo Alto**

<b>Overcrowding</b>	<b>2012</b>			
	<b>Number of Housing Units</b>	<b>Percent of Housing Units</b>	<b>Percent of Rental Units</b>	<b>Percent of Owner Occupied Units</b>
Overcrowded (1 - 1.5 persons/room)	580	2%	4%	1%
Severely Overcrowded (>1.5 persons/room)	234	1%	2%	0%
Total Overcrowded (>1 persons/room)	814	3%	5%	1%

*Source: 2010-2012 ACS three-year estimates*

Households do not typically choose to be overcrowded but end up in that situation because they cannot afford a housing unit that is of size appropriate to their needs. Traditionally, large households have difficulty securing and/or affording housing units of three or more bedrooms partially because of an insufficient supply of these larger units. Large renter families, in particular, have difficulty in finding rental housing stock that is appropriate for their household size and also affordable. The 2000 Census data indicated that there were 1,576 households in Palo Alto that had five or more persons. That number rose slightly to 1,715 in 2012. Approximately four percent of the owner-occupied units housed more than five-person households (1,168 households) and another two percent of renter-occupied households housed more than 5 person households. Moreover, even smaller households in Palo Alto have difficulty in finding appropriately size rental housing due to the high cost of housing. Census data

confirms that a combination of factors including increase in household size, increase in the number of households with children and intergenerational living, and substantial increase in housing costs in the 2000s may have led to increased overcrowding.

**Table 2-24 Household Size by Tenure in Palo Alto, 2012**

Households	1-4 Persons		5+ Persons		Total	
	Number	Percent	Number	Percent	Number	Percent
Owner	13,564	51%	1,168	4%	14,732	56%
Renter	11,147	42%	547	2%	11,694	44%
<b>Total</b>	<b>24,711</b>	<b>94%</b>	<b>1,715</b>	<b>6%</b>	<b>26,426</b>	<b>100%</b>

*Source: 2010-2012 ACS three-year estimates*

The most obvious need for overcrowded households in Palo Alto is large housing units that are adequately sized for large families. Typically there is a need for three, four and five-bedroom housing units for households that are overcrowded due to family size. Developers in Palo Alto in the past decade have typically built three and four bedroom units, though these new units are usually expensive to rent or buy. Small households in Palo Alto are sometimes also overcrowded because of the high cost of housing. Affordable housing, primarily affordable rental housing, can help further reduce overcrowded households.

There are units in some of the assisted housing developments in the City that are both larger size and affordable. As an example, the Arastradero Park development includes fourteen three-bedroom units and four four-bedroom units. However, given the rapid rise in the rents of large apartments, more family-sized apartments are needed to help keep rental costs down as well as reduce overcrowding. Additionally, affordable housing developers Eden Housing and Community Working Group constructed a 50-unit affordable family housing development at 801 Alma Street that contains sixteen three-bedroom units.

## **2.4 SPECIAL NEEDS GROUPS**

There are certain specific demographic or occupational groups that have special needs which require specific program responses. They include disabled households, senior households, female-headed households, single-parent households, large family households, overcrowded households, farm worker households and homeless. State law identifies these groups as special needs households—a thorough analysis of these topics helps a locality identify groups with the most serious housing needs in order to develop and prioritize responsive programs. All of the special needs household groups mentioned above exist in Palo Alto, except for farm worker households.

Information about each of these households is described in more detail in the paragraphs that follow. A general description of each of these household types is provided as well as a summary of the current resources available and a summary of their more significant housing needs.

### **Senior Households**

Seniors are defined as persons age 65 and over. Seniors are considered a special needs group, as they tend to have more health problems than the population at large. These health problems may

make it more difficult for seniors to live in typical housing and to live independently. Seniors with serious health problems may need to live in communities with extra services, such as assisted living facilities. Also, low- and moderate-income senior households are potentially in particular need for housing assistance. Many seniors live on fixed incomes such as Social Security and pensions. Increases in living expenses would make it difficult for seniors to afford needed housing. Financially strained senior homeowners may have to defer their home maintenance needs.

The number of elderly persons in the City of Palo Alto has increased over the last three decades. In 1980, elderly (persons age 65 years and older) comprised 13 percent of the population but, by 2010, that percentage had increased to 17 percent of the total population. The total number of elderly persons residing in Palo Alto in 2012 was 11,296, approximately 17 percent of the total population. Between 1980 and 2012, Palo Alto's senior population increased nearly 20 percent. With longer life spans and age expectancies, it is anticipated that the proportion of elderly in Palo Alto's population will continue to increase in future years, particularly given the substantial increase in the City's middle age population over the last decade (19 percent).

**Table 2-25 Senior Population Increase in Palo Alto, 1980-2012**

<b>Age</b>	<b>1980</b>	<b>1990</b>	<b>2000</b>	<b>2010</b>	<b>2012</b>	<b>Change (2000-2012)</b>	
<b>Group</b>	<b>Number</b>	<b>Number</b>	<b>Number</b>	<b>Number</b>	<b>Number</b>	<b>Number</b>	<b>Percentage</b>
Senior (65 and over)	7,408	8,747	9,140	11,006	11,296	2,156	24%
<b>TOTAL PERSONS</b>	<b>55,225</b>	<b>55,900</b>	<b>58,598</b>	<b>64,403</b>	<b>65,498</b>	<b>6,900</b>	<b>12%</b>

*Source: US Census 1980, 1990, 2000, 2010, and 2010-2012 ACS three-year estimates*

In 2012, only three percent of the people 65 years or older in Palo Alto were living in group quarters or were institutionalized. Outside of institutionalized settings, there were 7,968 households in Palo Alto that contained individuals 65 years or older. These households represented 30 percent of all Palo Alto households in 2012. Approximately 35 percent of persons 65 years old or older were in non-family households, and 62 percent were in family households. In 2012, approximately 65 percent of all elderly non-family households were single females living alone representing approximately 22 percent of all elderly Palo Alto residents.

Approximately six percent of all elderly (731 persons total) had incomes below the poverty level in 2012. The majority of those persons (528) were over the age of 75 years old. While the percentage of elderly persons living below the poverty level is low, the fact that many elderly households in Palo Alto live on limited incomes is of concern. The 2012 American Community Survey three-year estimates indicate that approximately 44 percent of all elderly households had incomes that were at the extremely low-, very low- or low-income level according to HUD's 2012 income standards. There were approximately 1,377 elderly households with incomes that could be classified as extremely low-income and another 1,030 households that were classified as very low income. In 2012, approximately 39 percent of senior households had incomes lower than \$50,000 per year while 23 percent had annual incomes between \$50,000 and \$100,000.

The majority of Palo Alto elderly households are homeowners. In 2000, approximately 70 percent of all elderly households lived in owner-occupied housing units. In 2012, the percentage of elderly households that were homeowners had decreased to 66 percent. An estimated 30 percent of elderly homeowners were paying more than 30 percent of their income on housing. More than half (54 percent) of elderly renter households were experiencing a housing cost burden.

**Table 2-26 Senior Households by Tenure in Palo Alto, 2012**

Householder Age	Owners	Renters	Total
65-74 Years	2,455	945	3,400
75 plus Years	838	752	1,590
<b>Total Senior Households</b>	<b>3,293</b>	<b>1,697</b>	<b>4,990</b>

*Source: 2010-2012 ACS three-year estimates*

With the continued increase in the number and proportion of senior households in Palo Alto, the need for providing affordable housing for the elderly will gain in importance. As reported in the City's current Consolidated Plan 2010-2015, the need for more affordable senior housing facilities is also illustrated by the long waiting lists at existing subsidized developments. There are 12 housing developments in Palo Alto that include 985 units specifically designed for elderly households. Some of these independent living facilities also provide meal plans and other services.

**Table 2-27 Independent Living Facilities for Elderly Residents in Palo Alto, 2014**

Development	Total Units	Senior Units	Income Level Served
Alta Torre	56	55	Very Low-Income
Arastradero Park	66	13	Low-Income
Colorado Park	60	8	Low-Income
Fabian Way Senior Housing	56	56	Low-Income
Lytton I and II	268	268	Low-Income
Lytton Courtyard	51	51	Extremely Low- and Low-Income
Moldaw (Taube-Koret Campus)	170	170	24 Low-Income
Palo Alto Gardens	156	128	Very Low-Income
Sheridan Apartments	57	57	Low-Income
Stevenson House	128	128	Low-Income
Terman Apartments	92	24	Very Low-Income
Webster Wood Apartments	68	4	Low-Income
<b>TOTAL</b>	<b>1,251</b>	<b>985</b>	

*Source: City of Palo Alto, 2014.*

*Note: Some of these facilities also offer meal plans.*





The Moldaw Family Residences, located on the Taube Koret Campus for Jewish Life, offer a variety of assistance levels for seniors on a multi-generational campus.

Supportive living facilities for Palo Alto's elderly include nursing care facilities as well as non-profit and for-profit residential care facilities. Lytton III provides skilled nursing care for approximately 145 elderly persons. Lytton III is part of the Lytton Gardens complex (Lytton I, II, III and IV [Lytton Courtyard]), which provides a full range of living options for lower income elderly ranging from independent living to assisted living to skilled nursing care. Moldaw Retirement Community referenced in the table above also provides a variety of assistance levels throughout the complex. Most units are independent living units, 12 units are used for assisted living, and 11 units provide for dementia care.

Table 2-28 lists the existing residential care facilities available for seniors in Palo Alto. Although the City has been active in the creation of additional senior housing facilities, there still is a great need for senior housing. As the senior population continues to increase, coupled with the fact that 39 percent of Palo Alto seniors earn less than \$50,000 annually, the demand will continue to increase. Many of the Housing Element's programs are focused on this escalating need.

**Table 2-28 Residential Care Facilities for the Elderly Population in Palo Alto, 2012**

Name of Facility	Persons Served	Type of Facility
Channing House	21	Nursing Facility
Channing House	285	Residential Care Facility
Home Sweet Home	2	Residential Care Facility
Lytton Gardens Community Care	55	Residential Care Facility
Lytton Gardens	145	Nursing Facility
Moldaw Family Residences	23	Assisted Living and Dementia Care
Palo Alto Sub-Acute & Rehab Center	63	Residential Care Facility
Palo Alto Commons	150	Residential Care Facility
Pine Shadow	6	Residential Care Facility
Shady Oak Place	6	Residential Care Facility

**Table 2-28 Residential Care Facilities for the Elderly Population in Palo Alto, 2012**

<b>Name of Facility</b>	<b>Persons Served</b>	<b>Type of Facility</b>
The Birches Residential Care	6	Residential Care Facility
The Wright Place	6	Residential Care Facility
Sweet Little Home	6	Residential Care Facility
Sunrise Assisted Living of Palo Alto	97	Residential Care Facility
Vi At Palo Alto	876	Residential Care Facility
Webster House	54	Residential Care Facility

Source: City of Palo Alto, 2012; State of California Community Care Licensing Division, 2012

### Persons with Disabilities

Disabled households include households with family members who have physical disabilities or mental illnesses that can prevent them from working, restrict their mobility, or make it difficult to care for themselves. In addition, both mentally and physically disabled persons face housing access and safety challenges. Disabled people often have limited incomes which are often devoted to cover housing costs.

It is estimated that in 2012, Palo Alto had 4,608 non-institutionalized disabled residents. More than a quarter of disabled residents were seniors. The percentages of disabled population in all age groups in the City and County are comparable, only differing in the 75+ age cohort where City of Palo Alto has more disabled seniors than the County.

**Table 2-29 Disability by Age, Palo Alto**

<b>Age Group</b>	<b>2012</b>		
	<b>Total Persons</b>	<b>Persons with a Disability</b>	<b>% of Total Age Group</b>
Under 5 Years	3,287	15	0%
5-17 Years	11,469	339	3%
18-64 Years	39,333	1,395	4%
Over 65 Years	10,958	2,859	26.1%
<b>Total</b>	<b>65,047</b>	<b>4608</b>	<b>7%</b>

Source: 2010-2012 ACS three-year estimates

Individuals with physical disabilities are in need of housing units that have been modified to improve accessibility. Examples of modifications that are helpful include widened doorways and hallways, bathroom and kitchen modifications (lowered counter heights, accessible tubs/showers and toilets, etc.) entry and exit ramps, modified smoke detectors and alarm systems for individuals with visual or hearing impairments, and other improvements.

A priority need for households with disabilities is housing near transit and jobs. Persons with physical disabilities may need housing that is connected to the provision of individualized services including training, counseling, information and referral services, and rent subsidy services that allow the physically disabled to live in the community. Affordable housing is a high priority for persons with a disability that affects their ability to work or who live on a fixed income.

Palo Alto has a few subsidized housing units specifically designed for persons with physical disabilities. Implementation of Title 24 of the California Building Code relating to disabled accessibility and the federal Americans with Disabilities Act (ADA) have resulted in an increase in these opportunities. Subsidized projects that have units specifically designed and adapted for persons with physical disabilities include California Park Apartments (1 unit), the Barker Hotel (5 units), and 330 Emerson Street (1 unit). Other projects, such as Lytton Courtyard, include units that can readily be adapted for persons with physical disabilities. The Alma Place Single Room Occupancy facility has 101 units adaptable for the disabled and 6 fully accessible units. Page Mill Court housing for the developmentally disabled has 16 of 24 units fully accessible and the remaining 8 units adaptable. A few older projects have had units adapted within the limitations of their existing construction including Webster Woods, Terman Park and Sheridan Apartments. The first floor of the Oak Courts Apartments is also fully accessible. Units available at the Opportunity Center are also fully ADA accessible. Table 2-30 lists the number of beds in licensed community care facilities in Santa Clara County that are available to serve Palo Alto residents.

#### Developmentally Disabled

The California Lanterman Developmental Disabilities Act ensures that “patterns and conditions of everyday life which are as close as possible to the norms and patterns of the mainstream of society” are available to these individuals with developmental disabilities. Furthermore, the *Olmstead v. L.C. and E.W.* United States Supreme Court case required an “Integration Mandate” that “States are required to place persons with mental disabilities in community settings rather than institutions...when determined to be appropriate.” Despite these laws, people with developmental disabilities often have difficulty finding affordable, accessible, and appropriate housing that is inclusive in the local community.

A developmental disability is defined by the State as “a lifelong disability caused by a mental and/or physical impairment manifested prior to the age of 18 and expected to be lifelong.” The conditions included under this definition include mental retardation, epilepsy, autism, cerebral palsy, and “other conditions needing services similar to a person with mental retardation”. The State Department of Developmental Services (DDS) currently provides community based services to approximately 243,000 persons with developmental disabilities and their families through a statewide system of 21 regional centers, four developmental centers, and two community-based facilities. The San Andreas Regional Center is one of 21 regional centers in the State of California that provides point of entry to services for people with developmental disabilities and serves the Santa Clara County area. According to the San Andreas Regional Center, there were 42 persons with developmental disabilities living in Palo Alto as of April 2014 and accessing the services of the Regional Center. The number of persons with developmental disabilities is likely higher than reported by the Regional Center; national estimates indicate that approximately one to three percent of the population at large has a developmental disability.

Individuals with developmental disabilities are often independent and can live in their own apartments or homes with little support. Others who have more severe disabilities may require 24-hour assistance in homes that can accommodate their needs as individuals.

There are a number of housing types appropriate for people living with a developmental disability: rent subsidized homes, licensed and unlicensed single-family homes, inclusionary housing, Section 8 vouchers, special programs for home purchase, HUD housing, and residential care facilities. The design of housing-accessibility modifications, the proximity to services and transit, and the availability of group living opportunities represent some of the types of considerations that are important in serving this need group. Incorporating barrier-free design in all new multifamily housing (as required by California and Federal Fair Housing laws) is especially important to provide the widest range of choices for disabled residents. Special consideration should also be given to the affordability of housing, as people with disabilities may be living on a fixed income.

The most severely disabled persons may require an institutional environment where medical attention and physical therapy are provided. Because developmentally disabilities exist before adulthood, supportive housing for the developmentally disabled should focus on the transition from the person's living situation as a child to an appropriate level of independence as an adult.

In order to assist in the housing needs for persons with Developmental Disabilities, the City of Palo Alto will implement programs to coordinate housing activities and outreach with the Regional Center and to facilitate additional housing opportunities in Palo Alto for persons with disabilities, especially persons with developmental disabilities.

**Table 2-30 Licensed Community Care Facilities in Santa Clara County, 2014**

Type of Facility	Capacity	
	Facilities	Beds
Adult Residential (a)	258	2,012
Residential Care for the Elderly (b)	316	5,432
Group Homes (c)	45	340
Small Family Homes (d)	1	6
<b>Total</b>	<b>620</b>	<b>7,790</b>

*Notes:*

(a) Adult Residential Facilities provide 24-hour non-medical care for adults who are unable to provide for their own daily needs

(b) Residential Care Facilities for the Elderly provide care, supervision, and assistance with daily living activities

(c) Group homes provide non-medical care and supervision for children

(d) Small Family Homes provide 24-hour care in the licensee's family residence for six or fewer children who require special care and supervision due to mental or developmental disabilities or physical handicap

Source: State of California Community Care Licensing Division, 2014

### Large Households

Large households are defined as households with five or more members. In 2012, Palo Alto was estimated to have about 1,715 households with more than five members, representing approximately six percent of total households (see Table 2-24). These households are considered to have special needs, due to limited availability of large-size affordable units. In Palo Alto, larger units are often very expensive thereby forcing large families to rent small, less expensive units or double-up with other families or extended family to save on housing costs. This often

leads to overcrowding to avoid higher housing expenses. In Palo Alto, 68 percent of the large households live in owner-occupied units and 32 percent live in rental units.

Forty-two percent of Palo Alto's owner-occupied housing stock contains three-bedrooms and approximately 40 percent contain four or more bedrooms. Most of the rental housing, however, contains one or two bedrooms (70 percent) and 7 percent are studio units. Only 23 percent of the rental housing contains three or more bedrooms. Because Palo Alto has a limited supply of larger rental units to accommodate large family households, large families may face difficulty in locating adequately sized, affordable housing.

**Table 2-31 Occupied Housing Stock by Number of Bedrooms, Palo Alto 2012**

Unit Size (Number of Bedrooms)	Owner Households		Renter Households		All Households	
	Number	Percent	Number	Percent	Number	Percent
No Bedroom*	28	0%	791	7%	819	3%
1 Bedrooms	470	3%	4,174	36%	4,644	18%
2 Bedrooms	2,156	15%	4,052	35%	6,208	23%
3 Bedrooms	6,156	42%	1,910	16%	8,066	31%
4 Bedrooms	4,305	29%	660	6%	4,965	19%
5+ Bedrooms	1,617	11%	107	1%	1,724	7%
<b>Total</b>	<b>14,732</b>	<b>100%</b>	<b>11,694</b>	<b>100%</b>	<b>26,426</b>	<b>100%</b>

*Source: 2010-2012 ACS three-year estimates*

#### Single Parent and Female-Headed Households

Over the years, the number of women rearing children alone in America has increased steadily. In 2012, nationwide, 24 percent of children lived with only their mothers, four percent lived with only their fathers, and four percent lived with neither of their parents. (The majority of children who live with neither of their parents are living with grandparents or other relatives.) Single parent households, particularly female-headed households, generally have lower-incomes and higher living expenses. Providing decent, safe and affordable housing is more difficult oftentimes for single mothers because of low incomes and high expenditures. These households also typically have additional special needs relating to access to day care/childcare, health care and other supportive services.

In 2012, approximately 7,314 female-headed households resided in Palo Alto. These households represented 28 percent of all households. Female-headed households with children made up seven percent of all family households. Limited household income levels affect the ability of single parent households to secure affordable housing. In 2012, it is estimated that six percent of total households were living below the poverty level and almost half of these (43 percent) were female-headed households.

**Table 2-32 Female-Headed Households in Palo Alto, 2012**

Household Type	Number	Percent
Total Households	26,426	100%
Total Female-Headed Households	7,314	28%
Total Households Below the Poverty Level	1,532	6%
Total Female-Headed Households Below the Poverty Level	665	3%
Total Households At or Above the Poverty Level	24,894	94%
Female-Headed Households At or Above the Poverty Level	6,649	25%

*Source: 2010-2012 ACS three-year estimates*

“Single-parent household” as used in this document is defined as a family household with one or more children under the age of 18 years and headed by either a female or a male head of household with no spouse present. In 2012, there were 1,435 single parent households in Palo Alto, a 7 percent increase from 2000 (see Table 2-11). Of these, 276 were headed by males and 1,159 had a female head of household. Single parent families made up 9 percent of the total family households.

Single-parent households typically have a higher than average need for day care and affordable housing. In addition, single mothers have a greater risk of falling into poverty than single fathers due to factors such as the wage gap between men and women, insufficient training and education for higher-wage jobs, and inadequate child support. Limited household income levels affect the ability of these households to locate affordable housing and, consequently, this is one of the more significant housing problems of this household category. As a result, these households may have to pay more than they can afford for housing for themselves and their children; or, they may have to rent a housing unit that is too small for their needs because it is the only type of housing they can afford. Other housing-related needs that affect single-parent households include assistance with security deposits, locating housing near jobs, availability of child care services, and proximity to transit services.

The City of Palo Alto supports resources that are available to female head-of-households and single parent households. The City’s Community Development Block Grant (CDBG) program has regularly provided funds to InnVision for the operation of the Opportunity Center (located in Palo Alto), including programs for at-risk families. The Opportunity Center serves singles and families with small children by providing a broad range of services, including family housing in the Bredt Family Center. Services include adult education classes and workshops, child development activities, computer/Internet access, health care, case management, and information and referrals.

#### Farmworkers

State law requires every jurisdiction in California to assess the need for farmworker housing. In Palo Alto’s case, there is no significant need for farmworker housing since there is no significant

farmworker or mining population in the City. The 2012 estimates indicate that there are no farmworker households or mining operations in Palo Alto. There are no large agricultural areas in Palo Alto that are devoted to field crops, orchards or other agricultural uses that would require farmworker labor nor are there any active mining uses that would typically require mining labor; however, there may be Agriculture and Mining sector jobs in Palo Alto related to aspects of this sector not associated with field crops or orchard work or extractive mining work. Large open space areas that could accommodate farming or mining are located within the baylands or hillsides of Palo Alto and its Sphere of Influence and are set aside for park use, conservation purposes, or open space preserves. Finally, no housing advocate or low-income housing provider in Palo Alto has indicated there is an unmet need in the City for farmworker or mineworker housing.

Since there does not appear to be a significant number of farmworkers in Palo Alto, the City has not identified or set aside any special housing resources for farmworkers and the City does not foresee a need to provide farmworker housing pursuant to the State Employee Housing Act (Section 17000 of the Health and Safety Code). Housing for farmworkers, to the extent that there are any, would be provided through the City's policies and programs that address the needs of lower income households in general.

#### Homeless Persons

Homelessness in California is a continuing crisis that demands the effective involvement of both the public and private sectors. California has the highest population of homeless, with 12 percent of the nation's homeless population living on streets or in shelters in California. Each county in California is making an effort through various programs to address this issue. Despite major efforts on the part of many agencies and non-profit organizations, homelessness remains a significant problem in Santa Clara County. Thousands of people experience an episode of homelessness here each year, including families with children; adults employed at lower wage jobs; people with disabilities such as severe mental illness, addiction disorders, HIV/AIDS, and/or developmental disabilities; youth, especially emancipated foster youth; victims of domestic violence; and veterans. Homelessness currently exists in all parts of the County, whether urban, suburban, or rural, but may be especially prevalent where there are pockets of persistent poverty.

It is very difficult to develop a precise and realistic description of homeless households in a community. This is primarily due to the lack of good data on the number and type of homeless households. Because many of the communities in Santa Clara and San Mateo Counties share boundaries, the best approach to address the issue of homelessness is on a regional basis, with coordination of efforts between the two counties, the individual communities and the non-profit agencies which serve these communities.

There are two data points available for estimating homeless count: yearly estimates based on a HUD-recommended formula that considers population estimates from State of California Department of Finance data, previous years' Santa Clara County Homeless Census and survey data. The other source is point-in-time or daily counts performed by Santa Clara County Homeless Census and Survey.



The 2013 Annual Estimated Homeless count in Santa Clara County indicated that there were 19,063 homeless individuals in the County, an 11 percent decrease from the 2011 estimate of 21,379. While the annual estimate decreased, this was in part due to a significant number of respondents who reported extended periods of homelessness in 2013; however, the actual number of individuals counted in the point-in-time County survey actually increased between 2011 and 2013.

The point-in-time daily count by *Santa Clara County Homeless Census and Survey* estimated 7,631 self-declared homeless as per the HUD definition on one night in January 2013. These people were found either in a place not fit for human habitation or in emergency or transitional housing for homeless people. The survey found the greatest number of homeless in San José, with approximately 4,770 homeless people counted, or 63 percent of the County's total homeless population. Santa Clara had the second largest count of homeless people among the jurisdictions, with nearly 480 people living without permanent shelter. Palo Alto had 157 homeless individuals.

Between 2011 and 2013, the *2013 Santa Clara County Homeless Census and Survey* showed the total number of sheltered and unsheltered homeless count increased 4 percent (151 to 157) for the City of Palo Alto compared with an increase of eight percent (7,067 to 7,631) for the County.

Even though the annual estimate of homeless persons in the county decreased in 2012, the point-in-time homeless counts in Palo Alto and countywide showed an increase, indicating that the demand for services and shelters in Silicon Valley will continue for the foreseeable future. Moreover, for the current Housing Element cycle, the continued high cost of housing in the City coupled with the closure of nearby shelters has created unmet need. In an effort to meet the City of Palo Alto's homeless needs, the 2015-2023 Housing Element, through policy implementation, is proposing to continue to participate in the Santa Clara County Homeless Collaborative and work with neighboring jurisdictions to develop additional shelter opportunities (Program H3.5.1). The local homeless services providers throughout the County have felt the demands from the increased number of unsheltered homeless individuals, reporting an increase in clients seeking assistance.

The City of Palo Alto participates in the Santa Clara County Collaborative on Housing and Homeless Issues, which represents homeless shelters, service providers, advocates, nonprofit housing developers and local jurisdictions. The City and the Collaborative follow a "Continuum of Care" approach in addressing the needs of homeless persons. The continuum consists of the following steps in providing homeless resources:

- Prevention Services
- Emergency Shelter
- Transitional and Permanent Affordable Housing.

Listed below is a description of the resources available to Palo Alto households through the City's association with the County Collaborative on Housing and Homeless Issues.

### i) Prevention Services:

The goal of this first level of resources is to prevent households from becoming homeless. Households who are "at risk" for becoming homeless are those who are lower income and who have a difficult time paying for their existing housing. Traditionally, these include households who "overpay" for housing (paying more than 30 percent of their income for housing) as well as households who experience job termination, salary reduction or marital separations. The prevention resources include the provision of emergency food and clothing funds as well as emergency rent funds and rental move-in assistance.

In Palo Alto, the Opportunity Service Center (OSC), operated by InnVision, is the primary provider of services to homeless persons. The OSC coordinates the provision of supportive services, counseling, job labor referral, transportation vouchers, shower passes, mental health services and maintains a message and mails system. Between 100 to 120 persons visit the drop-in center on a daily basis. The OSC drop-in center is located near a major inter-County transit terminal; therefore it is reasonable to assume that some of their clients have connections to other communities and do not solely represent Palo Alto households. The OSC also coordinates the provision of groceries for needy individuals through the Food Closet located at All Saints Episcopal Church in downtown Palo Alto. The Food Closet serves more than 200 persons on a weekly basis. InnVision's "Breaking Bread" program also coordinates a daily hot meal program at various church locations, and over 150 meals are served weekly.

The American Red Cross distributes emergency assistance funds to families and individuals who are threatened with homelessness. The Red Cross is the local distributor of County Emergency Assistance Network Funds.

**Table 2-33 Lists of Organizations Providing Prevention Services for the Homeless in Palo Alto**

Service Provider	Target Population	Services Provided	Number of Palo Alto Residents Served
<b><u>Prevention Services</u></b>			
Opportunity Service Center (OSC)	Individuals and Families	Supportive services, counseling, job labor referral, transportation vouchers, shower passes, mental health services, maintains a message, and mails system.	100-120
The Food Closet	Individuals and Families	Food provision	79
Inn Vision's "Breaking Bread" program	Individuals and Families	Hot Meals	All
The American Red Cross	Individuals and Families	Emergency assistance	All

Source: City of Palo Alto

## **ii) Emergency Shelters:**

An emergency shelter as defined by HUD is any facility whose primary purpose is to provide temporary or transitional shelter for the homeless. One of the major causes of homelessness is the lack of affordable housing. Most homeless households are on limited or fixed incomes and cannot afford a housing unit in the City's housing market. Emergency homeless shelters in Palo Alto address the immediate shelter needs of homeless persons who reside, or who once resided, in Palo Alto, but the historic high cost of real estate in Palo Alto has prevented construction of any new emergency shelters in Palo Alto by any non-profits even with considerable City contribution. As a result, many of Palo Alto's homeless, families and individuals, have to receive emergency shelter outside of the City limits, in either Santa Clara County or San Mateo County, a factor that most likely contributes to the relatively lower number of homeless counted in Palo Alto compared with surrounding communities.

Currently the Opportunity Service Center (OSC), through InnVision, operates the "Hotel de Zink" emergency shelter out of twelve churches, using a different church each month of the year. A maximum of 15 adults each night can be provided with emergency shelter under this program. Meals are also provided as part of their service.

Heart and Home Collaborative (H+H) is a nonprofit corporation operated by a group of Stanford students, unhoused and formerly unhoused individuals, service providers, and community members. In 2011, H+H began a seasonal shelter for women (Heart ran the Home Women's Shelter) in Palo Alto modeled after and in collaboration with InnVision's Hotel de Zink. The program provided shelter housing, dinner and breakfast, storage, case management, on-site programming, and assistance with needs such as transportation, medical care, and employment for a maximum of eight women. With assistance from the City of Palo Alto through the approval of a Temporary Use Permit, H+H ran the Heart ran the Home Women's Shelter again from January 26, 2014 through April 5, 2014, and is in the process of becoming a more permanent operation.

To address the need of the homeless in the City, the City of Palo Alto, in conjunction with other CDBG entitlement jurisdictions throughout Santa Clara and San Mateo counties, has financed the development of different homeless facilities that serve the Palo Alto homeless population. However, individual emergency shelter service providers do not keep track of the origin of the residents so it is difficult to quantify the actual number of Palo Alto homeless residents receiving these services. Thus, the City cannot take credit for these funded services and apply towards its unmet homeless need.

The following is a list of emergency shelters within Santa Clara County that serve the needs the homeless countywide including Palo Alto residents.

**Table 2-34 Homeless Facilities in Santa Clara County, 2014**

Organization	Facility	Address	Total Capacity
<b>Emergency Shelters</b>			
Asian Americans For Community Involvement of Santa Clara County, Inc.	Emergency (Victims of Domestic Violence)	Asian Women's Home 2400 Moorpark Avenue, Suite 300 San Jose, CA, 95128	12 persons
Bill Wilson Center in Santa Clara	Emergency (Youth)	3490 The Alameda Santa Clara, 95050	20 Persons (Year Round) 250 Persons (December 2 to March 31)
EHC LifeBuilders	Emergency	Boccardo Reception Center (BRC) 2011 Little Orchard San Jose, 95125	200 Persons (Year Round) 250 Persons (December 2 to March 31)
EHC LifeBuilders	Emergency	Sunnyvale National Guard Armory 620 E. Maude Sunnyvale, 94086	125 Persons
EHC LifeBuilders	Emergency (Veterans)	Boccardo Reception Center (BRC) 2011 Little Orchard San Jose, 95125	40 Persons (December 2 to March 31)
EHC LifeBuilders	Emergency (Youth)	Sobrato House Youth Center 496 S. Third Street San Jose, CA 95112	10 beds
Family Supportive Housing	Emergency (Families)	San Jose Family Shelter 692 North King Road San Jose, CA, 951331667	35 Families
Faith In Action Silicon Valley Rotating Shelter	Emergency	Faith In Action Silicon Valley Rotating Shelter 1669-2 Hollenbeck Ave. #220 Sunnyvale, CA 94087	15 Persons
InnVision	Emergency	Hotel de Zink hosted at alternate locations in Palo Alto	15 Beds
InnVision	Emergency	Julian Street Inn 546 West Julian Street San Jose, CA, 95110	70 Beds
InnVision	Emergency (Women and Children)	260 Commercial Street San Jose, CA, 95112	55 Persons
Next Door Solutions to Domestic Violence	Emergency (Victims of Domestic Violence)	The Shelter Next Door Santa Clara County (a)	20 Persons
YWCA Silicon Valley	Emergency (Victims of Domestic Violence - Women and Children)	YWCA Domestic Violence and Support Network (a)	20 Persons

Note:

(a) Location is confidential.

Source: Santa Clara County 2-1-1, 2014.

### iii) Transitional Affordable Housing:

Transitional housing facilitates movement of homeless individuals and families to permanent housing within a reasonable amount of time, usually 24 months. Palo Alto has several transitional housing facilities to meet the demand of the homeless population. These facilities are generally administered by County agencies or the Palo Alto Housing Corporation.

**Table 2-35 Transitional Housing Facilities in Santa Clara County, 2014**

Organization	Facility	Address	Total Capacity
<b>Transitional Housing</b>			
EHC LifeBuilders	Transitional (Families With Children)	Boccardo Family Living Center 13545 Monterey Road San Martin, CA 95046	26 Units
EHC LifeBuilders	Transitional (Veterans)	Boccardo Regional Reception Center 2011 Little Orchard St. San Jose, CA 95125	20 Beds
EHC LifeBuilders	Transitional (Youth)	Sobrato House Youth Center 496 S. Third Street San Jose, CA 95112	9 Units
Family Supportive Housing	Transitional (Families)	Scattered Sites in Santa Clara County	N/A
InnVision	Transitional	Montgomery Street Inn 358 N. Montgomery Street San Jose, CA 95110	85 Persons
InnVision	Transitional (Women and Children)	Villa 184 South 11th Street San Jose, CA 95112	55 Persons
Next Door Solutions to Domestic Violence	Transitional (Victims of Domestic Violence)	The HomeSafes in San Jose and Santa Clara (a)	48 Units
Palo Alto Housing Corporation	Transitional (Disabled)	Barker Hotel 439 Emerson Street Palo Alto, CA 94301	26 units
Palo Alto Housing Corporation	Transitional (Disabled)	Alma Place 753 Alma Street Palo Alto, CA 94301	107 units
West Valley Community Services	Transitional (Men and Single Mothers)	10311-10321 Greenwood Ct. Cupertino, CA 95014	12 Single Men and 6 Single Mothers

Note:

(a) Location is confidential.

Source: Santa Clara County 2-1-1, 2014, City of Palo Alto

The Shelter Plus Care Program, administered by the County Office of Homelessness, provides Section 8 rental subsidies to eligible, case-managed homeless persons with a disability. The program has been successfully implemented in both the Barker Hotel (a rehabilitated 26-unit single room occupancy hotel) and Alma Place (a 107-unit single room occupancy residency hotel).

In addition to the case-management provided under the Shelter Plus Care Program, the Palo Alto Housing Corporation provides additional, extensive counseling and supportive services to its residents at the Barker Hotel, the majority of whom were previously homeless, or at-risk of becoming homeless. The program, funded with Palo Alto CDBG funds, has significantly reduced the turnover rate at the Barker Hotel, keeping at-risk persons in their homes. The Opportunity Service Center (OSC) provides 88 SRO permanent and transitional units for individuals and families to serve Palo Alto residents. In addition, the Opportunity Center operates a day use and service center for homeless adults and families.

#### Extremely Low Income Households

Extremely low-income households are those households with income less than 30 percent of the area median income. The 2014 HUD published area median income for Santa Clara County for a family of four was \$105,000. According to HCD, households earning \$31,850 or less for a four-person household or \$22,050 or less for a one-person household are qualified as extremely low-income (see Table 2-16).

Most families and individuals receiving public assistance such as social security insurance (SSI) or disability insurance (SSDI) are considered extremely low-income households. At the same time, a minimum wage worker (earning \$10.60 per hour) would be considered an extremely low-income household with an annual income of \$22,050. California Employment Development Department data shows in the San Jose-Santa Clara-Sunnyvale MSA, occupations like childcare workers earn around \$14 per hour; manicurists, pedicurists, and hair stylists earn from \$9 to \$12 per hour; waiters and servers \$10-\$14 per hour; and food preparation and serving related workers earn about \$10 per hour. Individuals with these occupations could also qualify as extremely low-income households. A retiree living on Social Security Income alone would earn an estimated \$29,172 per year, and also be considered extremely-low income. The area median rent for housing has increased considerably over the last two decades making it practically impossible to survive on the above-mentioned wages in Palo Alto.

**Table 2-36 Median Gross Rent in Palo Alto, 1990-2012**

Rent	1990	2000	2010	2012	2000-2012 Percent Change
Median Gross Rent	\$825	\$1,349	\$1,723	\$1,897	41%

Source: U.S. Census 1990, 2000; 2008-2010 and 2010-2012 ACS three-year estimates

Note: 2014 estimates indicate a significantly higher average rent than the ACS estimates would indicate.

About 11 percent of Palo Alto's households (2,918) earned less than \$25,000 in 2012. These extremely low-income households represented approximately eight percent of all homeowners and 15 percent of the City's renter households. Both renters and owners in the extremely low-income category experienced a high incidence of housing problems. According to 2006-2010 CHAS data (see Table 2-21), 65 percent of extremely low-income renter households faced housing problems (defined as cost burden greater than 30 percent of income and/or overcrowding and/or without complete kitchen or plumbing facilities) and 63 percent were in overpayment situations. Moreover, 56 percent of extremely low-income households (renters and owners) paid more than 50 percent of their income toward housing costs, compared to 12 percent for all households.

## Projected Needs

To calculate the projected need for housing to accommodate extremely low-income households, the City assumed 50 percent of its very low-income regional housing need is from extremely low-income households. Based on the need for 691 very low-income units, the City has a projected need for 345 units to serve extremely low-income households.

**Table 2-37 ABAG's New Construction Need by Household Income Level in Palo Alto, 2014-2022**

Income Level	Number of Units	% of Total Need
Extremely Low-Income	345	17%
Very Low-Income	346	38%
Low-Income	432	22%
Moderate-Income	278	13 %
Above Moderate-Income	587	30%
<b>Total</b>	<b>1,988</b>	<b>100%</b>

Source: ABAG Regional Housing Needs Allocation, 2014

Many extremely low-income households will be seeking rental housing and most likely facing an overpayment, overcrowding or substandard housing condition. Some extremely low-income households could have mental or other disabilities and special needs. To address the range of needs, the City employs as part of this Housing Element a detailed housing strategy including promoting a variety of housing types, such as single-room occupancy (SRO) units, senior housing and small sized units.

## 2.5 HOUSING CHARACTERISTICS

### Housing Development

In the year 2000, there were 26,155 residential units in Palo Alto, an increase of 967 (3.8 percent) from 1990. By 2012, there was an estimated total of 28,134 residential units, an increase of 1,979 units, double the growth rate over the previous decade.

**Table-38 Total Number of Housing Units in Palo Alto, 1970-2012**

Year	Total Number of Units
1970	21,338
1980	23,747
1990	25,188
2000	26,048
2010	28,216
2012	28,134

Source: U.S. Census 1970, 1980, 1990, 2000, 2010; 2010-2012 ACS three-year estimates

Table 2-43 shows that there has been a significant decrease in the rate of housing produced in the City of Palo Alto over the last three decades. During the decade from 1970-80, the housing stock increased by 2,409 units, or approximately 240 units per year. Between 1980 and 1990, production dropped to an average of 144 new units per year and during the following decade



(1990-2000), the rate slowed even more to an average of 96 units per year. Despite an increase in the rate of production to 173 units per year from 2000 to 2012, the downward trend from previous decades can be expected to continue because of the small amount of vacant land available and limited opportunities for redevelopment.

**Table 2-39 Annual Rate of Housing Production, 1970-2012**

Year	Rate of Production*
1970-1980	240 units per year
1980-1990	144 units per year
1990-2000	96 units per year
2000-2012	173 units per year

*Note:*

\* Housing unit numbers were not available before 1990; Rate of production was calculated assuming a vacancy rate of 3.5% from the Household number.

Source: U.S. Census 1970, 1980, 1990, 2000; 2010-2012 ACS three-year estimates

The developable area within Palo Alto, located between Junipero Serra Boulevard and the Bayshore Freeway (US 101) is essentially built out. Less than 0.5 percent of the developable land area is vacant. The opportunity to annex additional land to the City is limited because the City is bordered to the east and west by the cities of Mountain View, East Palo Alto, Menlo Park, and Los Altos, with San Francisco Bay and Stanford University to the northeast and southwest.

During the mid- and late-1990s, the Silicon Valley economy boomed with the expansion of the Internet and the significant growth in high technology businesses. As the number of workers and their incomes rose, housing demand increased and so did housing production. However, production could not keep pace with demand thus driving up the cost of housing even more rapidly than the growth of the economy. Land costs increased very rapidly, particularly in Palo Alto given the limited supply of available residential land which increased financing costs. These factors, combined with increased materials and construction costs, made it much more difficult to produce housing, and especially affordable housing. Furthermore, the economic slow-downs in 2000 and 2008-2010 and the related regional decline in property values and increase in foreclosures had very little effect on the Palo Alto housing market. The lack of available land and stricter financing regulations will continue to be important variables in determining the amount and the rate of new housing produced in the City.

### Vacancy Rates

Vacancy rates have traditionally been used as a gauge to measure the health of a community's housing market. Vacancy trends in housing are analyzed using a “vacancy rate” which establishes the relationship between housing supply and demand. For example, if the demand for housing is greater than the available supply, then the vacancy rate is low, and the price of housing will most likely increase. Additionally, the vacancy rate indicates whether or not the City has an adequate housing supply to provide choice and mobility. HUD standards indicate that a vacancy rate of five percent is sufficient to provide choice and mobility. Low vacancy rates (typically defined as anything less than 3 percent for homeowner units and 5 percent or less for renter units) indicate a tight housing market with few vacant units and increasing demand for those vacant units which then drive up rental costs. With a housing stock comprised of 44

percent rental units and 56 percent owner-occupied units in Palo Alto, the optimum vacancy rate is approximately 3.4 percent.

In 2012, the vacancy rate for rental units was at 3.5 percent and at 1.7 percent for ownership units, indicating high demand and need for housing. A limited vacancy rate increases competition for housing and can result in higher housing costs, reducing housing opportunities for lower-income households. In 2012, the overall vacancy rate in Palo Alto was approximately 6 percent.

**Table 2-40 Occupied Housing Tenure and Vacancy**

Tenure	2000		2012		Percent Change in Units
	Number	Percent of Total	Number	Percent of Total	
Total Occupied Housing Units	25,216	100%	26,426	100%	4.80%
Renter-Occupied	10,796	43%	11,694	44%	8.32%
Owner Occupied	14,420	57%	14,732	56%	2.16%
Rental Vacancy Rate	2.0%		3.5%		1.5%
Owner Vacancy Rate	0.6%		1.7%		1.1%
Overall Vacancy Rate	3.19% (1.18% effective)		6.07% (2.43% effective)		2.87%

Source: U.S. Census 2000; 2010-2012 ACS three-year estimates

Data from the 2000 Census indicated that 832 units were vacant in Palo Alto out of a total housing stock of 26,048 units. That reflected an overall vacancy rate of 3.19 percent. However, in looking at this data more closely only 309 of the 832 units were available for sale or rent. The remaining 523 units were vacant but were being used for seasonal, recreational, or other uses. Therefore, the real vacancy rate when evaluating units available for rent or sale was actually 1.18 percent in year 2000. In 2012, the vacancy rate increased to 6.07 percent. Of the 1,708 vacant units, 40 percent (686) were either for rent or for sale. Another 366 of the vacant units are used for seasonal, recreational or occasional use and 340 units were either sold or rented but unoccupied. This reduced the effective vacancy rate to 2.43 percent.

**Table 2-40 Housing Vacancy in Palo Alto, 2000-2012**

Housing Units	2000	2012
Total Dwelling Units	26,048	28,134
Total Occupied Dwelling Units	25,327	26,426
Total Vacant Dwelling Units	832	1,708
<b>Vacancy Rate</b>	<b>3.19%</b>	<b>6.07%</b>
Dwelling Units Vacant for Rent	217	432
Dwelling Units Vacant For Sale Only	92	254
Dwelling Units Vacant Rented or Sold but not Occupied	129	340
Dwelling Units Vacant for Seasonal, Recreational, or Occasional Use	218	366
Dwelling Units Vacant: For Migrant Workers	1	0
Other Vacant Dwelling Units	175	316

Source: U.S. Census 2000, 2010-2012 ACS three-year estimates

### Housing Types

The majority of housing units in Palo Alto (62 percent of the housing stock in 2013) are single-family units. Of these, 58 percent are single-family detached units and the remainder single-family attached units (e.g. condominium and townhouse units). Multi-family units in structures of 2-4 units represented six percent of the housing stock in 2013, and approximately 31 percent of the housing stock consisted of multi-family units in structures of five and more units. Mobile homes represented less than 0.35 percent of the total housing stock.

The character of Palo Alto's housing stock has changed little since 1990 when single-family homes constituted more than half of housing stock. Increased construction of multiple family housing in Palo Alto rose in the late 1990s. Between 1996 and 2000, the City built about 335 dwelling units of which 212 units were multiple family units.

**Table 2-41 Housing Unit Types in Palo Alto, 1990-2013**

Housing Type	1990		2000		2013		2000-2013 Percent Change in Units
	Number of Units	Percent of Total	Number of Units	Percent of Total	Number of Units	Percent of Total	
Single-Family Detached	--	--	-	44%	16,385	58%	Unknown
Single-Family Attached	--	--	-	14%	1,229	4%	Unknown
<b>Total Single-Family</b>	<b>16,253</b>	<b>55%</b>	<b>16,298</b>	<b>58%</b>	<b>17,614</b>	62%	8%
Multi-Family 2-4 Units	--	--	1,728	11%	1,841	6%	7%
Multi-Family 5+ Units	--	--	7,897	27%	8,903	31%	13%
<b>Total Multi-Family</b>	<b>8,822</b>	<b>40%</b>	<b>9,586</b>	<b>38%</b>	<b>10,744</b>	38%	12%
Mobile Homes, Trailer & Other	113	4%	164	5%	99	0.35%	-40%
<b>Total</b>	<b>13,195</b>	<b>100%</b>	<b>26,048</b>	<b>100%</b>	<b>28,457</b>	<b>100%</b>	9%

Source: U.S. Census 2000; CA Department of Finance, 1990 and 2013

In 2012, approximately 56 percent of the 26,426 occupied units in the City were owner occupied. Homeowners lived in 14,732 of the occupied units and renter households occupied the remaining 11,694 units. From 2000 to 2012, the home ownership rate mostly held steady, from 57 to 56 percent.

According to the State Department of Finance, the City's housing stock grew by nine percent between 2000-2013. The largest growth in the proportion of housing unit type during this time was multifamily (12 percent). Single-family homes grew by eight percent, while mobile homes or trailers decreased by 40 percent.

The Buena Vista Mobile Home Park is located at 3980 El Camino Real and is situated on four parcels encompassing a total land area of approximately 4.5 acres. The mobile home park consists of 104 mobile homes, 12 studio units, and one single-family home, with an estimated 400 residents overall. The studios and single-family units are rental units. The site is zoned RM-15 (low density multi-family) with a Comprehensive Plan land use designation of Multi-Family. The site is located within the Barron Park neighborhood, just south of the corner of Los Robles Avenue and El Camino Real.

On November 9, 2012, the owner of the Buena Vista Mobile Home Park submitted an application to close the park in accordance with the City's Mobile Home Park Conversion Ordinance, Chapter 9.76 of the Palo Alto Municipal Code. Per the code, the park owner and the City are required to follow a set of rules for determining the potential impacts of the closure on the mobile home owners residing in the park and to determine appropriate relocation assistance for the residents. The code requires that a Relocation Impact Report (RIR) be provided to the City after individual meetings between a "relocation specialist" and residents, with the RIR outlining proposed terms for relocation. The application was deemed complete in February 2014 by the City after five rounds of revisions. Hearings were held on May 12, 13 and 14, 2014. The purpose of the hearings is to decide whether the mitigation measures offered by the mobile home park owner, including relocation benefits, are adequate to mitigate the adverse impacts to displaced park residents, subject to limitations in the law. [This section to be updated as new information is available.]

#### Housing Age and Conditions

Like many other California communities, Palo Alto experienced a huge spurt of growth in the decade after World War II. Approximately 29 percent the City's current housing stock was built in the decade between 1950-60. The median year in which a typical Palo Alto housing unit was constructed was 1955. The housing stock appears to be divided into three periods of construction or age. Roughly 53 percent of the units were constructed prior to 1959, approximately 23 percent were constructed between 1960-79 and approximately 13 percent were built between 1980-1999. Only 11 percent of the construction took place between 2000 to 2012.

By looking at Census data indicators only, Palo Alto's housing stock is at risk for having severely deteriorated units. Although over half of the units were built over 50 years ago, there are limited numbers of very old housing units (50+ years) in the City without any home improvements or upgrades. Further, the 2012 estimates indicate that only 0.58 percent of the City's 28,134 total units lacked complete plumbing facilities.

**Table 2-42 Age of Housing Stock, 2012**

<b>Year Built</b>	<b>% of All Housing Units</b>
2010 or later	0.41%
2000 to 2009	11%
1990 to 1999	5%
1980 to 1989	8%
1960 to 1979	23%
1940 to 1959	39%
1939 or earlier	14%

*Source: 2010-2012 ACS three-year estimates*

While a formal "windshield" survey has not been conducted in Palo Alto in recent years, there have been periodic and extensive drive-through observations of the neighborhoods in Palo Alto by both staff and consultants. Because of the high market value and income levels in many Palo

Alto neighborhoods, the units generally appear to be in good condition and there appear to be very few, if any, pockets of deteriorating units. The City's 1988-91 "Housing Assistance Plan" estimated only three percent of the City's owner occupied housing stock to be substandard. The three percent figure was based on information from the City's Housing Improvement Program, which has now been discontinued, and was the most accurate information available on substandard housing. City staff observations indicate minimal change in the amount of substandard housing since 1991. City staff has also observed that in Palo Alto there does not appear to be a correlation between the age of a structure and deterioration. Furthermore, the State Department of Housing and Community Development (HCD) reports that Santa Clara County's housing stock is in significantly better condition than other areas of the State.

Assuming that the percent of owner-occupied units estimated to be substandard remains the same, only about 442 of the 14,732 owner-occupied units in Palo Alto could be considered substandard. The actual number of substandard homes is probably less, however, given the high real estate values of the City and the high level of investment property owners are likely to spend to maintain these values.

The City's rental housing stock is "younger" than its total housing stock with the median year of construction estimated at 1967. According to current estimates, 44 percent of occupied rental units were built before 1960, making them over 50 years old today. While it does not appear that there is a serious problem with the condition of rental units, it should be noted that the City has been active in trying to maintain the condition of its existing affordable rental housing stock. Using federal funds and bond authority, several rental housing developments in Palo Alto have been rehabilitated in recent years. In 1998-99, the City assisted the Palo Alto Housing Corporation in preserving and rehabilitating the 57 unit Sheridan Apartments and, in 1999-2000, assisted the Mid-Peninsula Housing Coalition in preserving and rehabilitating the 156 unit Palo Alto Gardens. The City assisted with the acquisition and rehabilitation of the 66 unit Arastradero Park Apartments in 1995. With City assistance, the Palo Alto Housing Corporation rehabilitated the 10 unit Plum Tree Apartments in 1991 and the 26 unit Barker Hotel project in 1994. In 2013, the City committed \$1 million for the complete rehabilitation of Stevenson House; the developer anticipates closing the loan in October 2014. The City continues to monitor the maintenance and repair needs of this affordable rental housing stock. The City plans to assist the Palo Alto Housing Corporation with additional funds to help rehabilitate their Colorado Park property in 2014.

#### Assisted Housing At-Risk of Conversion

Conservation of the existing affordable housing stock is critical given the extraordinarily high cost of housing in Palo Alto and lack of vacant land to construct new affordable housing. State Housing Element Law requires communities to inventory affordable units that might be "at risk" of converting to market rate units within a 10-year time frame of Housing Element adoption. This includes conversion through termination of a subsidy contract, mortgage prepayment, or expiring use restriction. In 2014, 17 affordable rental housing projects were located in the City, providing 1,332 affordable housing units to lower-income households.

The inventory is to include all multi-family rental units that have been funded with federal, State, or local assistance. A review of multi-family units in Palo Alto indicates that the only units that

are at risk are those that have been assisted with federal funds. The only State-funded project is the Barker Hotel, which was assisted with State of California HOME funds; these units have affordability controls until 2033. The City has a "Below Market Rate" (BMR) program that requires developers of project with five or more units to provide for 15 to 20 percent of the units to be affordable. The units in the BMR program have resale and affordability controls for 59 years, and these covenants renew each time the property title is transferred. This provision substantially reduces the risk of affordable units from converting to market rate.

Table 2-43 lists assisted housing units that are at risk of converting to market-rate housing before January 31, 2025, based on information from the National Housing Preservation Database. Palo Alto has 334 units in five developments of very low- and low-income housing that are subject to increases in rent or conversion to market rate housing to varying degrees. Of these units, 160 are considered at higher risk of conversion, while the remaining 174 units are at low risk of conversion.

These projects are assisted in part by HUD with Section 8 project-based rental assistance in which a direct subsidy is provided to the owner. Many subsidized affordable housing developments receive government funding that requires units are made affordable for a specified amount of time. Affordable developments owned by for-profit entities are more at-risk of converting to market rate in the next ten years, whereas commitment and mission to preserve affordability of the nonprofits' development significantly lowers the risk of conversion of those units. While it is difficult to predict the direction of federal funding for the Section 8 program and affordable housing funding in general, the City will continue to advocate for maintaining or increasing funding for affordable housing.

#### Expiration of Section 8 Project-Based Subsidies

Section 8 rental subsidies are subsidies provided directly to the project owner and the amount of the subsidy is typically determined based on the tenant's income and the rent charged. The subsidy helps tenants afford their monthly rent by paying a portion of the rent for them to the property owner. HUD and the property owner enter into a contract for a specified period of time during which Section 8 rental subsidy assistance will be provided. Formerly property owners were required to renew the Section 8 assistance in periods of 5-15 years, depending on the contract. Currently, HUD only renews Section 8 assistance on a year-to-year basis, subject to Congressional funding. It is not known how long this year-to-year renewal will continue.

The effects of a loss of Section 8 subsidies differ depending on many factors including the underlying mortgage assistance, the percentage of households receiving rental assistance and their income levels, and each project's annual operating costs. Following is a description of the principal types of mortgage assistance which financed the affected projects.

**Table 2-43 Summary of Government Assisted Units "At Risk" for Conversion in Palo Alto, 2014**

Project Name	Type of Tenant	Total Number of Units	Units At Risk for Conversion	Type of Subsidy/ Funding Program	Earliest Conversion Date
<b>For Profit Ownership (at higher risk of conversion)</b>					
Terman Apartments 655 Arastradero Rd Palo Alto, CA	Family, Elderly	92	92	223(a), (7)/221(d)(4), Section 8	10/2024
Webster Wood 941 Webster Ave Palo Alto, CA	Family, Elderly	68	68	HFDA, 8 NC	8/13/2018*
<b>Non-Profit Ownership (at lower risk of conversion; possible risk of higher rents if Section 8 subsidy is lost)</b>					
Adlai E Stevenson House 455 E Charleston Rd Palo Alto, CA	Elderly	120	24	LMSA	6/30/2022
Lytton Gardens II 656 Lytton Ave Palo Alto, CA	Elderly	100	100	Section 202, Section 8	5/1/2019
Lytton Gardens IV 330 Everett Ave Palo Alto, CA	Elderly	50	50	PRAC, Section 202	4/30/2015
<b>Total</b>		<b>430</b>	<b>334</b>		

\* While affordability restrictions expire on the Webster Wood property in 2018, the City of Palo Alto has the option to repurchase the property in 2038.

Source: National Housing Preservation Database, 2014; City of Palo Alto, 2014

### Section 8 Moderate Rehabilitation Program Projects

Under this HUD program, HUD offered five to 10 year contracts for Section 8 assistance to owners of existing rental housing occupied by eligible very low- and low-income households if the owner performed at least a minimum amount of property rehabilitation. In many cases, the rehabilitation work was funded by loans from local housing programs using CDBG funds or other HUD funds. The effect of a loss of Section 8 assistance depends on the specific financial circumstances of each project, especially the degree to which the owner's ability to cover debt service and operating costs depends on the revenue from the Section 8 rental contract.

The Palo Alto Housing Corporation (PAHC) owns and manages three Section 8 Moderate Rehabilitation projects in Palo Alto, namely, Curtner Apartments, Emerson South Apartments, and Oak Manor Townhouses. The original Housing Assistance Payments (HAP) contracts of these properties have expired, but they are renewed annually.

The Section 8 contract assistance enables PAHC to provide affordable housing to very low-income households. Without the Section 8 assistance, PAHC would need to increase the rents paid by the tenants, which would mean that occupancy would shift to somewhat higher income households over time. However, since these properties carry relatively low amounts of amortized mortgage debt, PAHC should be able to maintain them as affordable rental units for low-income households even without the Section 8 assistance. At present, HUD continues to offer owners of five or more units a one year extension of their Section 8 contract.



PAHC controls other projects with multi-year term Section 8 HAP contracts: Webster Wood Apartments, Sheridan Apartments, and Arastradero Park Apartments. These projects are larger than those subsidized under the Moderate Rehabilitation Program. Webster Wood was developed by PAHC in the 1970s to respond to the need for affordable housing in the City of Palo Alto. In the 1990s, PAHC acquired Arastradero Park and the Sheridan Apartments to preserve and maintain them in the affordable housing stock.

Projects acquired and rehabilitated by PAHC have complicated financing structures in which loans, funded from tax-exempt bonds, covered a major portion of the costs. Rental income, on par with the current Section 8 contract level, is needed for PAHC to continue to meet operating costs and repay the loans.

#### Cost Analysis

Conservation of at-risk projects can be achieved in a variety of ways, with adequate funding availability. These include:

- Transfer of ownership to nonprofit developers and housing organizations
- Providing rental assistance to renters through other funding sources
- Purchase affordability covenants
- Refinance mortgage revenue bonds

Alternatively, units that are converted to market rate may be replaced with new assisted multi-family units with specified affordability timeframes.

The cost to conserve the units in the developments that have Project Based Section 8 Subsidies as very low- and low-income housing is as varied as the projects themselves. Some of the developments have zoning controls or deed restrictions, some have longer term contracts, and some have low mortgage debt. However, as noted previously, replacement is extremely difficult given the scarcity of available land. Most of these projects have been able to extend their Section 8 contracts on a year-to-year basis.

Out of 334 affordable housing units at risk of converting to market rate, 174 are owned by non-profit affordable housing organizations. It is considered highly unlikely that these 174 units would convert to market rates. Although they are in danger of losing their Project Based Section 8 rental assistance, they would likely result in a modified mortgage arrangement with HUD and/or some increase in rents, but still remain well below market rates, due to the owners' missions to provide affordable housing. In addition, because of the quality and desirable location of the projects, tenants receiving Tenant Based Section 8 Subsidies are likely to continue living in the properties for some time.

Potential funding sources to pay for the cost of conserving these units are limited. Similar to the Palo Alto Gardens and Sheridan projects, City staff would assist in pursuing such funding sources as bond financing, State of California housing program funds, HOME funds, CDBG funds and City funds. Other potential funding sources might include Low Income Housing Tax Credits and Affordable Housing Program Funds from the Federal Home Loan Bank. All of these

funding sources are, however, limited. The City is in the process of forming a HOME Consortium with the County and the Cities of Cupertino and Gilroy to secure additional funding. The funds are primarily to be used for new affordable housing development or acquisition and rehabilitation of existing units. There is also the option of using the HOME funds for Tenant Based Rental Assistance (TBRA), a program similar to the Section 8 program.

#### *Transfer of Ownership*

Transferring ownership of the affordable units to a nonprofit housing organization is a viable way to preserve affordable housing for the long term and increase the number of government resources available to the project. In Palo Alto, the estimated market value for the 334 affordable units in the at-risk projects is evaluated in Table 2-44 below. The current market value for all affordable at-risk units is estimated to be over \$132 million.

**Table 2-44 Market Value of At-Risk Projects, Palo Alto 2014**

Type of Units	Total Units At-Risk
0-bdrm	129
1-bdrm	77
2-bdrm	76
3-bdrm	28
4-bdrm	24
<b>Total</b>	<b>334</b>
Annual Operating Costs	(\$1,282,000)
Gross Annual Income	\$11,868,061
Net Annual Income	\$10,586,061
<b>Market Value</b>	<b>\$132,325,765</b>

1. Median Rent: studio/0-bed = \$2,205, 1-bed = \$2,345, 2-bed = \$3,348, 3-bed=\$5,100, 4-bed = \$7,450
2. Average Size: Studio = 500 sqft, 1-bed = 700 sqft, 2-bed = 900 sqft, 3-bed = 1200 sqft, 4-bed = 1500 sqft
3. 5% vacancy rate and annual operating expenses per square foot = \$5.00
4. Market value = Annual net project income \* multiplication factor
5. Multiplication factor for a building in good condition = 12.5

#### *Rental Assistance*

State, local, or other funding sources also can be used to provide rental subsidies to maintain the affordability of at-risk projects. These subsidies can be structured to mirror the Section 8 Housing Choice Voucher program, whereby the subsidy covers the cost of the unit above what is determined to be affordable for the tenant's household income (including a utility allowance) up to the fair market value of the apartment. Given the mix of unit sizes and affordability of the at-risk developments, the total annual subsidy to maintain the 334 at-risk units is estimated at over \$1.5 million.

**Table 2-45 Rent Subsidies Required to Preserve At-Risk Rental Units**

<b>Unit Size</b>	<b>Total Very Low-Income Units</b>	<b>Total Low-Income Units</b>	<b>Total Annual Subsidy</b>
0-bdrm	0	129	\$142,545
1-bdrm	24	53	\$201,216
2-bdrm	36	40	\$467,118
3-bdrm	12	40	\$354,660
4-bdrm	20	16	\$404,874
<b>Total</b>	<b>92</b>	<b>242</b>	<b>\$1,570,413</b>

Source: MIG

### *Financial Restructuring*

Another option to preserve the affordability of at-risk projects is to restructure the financing of the projects by paying off the remaining balance or writing down the interest rate on the remaining loan balance. The feasibility of this option depends on whether the complexes are too highly leveraged.

### *Construction of Replacement Units*

The construction of new low-income housing can be a means to replace at-risk units. The cost of developing new housing depends on a variety of factors, including density, size of units, construction quality and type, location, and land cost. Assuming a construction cost of approximately \$100 per square foot for a multi-family rental unit, plus an additional 25% for inflation to account for the higher construction costs associated with the Bay Area and parking and landscaping costs, the cost of construction alone for replacing all 334 affordable at-risk units would be approximately \$39.3 million. This cost excludes land costs and other soft costs (such as financing, architecture and engineering). When considering these additional costs, the total costs to develop replacement units would be significantly higher. This analysis, however, likely understates the true cost of replacing the units, as it would be quite difficult to assemble an appropriate combination of subsidies to develop a similar project with the same mix of unit sizes and affordability levels—and the lack of available vacant land in Palo Alto makes this option virtually impossible.

## 2.6 **REGIONAL HOUSING NEEDS**

### Housing Needs Allocation Process

State law requires every city and county in California to show how it will accommodate its “fair share” of the housing need for the region in which it is located. Based on regional housing need estimates established by the State, the Association of Bay Area Governments (ABAG) has formulated estimates of housing needs by different income levels, which it assigned to each city and county in the San Francisco Bay Area through a Regional Housing Needs Allocation (RHNA) process. The RHNA represents the housing need that each jurisdiction must plan for during the 2014-2022 period that is covered by the Housing Element.

The allocation process used information from Census 2010 and ACS data as the basis for determining each jurisdiction’s fair share of the region’s housing need. The methodology includes an allocation tool that is a mathematical equation consisting of weighted factors. The allocation process considers different weighting factors such as household growth, existing employment, employment growth, household growth near existing transit, and employment growth near existing transit were considered in the allocation process. In addition to this data, ABAG considered the land use policies and the land use data of local governments, including the sites available for residential development and the availability of urban services. The housing need determination is primarily based on the number of households each jurisdiction is expected to plan for between 2014 and 2022.

Using available data and projections based on future employment and population trends, ABAG estimates that the total projected housing need for Santa Clara County is 58,836 new units for the 2014 to 2022 period. Palo Alto's share of that total need is 1,988 units, or 3.4 percent of the County's total need.

In addition to the total housing need estimate, ABAG is charged with determining the number of housing units that are needed for each of four household income levels based on County median household income. These income levels are defined as follows: Very Low-Income 0-50 percent of County median income; Low-Income 50-80 percent of County median income; Moderate-Income 80-120 percent of County median income; and, Above Moderate-Income; greater than 120 percent of County median income. The purpose of this division of housing need by income level is to more equitably distribute the type of households by income category throughout a region so that no one community is "impacted" with a particular household income group and to ensure that each jurisdiction addresses the housing needs of each economic segment in their communities.

State law recognizes that local jurisdictions are rarely involved in the actual construction of housing. The law neither requires them to produce or provide financial assistance for the units that ABAG allocates. The primary objective is for cities and counties to adopt plans that provide sites that could feasibly accommodate housing to meet its share of the regional need and to adopt and implement policies and programs that will help to make this possible.

Table 2-46 summarizes ABAG’s housing needs allocation for Palo Alto for 2014 to 2022. The City of Palo Alto may count housing units constructed, approved, or proposed since January 1, 2014 toward satisfying RHNA goals for this planning period. In addition, State law allows local jurisdictions to identify 50 percent of the very low-income category to represent households of extremely low-income (less than 30 percent of the MFI).

**Table 2-46 ABAG’s New Construction Need by Household Income Level in Palo Alto, 2014-2022**

<b>Income Level</b>	<b>Number of Units</b>	<b>% of Total Need</b>
Extremely Low-Income	345	17%
Very Low-Income	346	38%
Low-Income	432	22%
Moderate-Income	278	13%
Above Moderate-Income	587	30%
<b>Total</b>	<b>1,988</b>	<b>100%</b>

*Source: ABAG Regional Housing Needs Allocation, 2014*

## CHAPTER 3

### HOUSING RESOURCES AND SITES

This chapter analyzes the resources available for development, rehabilitation, and preservation of housing in Palo Alto. This analysis includes an evaluation of the availability of land resources for future housing development, the City's ability to satisfy its share of the region's future housing need, and the financial resources available to support housing activities and implement the City's housing programs. Additionally, this section examines opportunities for energy conservation, as required by state law.

#### 3.1 LAND RESOURCES

This section describes the availability of land in Palo Alto for residential development, including underutilized sites with the potential for redevelopment. As mentioned in earlier chapters, Palo Alto is basically a "built-out" community. Approximately 55 percent of the total land area includes existing and designated parks, open space preserves and agricultural land conservation areas with controlled development regulations. A large portion of open space land is occupied by the Baylands Preserve, a 1,940 acre tract of undisturbed marshland (the largest remaining marshland in the San Francisco Bay). Parks and preserves located on steep, rugged, unstable woodlands also comprise a significant segment of the open space area. Over 23 percent of the remaining land area is designated and zoned for single family residential and contains strong existing single-family neighborhoods with distinct identities and character. This leaves less than a quarter of the City's land area for commercial, industrial, public facilities and multifamily residential uses, and most of this remaining area is already developed.

The lack of vacant land, and especially lack of vacant sites with residential zoning, has motivated an effort by the City to encourage redevelopment of parcels with commercial or industrial zoning to mixed use or multifamily residential uses. The City's long-term policy to allow multifamily residential uses on commercially zoned parcels has resulted in the entitlement and construction of over 1,000 residential units on sites with prior commercial uses just in the last seven years. However, this policy has jeopardized the economic viability of commercial areas. As a result, the City has targeted areas in the updated Housing Element that are most appropriate for multifamily housing. Strategies include limiting conversion of residential land and encouraging mixed uses (residential above retail) in commercial areas to promote residential development close to public transportation and amenities.

#### **Regional Housing Needs Allocation (RHNA)**

California Housing Element law requires each city and county to have land zoned to accommodate its fair share of future housing development. Pursuant to California Government Code Section 65584, the State, regional councils of government (in this case, ABAG) and local governments must collectively determine each locality's share of regional housing need. The State of California is divided into regions for the purposes of housing planning, and the Regional Housing Needs Allocation (RHNA) is the process used to set targets for housing growth so that each region, county, city provides enough housing to meet projected growth throughout the

State. HCD establishes growth projections for all of California and assigns targets to the regions. The major goal of the RHNA is to ensure a fair distribution of housing among cities and counties in California so that every community provides for a mix of housing for all economic segments. The housing allocation targets are not building requirements; rather, they are planning goals for each community to accommodate through appropriate planning policies and land use regulations. Allocation targets are intended to ensure that adequate sites and zoning are made available to address anticipated housing demand during the planning period.

As detailed in Table 2-46 of Chapter 2, the RHNA for Palo Alto is 1,988 units, distributed among the following income groups: 691 very low income; 432 low income; 278 moderate income; and 587 above moderate income units. The RHNA represents the minimum number of housing units each community is required to plan for by identifying “adequate sites” for future housing development. The City intends to demonstrate its ability to accommodate its share of housing needs based on the following combination of approaches:

- Housing units approved or entitled since January 2014 and units currently in process (discretionary review completed but building permit not yet issued);
- Vacant land;
- Potential housing in commercial zoning districts that could accommodate mixed-use development;
- Potential housing in existing residentially zoned sites with existing non-residential uses;
- Affordable housing units made available through conversion.

### **Progress towards the RHNA**

Since the RHNA uses January 1, 2014 as the baseline for growth projections for the Housing Element planning period of 2015-2023, jurisdictions may count toward the RHNA any new units approved or built since January 1, 2014. Since January 1, 2014, 440 housing units have been approved, permitted, or built in Palo Alto. Table 3-1 summarizes the units that can be credited against the City’s RHNA.

Included in the RHNA credits are 32 second units estimated to be developed within the planning period. In 2007, the City amended its second unit ordinance and permitting process to allow second units in all single-family residential (R-1) zoned parcels that meet minimum lot size requirements. Permit approval is subject to a planning staff level review of the site and building plans to ensure compliance with lot size, maximum unit size, height, setbacks and parking requirements. The City approves an average of four second units or “cottages” a year.

Consistent with Government Code Section 65583(c)(1)) and HCD technical guidance documents, the City is applying the second unit estimate towards its moderate income RHNA. HCD has indicated that second-unit affordability can be determined by examining market rates for reasonably comparable rental properties and applying these rates to estimate the anticipated affordability of second units. A review of rental market conditions in Palo Alto conducted for this Housing Element found that the average cost of a studio apartment is \$2,151 and the average cost of a one-bedroom apartment is \$2,590. These rental rates are within the range of moderate income rents as determined by HUD (see Table 2-22: Maximum Affordable Housing Costs, Santa Clara County, 2014).



**Table 3-1 Credits Toward the RHNA**

	<b>Extremely and Very Low- Income (0- 50% AMI)</b>	<b>Low- Income (51- 80% AMI)</b>	<b>Moderate- Income (81- 120% AMI)</b>	<b>Above Moderate- Income (121%+ AMI)</b>	<b>Total</b>
<b>Approved/Permitted/Entitled Units</b>					
195 Page Mill Road	---	18*	---	64	82
135 Hamilton Avenue	---	---	---	2	2
3159 El Camino Real	---	5*	---	19	24
441 Page Mill Road	---	3*	---	7	10
El Camino Real and Curtner	---	---	---	6	6
Mayfield- California Avenue site	---	---	---	180	180
Mayfield- El Camino Real site	---	70	---	---	70
3877 El Camino Real	---	---	---	17	17
3225 El Camino Real	---	---	---	8	8
1935 Webster	---	---	---	1	1
252 Ramona Street	---	---	---	2	2
385 Sherman Avenue	---	---	---	4	4
2209 El Camino Real	---	---	---	1	1
3111 El Camino Real	---	---	---	12	12
3127 El Camino Real	---	---	---	12	12
429 University Avenue	---	---	---	1	1
611 Cowper Street	---	---	---	1	1
1845 El Camino Real	---	---	---	1	1
636 Waverley Street	---	---	---	2	2
240 Hamilton Avenue	---	---	---	2	2
640 Waverley Street	---	---	---	2	2
<i>Subtotal</i>	---	96	---	344	440
Estimated Second Unit Production	---	---	32**	---	---
<b>Total</b>	---	96	32	344	472
<b>2014-2022 RHNA</b>	691	432	278	587	1,988
<b>Remaining RHNA after Credits</b>	691	336	246	243	1,516

Note:

Several of the developments listed are currently in the entitlement process and are anticipated to be approved prior to submittal of the Housing Element to HCD. Inclusion in the RHNA credits offers no guarantee of approval. In the event a project is not approved, it will be removed from the RHNA credits. Upon submittal to HCD, only projects that have been approved may be included.

\* Affordable units are provided through the City's Density Bonus provisions.

\*\* These units do not have affordability restrictions. Market rate rents and sale prices for studio/efficiency units fall within levels affordable to the households earning moderate incomes (81-120% AMI) and are allocated as such. Furthermore, many second units are provided to family and/or household staff for free or for very low rents, and are thus affordable. All second units are included in the Moderate-Income category to account for these factors.

As these units are comparable in size and occupancy to second units, it is reasonable to assume that current rents for second units fall within affordability levels for two- or three-person moderate-income households. Therefore, second units in the pipeline and the anticipated 32 second units are credited against the moderate income RHNA. Recent research in the San Francisco Bay Area suggest that that a sizable fraction of second units are rented to acquaintances, friends, household employees, or family, in some cases for free and in other

cases, for reduced rents<sup>1</sup>. This research suggests that second units may in fact be a source of affordable housing in the City at affordability levels lower than the moderate-income level they are credited against. Applying the projected 32 second units towards the moderate income category is a conservative approach, and is consistent with State law and HCD technical guidance documents.

After subtracting the 440 units in the development “pipeline” and the estimated development of 32 second units, the City has a remaining RHNA of 1,516 units (691 extremely low/very low income units, 336 low income units, 246 moderate income units and 243 above moderate income units).

### **Zoning Appropriate to Accommodate Housing for Lower-Income Households**

Sites that allow development densities of at least 20 units per acre are credited toward the lower-income RHNA based on State law. The California Government Code states that if a local government has adopted density standards consistent with the population-based criteria set forth by State law (at least 20 units per acre for Palo Alto), HCD is obligated to accept sites with those density standards (20 units per acre or higher) as appropriate for accommodating the jurisdiction’s share of regional housing need for lower-income households. This so-called “default” density is assigned according to the population of the community regardless of local development conditions. In Palo Alto, parcels zoned in multifamily residential zoning districts RM-30, RM-40, Residential Transition 35 (RT35) and Residential Transition 50 (RT50) allow residential densities of 20 to 50 units per acre. In addition, the Commercial Downtown (CD), Commercial Service (CS), Community Commercial (CC) zoning districts also allow residential densities of 20 to 40 dwelling units per acre in mixed-use projects. The Pedestrian and Transit Oriented District (PTOD) allows densities up to 40 dwelling units per acre. These densities meet or exceed the default density standard for Palo Alto. Parcels zoned RM-15 and the Commercial Neighborhood (CN) zoning district allow residential densities of up to 15 dwelling units per acre however densities of up to 20 dwelling units per acre are allowed on CN zoned parcels identified as sites in the Housing Element. The following table shows allowed residential densities in specific zoning districts within the City.

**Table 3-2 Allowed Residential Densities per Zoning District**

<b>Zoning District</b>	<b>Maximum Allowed Residential Density (du/ac)</b>
CN	20*
CC	30
CS	30
CD	30-40
RM-15	15
RM-30	30
RM-40	40
RT-35	25-50**
RT-50	25-50**

*Notes:*

\* Residential densities up to 20 units/acre only on CN zoned parcels identified as Housing Element sites

\*\* Residential densities and Floor Area Ratio (FAR) calculations in Residential Transition zoning districts vary depending on the type of project. Residential densities are based on maximum residential FAR and maximum average unit size of 1,250 square feet.

<sup>1</sup> Chapple, Karen and Jake Wegmann. Understanding the Market for Secondary Units in the East Bay. UC Berkeley: Institute of Urban and Regional Developmental. Oct 2012.

### Availability of Sites for Housing

An important component of the Housing Element is the identification of land resources and an assessment of these sites' ability to meet the city's projected housing need. This section provides the framework for how Palo Alto will achieve its remaining regional share of housing through efforts to direct growth in a manner that respects the city's neighborhood fabric and achieves City goals and objectives.

Housing element law requires that jurisdictions demonstrate that there is adequate land available to accommodate the jurisdiction's share of the region's projected growth. This is accomplished through an evaluation of the city's vacant and underutilized land that allows residential development.

### Realistic Capacity

Consistent with HCD Guidelines, the methodology for determining realistic capacity on each identified site must account for land use controls and site improvements. The realistic capacity for the identified sites reflects an average of 80 percent of the total capacity allowed under the maximum zoning density. The realistic capacity approach for the housing sites takes into account development trends, site constraints, and the potential for some non-residential uses (as a part of a mixed-use development). Table 3-3 illustrates the current allowed residential density per zone and the density factor generally used to determine realistic capacity for the sites.

**Table 3-3 Realistic Capacity Density Factor Compared to  
Allowed Residential Densities per Zoning District**

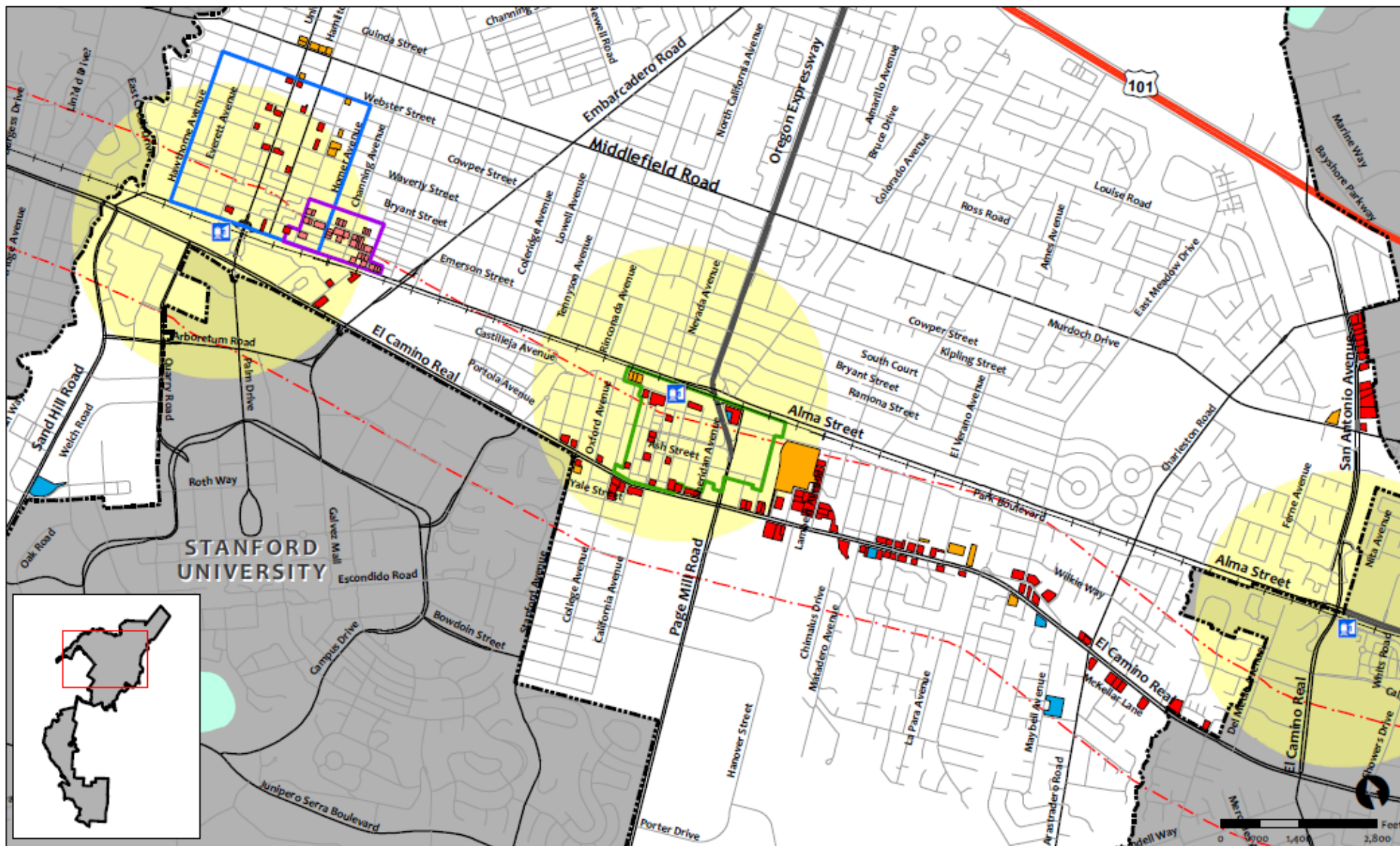
Zoning District	Maximum Allowed Residential Density (du/ac)	Realistic Capacity Density (du/ac)
CN	20*	20
CC	30	20
CS	30	20
CD	30-40	20
RM-15	15	20
RM-30	30	20
RM-40	40	20
RT-35	25-50	25-30
RT-50	25-50	25-30

*Note:*

\* Residential densities up to 20 units/acre only on CN zoned parcels identified as Housing Element sites.

\*\*Residential Densities and Floor Area Ratio (FAR) calculations in Residential Transition zoning districts varies depending on type of development of project. Residential densities are based on maximum residential FAR and maximum average unit size of 1,250 square feet. Exclusive residential projects can result in higher densities than mixed-use projects.

\*\*\*Based on current development standards and rounding of figures, realistic capacity density in the Residential Transition (RT) zoning districts varies depending on lot size. Realistic capacity for RT zoning districts is calculated based on development standards for mixed-use projects.



Source: City of Palo Alto GIS, 2014



- City Boundary
- Freeway
- Expressway
- Arterial Road
- Local Road
- Railroad

- 1/2 mile from Caltrain Stations
- 1/4 mile from El Camino Real
- Caltrain Station

- Downtown Palo Alto
- SOFA 2 CAP
- California Avenue PTOD

#### Housing Inventory Sites

- Vacant Site
- Commercially Zoned Site
- SOFA II Sites
- Residentially Zoned Site

**Figure 3-1:  
HOUSING SITES**

The City has had substantial development interest in infill redevelopment of underutilized sites into higher density multifamily residential or mixed-use development. The residential density factor of 20 dwelling units per acre, the density assumed for the large majority of sites identified, is actually lower than the average density of recent residential projects built or approved in the City. Therefore, it is reasonable to assume that actual development on proposed Housing Element Sites may be higher than the 20 units used to calculate site yield. Accordingly, realistic capacity was adjusted on a case-by-case basis where sites allowed additional capacity and were located in proximity to existing higher density residential developments. Table 3-4 illustrates the residential densities of multifamily residential or mixed-use projects with 10 or more units built or approved since January of 2007.

**Table 3-4 Residential Densities of Multifamily Residential or Mixed-use Project Built or Approved**

Site Address	Lot Size (acres)	Number of Units Built/Approved	Residential Density Approved/Built
1101 E. Meadow Drive	4.36	75	17.19
4219 El Camino Real	13.80	181	13.11
3270 W Bayshore Road	6.46	96	14.87
901 San Antonio Avenue	12.07	352	29.16
3445 Alma Street	4.22	51	12.09
4249 El Camino Real	4.13	45	10.90
200 San Antonio Avenue	3.46	45	13.02
488 W. Charleston Road	0.70	35	50.30
801 Alma Street	0.60	50	83.33
4239 El Camino Real	2.18	26	11.90
4041 El Camino Way	0.83	43	51.84
195 Page Mill Road	2.5	82	32.8
3111-59 El Camino Real	1.6	48	30
441 Page Mill Road*	0.62	10	16.2
Mayfield - California	17	180	10.59
Mayfield - El Camino	1.80	70	38.89
3877 El Camino Real*	0.75	17	22.67
<b>Average of Project Residential Density</b>			<b>27</b>

*\* These two developments are currently in the entitlement process. Inclusion in this table offers no guarantee of approval. In the event a project is not approved, it will be removed from this table. Upon submittal to HCD, only projects that have been approved will be included.*

In Palo Alto, the market has supported infill redevelopment and intensification of commercially zoned properties to residential or mixed uses. Staff evaluated the assessed value (A/V) ratio of the Housing Element sites based on the data available from the County Assessor's Office. This ratio compares the County Assessor's assessed value of the improvements on the parcel to the County Assessor's value of the land. The A/V ratio of 1.5 has been used by other jurisdictions to evaluate the redevelopment potential of property. If the ratio is less than 1.0, the improvements are worth less than the land. Due to the Proposition 13 assessed value restrictions, the A/V ratio on some of the commercial properties may be overestimated due to those assessment restrictions. The City's Housing Element includes Program (H2.1.4) to provide incentive(s) to developments

with smaller units (including mixed-use developments) to further facilitate and encourage the infill redevelopment of commercial sites with a residential component. In addition, if a site is within a quarter mile of a fixed rail station, the City may allow exceptions to height limits to further encourage higher density housing through the PTOD zone. For purposes of identifying parcels suitable for residential or mixed-use redevelopment, the following criteria were used:

- Improvements on sites are at least 20 years old
- Sites must be 10,000 square feet or more in size, with a yield of 5 units or more
- Sites with an A/V ratio of less than 1.5, or sites with an A/V ratio greater than 1.5 that were determined to have an artificially low assessed land value (parcels under the same ownership for more than 10 years) far below current market land values. The improvements on these parcels are much older and are candidates for redevelopment.
- Windshield survey of underdeveloped residential or commercial sites consisting of 1 or 2 story structures. Underdeveloped commercial sites were defined as Class B office space structures or older buildings with wood construction. The above criteria were chosen based on the types of sites that had been redeveloped with mixed-use or residential projects within the past several years.

### ***Vacant Land***

Available vacant land with the potential for residential development totals just 5.7 acres and has the potential to yield 132 units, 90 of which are on sites zoned at densities appropriate to accommodate affordable housing, as defined by state law.

The largest site is a remnant of the Sand Hill Road Extension Project, which created a 2.1-acre parcel immediately adjacent to Stanford's 1180 Welch Road Apartments. Although there are no current plans to develop the site, it is reasonable to expect that it could be used for an expansion of the 1180 Welch Road Apartments that is in the RM-40 zoning district and allows residential densities of up to 40 dwelling units per acre. If the site were developed for housing, the site could yield 73 additional units.

The 2.46 acre site at 567-595 Maybell Avenue is mostly vacant with 4 existing homes and an unmaintained orchard. The site is zoned R-2 and RM-15 and can accommodate an additional 27 units. The lot was recently purchased and although there are no submitted planning applications, a proposal to develop the property is expected in the near future.

A vacant site on El Camino Real is approximately 0.75 acres in size and is zoned RM-15. The residential capacity on the housing sites assumes that 15 units can be accommodated on the site although rezoning would be required to achieve more than 11 units. One commercial vacant site located on El Camino Real allows for the development of residential uses in a mixed-use development. This 0.65-acre site has the potential for development of 13 units.

A 0.3-acre vacant site on Park Boulevard is zoned General Manufacturing (GM) but is located within the California Avenue Pedestrian and Transit Oriented Development (PTOD) Combining District, which allows higher density residential dwellings on commercial, industrial and multi-family parcels within a walkable distance of the California Avenue Caltrain station. This site has the potential to yield 6 units with a PTOD overlay.

Table 3-5 summarizes residential capacity on vacant sites. A detailed listing of these sites is included in Appendix B and shown on Figure 3-1.

**Table 3-5 Summary of Residential Capacity on Vacant Sites**

Zoning	Number of Sites	Max. Density	Acres	Realistic Capacity (units)	Affordability Level*
RM-15	2	15 du/ac	2.62	38	Above Moderate
RM-40	1	40 du/ac	2.11	71	Very Low/Low
CN	1	20 du/ac	0.65	13	Very Low/Low
GM	1	40 du/ac	0.3	6	Very Low/Low
<b>Total</b>	<b>6</b>		<b>5.68</b>	<b>128</b>	

*Note:*

\*Affordability for sites indicated as Very Low/Low is based on densities allowed on the site. HCD is obligated to accept those sites with a density standards consistent with the criteria set by State law (20 units per acre or higher for Palo Alto) as appropriate for accommodating the jurisdictions share of regional housing need for lower-income households.

### **Commercially Zoned Sites**

During the preparation of this Housing Element, City staff conducted a comprehensive review of vacant and underutilized sites in the City that could accommodate residential development. As mentioned earlier in the chapter, the City's "built out" nature, lack of vacant land, strong existing single family neighborhoods, and lack of annexation opportunities provide limited opportunities for new residential development. The City's review focused primarily on residential and commercially zoned land that could accommodate additional residential development. These sites are typically located within one half mile radius of major transit stations (University Avenue and California Avenue Transit Stations) or within a quarter mile of El Camino Real, which is served by major bus routes and is planned for future public transit intensification. In addition, the sites are generally in areas that are in proximity to or provide accessibility to urban services and jobs and are close to retail and service uses that could support their redevelopment to residential or mixed use. All but a few of the sites are occupied by one to two story, older or underutilized commercial buildings. Improvements on the identified sites are at least 20 years of age and were not significantly redeveloped since 1990. The sites have no existing residential uses and are likely to be redeveloped with higher value mixed uses with residential units in the future. Sites in this category have lot areas over 10,000 square feet and can potentially yield at least 5 residential units at a realistic density calculation of at least 20 dwelling units per acre. The City has had success in infill redevelopment in these areas on parcels with similar sizes and the potential for parcel consolidation could result in higher density yields. Given the lack of vacant land remaining in Palo Alto, redevelopment of such sites is an important source for future housing in the area.

Many of the commercially zoned parcels that allow residential uses require a ground floor retail component. While this requirement may add to the complexity of the project, mixed use with ground floor retail is a critical component to creating an active pedestrian environment. Furthermore, many successful mixed-use projects have been developed in the City's commercial areas under these development standards. Following is a list of recently completed mixed-use projects, with ground floor retail, which yielded residential densities ranging from 16 to 28 units per acre:



- 420 Cambridge Avenue, 4 units on 6,012 square foot parcel (28 units/acre)
- 2180 El Camino Real, 4 units on 22,365 square foot parcel (16 units/acre)
- 102 University Avenue, 3 units on 7,920 square foot parcel (16 units/acre)
- 2051 El Camino Real, 2 units on 4,800 square foot parcel (18 units/acre)

Many of the identified sites are commercial properties along the El Camino Real and California Avenue corridors. These sites are generally characterized by low-intensity, one-story and two story buildings, surrounded by surface parking, constructed in the late 1960s and 1970s with relatively little development or improvements in the past decade. In general, these corridors have seen less development than other areas of the City, such as the University Avenue corridor. However, given the lack of recent development on these sites and the current real estate market that is encouraging new investment, the identified sites are ripe for redevelopment. In addition, the California Avenue corridor has been designated by the City Council as a Priority Development Area, through ABAG's FOCUS program, to provide incentives and attract greater investment along the California Avenue corridor.

Table 3-6 summarizes capacity on commercially zoned sites in the University Avenue, California Avenue, El Camino Real, and San Antonio Avenue corridors that can accommodate up to 1,004 residential units in the form of mixed-use residential infill redevelopment. All 1,004 units are zoned at densities appropriate to accommodate affordable housing, as defined by state law.

**Table 3-6 Summary of Residential Capacity on Commercially Zoned Sites**

<b>Zoning</b>	<b>Number of Sites</b>	<b>Max. Density</b>	<b>Acres</b>	<b>Realistic Capacity (units)</b>	<b>Affordability Level*</b>
CC	1	30 du/ac	0.44	9	Very Low/Low
CC (2)	4	30 du/ac	1.35	28	Very Low/Low
CC (2)(R)(P)	6	30 du/ac	2.55	51	Very Low/Low
CD-C (GF)(P)	4	40 du/ac	1.2	25	Very Low/Low
CD-C (P)	10	40 du/ac	2.74	56	Very Low/Low
CN	29	20 du/ac	11.5	231	Very Low/Low
CN; CC (2)	1	20/30 du/ac	0.51	10	Very Low/Low
CS	53	30 du/ac	25.7	526	Very Low/Low
CS (H); RM-15	1	30/15 du/ac	0.96	19	Very Low/Low
CS; CN	1	30/20 du/ac	0.74	15	Very Low/Low
GM	1	40 du/ac	1.13	34	Very Low/Low
<b>Total</b>	<b>111</b>		<b>48.82</b>	<b>1,004</b>	<b>Very Low/Low</b>

*Note:*

*\*Affordability for sites indicated as Very Low/Low is based on densities allowed on the site. HCD is obligated to accept those sites with a density standards consistent with the criteria set by State law (20 units per acre or higher for Palo Alto) as appropriate for accommodating the jurisdictions share of regional housing need for lower-income households.*

#### *University Avenue/Downtown Area*

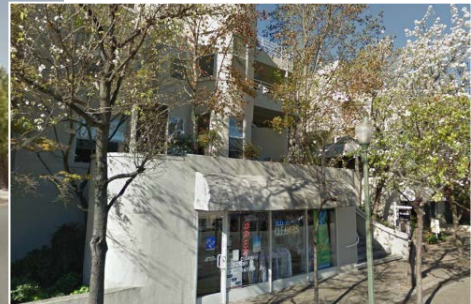
The University Avenue/Downtown area is a thriving regional hub of commercial, residential and retail activity that includes the South of Forest Area (SOFA). The entire area is oriented around the University Avenue Multi-modal Transit Station area, the Peninsula's busiest transit station. The City's vision for this area includes improved gateways to the City, improved pedestrian, bicycle, transit and auto connections, a major civic space at the Caltrain Station that links

University Avenue/Downtown and Stanford University, redeveloped underutilized infill parcels with a mix of uses such as retail, housing, office, hotel, and medical facilities, and improved public park space. The downtown area is one of the “Growth Opportunity Areas” in the Bay Area’s “One Bay Area” Sustainable Community Strategy (SCS) land use scenarios.

The Comprehensive Plan Land Use designation for the downtown area is Community Commercial, which typically provides a wider variety of uses than the neighborhood shopping areas. Most of the downtown area also falls within the Transit Oriented Residential Comprehensive Plan land use designation because of its proximity to the University Avenue/Downtown multi-modal transit station. This land use designation is intended to generate residential densities that support use of public transportation, especially the use of the Caltrain commuter rail. Caltrain provides service throughout the area, including to San Francisco to the north and to San Jose to the south. The existing zoning in the downtown area is Commercial Downtown (CD), which allows a total Floor Area Ratio (FAR) of up to 3.0 for mixed-use development with residential density of up to 40 dwelling units per acre (based on the total site area, irrespective of the percent of the site devoted to commercial use).<sup>2</sup>



Existing Mixed Use  
Projects – Downtown Palo  
Alto



#### *California Avenue Transit Neighborhood/PTOD Area*

California Avenue is Palo Alto’s second “main street” and is also served by a multi-modal transit station that ranks 11<sup>th</sup> overall in ridership among the 29 Caltrain stations that serve the region. It is more local-serving than University Avenue/Downtown, but is the closest business district to employees and visitors to Stanford Research Park and portions of Stanford University. It is located within the oldest part of the City, with origins dating back to the 1850s when it was the main commercial street for the town of Mayfield. This connection to the past is valued by the community and is an important part of what makes the area unique. Buildings are mostly two stories tall, with surface parking located off rear alleys. According to the Santa Clara County

<sup>2</sup> In addition to the Housing Sites zoned CD, some sites within the downtown area are zoned for multifamily residential use, but are currently developed with commercial uses. Other Housing Sites are within the South of Forest (SOFA) Phase 2 area. Sites within both of these zones are discussed in detail later in this chapter.

Assessor records, many of the structures on California Avenue were built between the late 1940s to the early 1970s.

The scale of development provides an environment that is comfortable for pedestrians. A recent streetscape project provided a modern street design and amenities that will support the creation of a more vibrant pedestrian- and bicycling-oriented commercial and residential district. Sites in this category have lot areas over 10,000 square feet and can potentially yield at least five residential units at a realistic density calculation of 20 dwelling units per acre; the City has had success in infill redevelopment in these area with similar or even smaller sized parcels. Housing sites within this area consist of one- to two-story structures with commercial uses, including but not limited to retail, eating and drinking, offices and surface parking. The area is also a designated Priority Development Area (PDA) by ABAG, a locally identified, infill development opportunity area within existing communities. Inclusion in the PDA avails the neighborhood to a number of financial resources to help encourage redevelopment. Between the strong real estate market and the additional financial resources, it may encourage developers on the smaller lots to develop mixed uses. In addition, by the City designating the California Avenue neighborhood as a PDA, it signifies City acceptance for higher density developments for this area. PDAs are one of the key strategies in the Bay Area's "One Bay Area" Sustainable Community Strategy (SCS), a strategy developed by a collaboration of regional agencies, including the Association of Bay Area Governments (ABAG), the Bay Area Air Quality Management District (BAAQMD), the Bay Conservation and Development Commission (BCDC) and the Metropolitan Transportation Commission (MTC).




---

Existing Mixed-Use  
Development  
California Avenue Area

The Comprehensive Plan land use designations for the California Avenue area are Community Commercial, Service Commercial and Neighborhood Commercial. Service Commercial and Neighborhood Commercial land use designations both allow residential and mixed-use projects. Most of the California Avenue area also falls within the Transit Oriented Residential Comprehensive Plan land use designation because of its proximity to the California Avenue transit station. This land use designation is intended to generate residential densities that support use of public transportation, especially the use of Caltrain. The existing zoning in the California Avenue area primarily includes Community Commercial (CC) and Community Service (CS)

which allow FARs for mixed-use development up to 2.0 and 1.0, respectively.<sup>3</sup> Both of these zones allow a residential density of up to 30 dwelling units per acre, which is calculated based upon the total site area, irrespective of the percent of the site devoted to commercial use. In addition, the California Avenue Area can also be subject to the adopted California Avenue Pedestrian and Transit Oriented District (PTOD), which allows higher density residential dwellings on commercial, industrial and multifamily parcels within a walkable distance of the California Avenue Caltrain station. The PTOD combining district allows exclusive multifamily residential development with a total FAR of 1.0 and a residential density of up to 40 dwelling units per acre on commercially zoned parcels. A good example of a PTOD project developed on a smaller site is 420 Cambridge Ave. Four residential units were built on a 6,012 sq. ft. lot, giving a per acre yield of approximately 28 units per acre. Mixed-use projects within the PTOD are allowed a total FAR of 1.25 and a residential density of up to 40 dwelling units per acre.

#### *El Camino Real Mixed Use Transit Corridor Area*

El Camino Real has been historically viewed as an automobile-oriented strip with neighborhood commercial uses. This important pathway accommodates the highest volume of bus transit service in the Mid-Peninsula. Many of the parcels along the El Camino Real corridor are commercial uses are typically low-intensity, one-story and two-story buildings, surrounded by surface parking, constructed in the late 1960s and 1970s, with relatively little development or improvements in the past decade. Over time, hotel, automotive and other service commercial uses have been replaced by higher density housing along some segments of the corridor. The Palo Alto Comprehensive Plan calls for creating an environment along the corridor that is more hospitable for pedestrians and that can be identified as one or more distinct centers, rather than a commercial strip. It is envisioned to become a well-designed, compact, vital, multi-neighborhood center with diverse uses, a mix of one-, two- and three-story buildings fronting the street, and a network of pedestrian-oriented streets, creating a dynamic mixed-use corridor that serves the diverse needs of the community. The challenge for this kind of transformation is to develop a new character for both residential and commercial uses that creates an attractive environment for pedestrians, motorists and transit riders, while fitting in with existing development and low-density residential areas adjacent to El Camino Real. The El Camino Real Mixed-Use Transit Corridor area is another “Growth Opportunity Area” land use scenario in the Bay Area’s “One Bay Area” Sustainable Community Strategy (SCS).

Similar to the land use designations for the California Avenue area, the El Camino Real Transit Corridor Comprehensive Plan land use designations are primarily Service Commercial and Neighborhood Commercial. Service Commercial and Neighborhood Commercial land use designations both allow residential and mixed-use projects in appropriate locations. The existing zoning in the El Camino Real Mixed Use Transit Corridor primarily includes Community Service (CS) and Commercial Neighborhood (CN) zoning districts. As mentioned above, the CS zoning district allows a 2.0 Floor Area Ratio (FAR) for mixed-use developments and a residential density of up to 30 dwelling units per acre. The CN zoning district allows a 1.0 FAR for mixed-use development along El Camino Real and a residential density of up to 15 dwelling units per acre, which is computed based upon the total site area, irrespective of the percent of the

---

<sup>3</sup> Additional Housing Sites within the California Avenue area are zoned multifamily residential but are currently developed with commercial uses; these sites are discussed later in this chapter.

site devoted to commercial use. Densities of up to 20 dwelling units per acre are allowed on CN-zoned parcels included as a Housing Element Site.

---

Existing Mixed-Use  
Development – El  
Camino Real Transit  
Corridor



*San Antonio Avenue Mixed Use Corridor*

San Antonio Avenue traverses the southern boundary of the City into the adjacent City of Mountain View. The 14 identified housing sites along this corridor are located on the south side of San Antonio Avenue and are zoned Service Commercial (CS). The CS zone allows for multifamily housing at 30 dwelling units per acre as part of a mixed-use development. The parcels on the northern side of San Antonio Avenue are primarily developed with single and multifamily units with some commercial uses. The parcels on the southern side of San Antonio Avenue, including the identified housing sites, are developed with non-residential uses interspersed with some multifamily developments.

Directly across from the identified housing sites is a large multifamily development of approximately 228 units. Many of the commercial structures in this area were built in the 1950s and 1960s with relatively little new commercial development interest since the 1980s. However, the area has more recently experienced a significant level of mixed-use development. The Taube Koret Campus for Jewish Life (TKJCL), constructed in 2009, is located one block east of the identified housing sites and combines 176 units of senior housing, a cultural art center, health club and a preschool. Approximately two miles west of the identified sites, there has been a substantial amount of mixed-use development on the City of Mountain View section on San Antonio Avenue. They have recently completed the first phase of redeveloping San Antonio Ave. The first phase was the construction 330 housing units and 144,000 sq. ft. of retail space. The second phase will be the development of 500,000 sq. ft. of office, a 165 room hotel, a Cineplex and 106,000 sq. ft. of additional retail. These developments are likely to catalyze interest in increased mixed-use development on this corridor. While not directly adjacent to a Caltrain station, there is a station on the San Antonio corridor within 1.5 miles west of the San Antonio Avenue housing sites. Given these factors and in light of the strong interest by developers for residential development opportunities in Palo Alto, the housing sites along this corridor represent a realistic mixed-use development opportunity.





---

Taube Koret Campus  
for Jewish Life  
Mixed Use  
Development  
(credit: Tim Griffin)

#### *Commercially Zoned Sites Summary*

Because the City of Palo Alto is primarily built out, vacant sites for new development are limited. However, the City has a good history of mixed-use residential developments replacing older, outdated uses. Nearly half of all residential approvals involve some form of mixed-use development, and most of these occur on parcels of less than half an acre. While most of these projects propose market-rate units, the City is proposing to lower its threshold for its inclusionary requirements from developments of five or more units to three residential units. Typically, the City requires 15% of any residential housing development be set aside as affordable units. When a “fractional” affordable unit is generated, the developer is required to pay a fee for the fractional unit. With this change (Program 3.1.1), the City anticipates capturing additional housing fees from these smaller developments. These fees would be used to finance future affordable housing developments.

#### ***South of Forest Area Coordinated Area Plan - Phase 2 (SOFA 2 CAP)***

South of Forest Area Coordinated Area Plan – Phase 2 (SOFA 2 CAP) is a long-term plan that addresses a specific nine block area (approximately 19 acres) bounded by Forest Avenue, Addison Avenue, Alma Street and Ramona Street. The CAP recognizes SOFA 2’s location near downtown and calls for higher density housing, mixed uses and other compatible urban development in a vibrant mixed-use area within walking distance of the train station and commercial services provided in the downtown.

The SOFA 2 CAP anticipates that the Residential Transition districts in SOFA 2 will become more of a mixed-use area with substantial residential development next to or combined with office and commercial uses. The area is considered an appropriate location for higher density residential development. There are 34 Housing Sites within the SOFA 2 CAP with a potential development capacity of 171 units. All 171 units are on sites zoned at densities appropriate to accommodate affordable housing, as defined by state law.

In general, the Housing Sites are larger than 10,000 square feet in lot area; however, within the SOFA 2 CAP all of the sites identified are less than 10,000 square feet. The SOFA 2 CAP allows and encourages a variety of housing types on smaller lots, including apartments, studio units,

single room occupancy housing and senior housing. The SOFA 2 CAP also includes creative parking policies encouraging shared parking and reduced parking that further encourage developing these sites with housing. The existing zoning in the SOFA 2 CAP area includes Residential Transition 35 (RT35) and Residential Transition (RT50) and allows for a total FAR for mixed-use developments of up to 1.15 for RT35 and 1.30 for RT50. Additional FAR bonuses may be allowed in the SOFA 2 CAP for seismic and historic rehabilitation or under the City's Transfer of Development Rights (TDR) program. RT35 and RT50 also require an average maximum unit size of 1,250 square feet for residential development which effectively results in a residential density above 20 dwellings per acre.

**Table 3-7 Summary of Residential Capacity on SOFA 2 CAP Sites**

<b>Zoning</b>	<b>Number of Sites</b>	<b>Max. Density</b>	<b>Acres</b>	<b>Realistic Capacity (units)</b>	<b>Affordability Level*</b>
RT-35	32	25-50 du/ac	6.03	156	Very Low/Low
RT-50	2	25-50 du/ac	0.6	15	Very Low/Low
<b>Total</b>	<b>34</b>		<b>6.63</b>	<b>171</b>	

*Note:*

*\*Affordability for sites indicated as Very Low/Low is based on densities allowed on the site. HCD is obligated to accept those sites with a density standards consistent with the criteria set by State law (20 units per acre or higher for Palo Alto) as appropriate for accommodating the jurisdictions share of regional housing need for lower-income households.*



**Existing Mixed Use  
Project in SOFA 2 Area**

### ***Residential Sites with Existing Commercial Uses***

The Housing Sites include 20 parcels zoned for multifamily residential (RM-15, RM-30 and RM-40) that currently have legal but non-conforming commercial uses occupying the sites. These sites are generally within the University Avenue Downtown area, the California Avenue Transit Neighborhood area and along El Camino Real. Combined, these sites have a potential development capacity of 386 units, of which 368 units are on sites zoned at densities appropriate to accommodate affordable housing, as defined by state law.





---

Sites in Multifamily Residential zoning districts near University Avenue Downtown Area with existing Commercial Uses.

Housing sites identified in this category are typically improved with one- to two-story structures with commercial uses including, but not limited to, retail, office, motel/hotel and surface parking.

One such site is a 12.5 acre site, also known as the Fry's site, zoned RM-30 (which allows multifamily residential development at 30 units per acre). Currently, Fry's Electronic store resides on the property. The Fry's existing lease expires in 2017; the City and representatives of the property owner have held some preliminary discussions. The representatives indicated a desire to preserve the existing non-residential use while accommodating housing units on the site. Based on that direction, City staff evaluated the site using current mixed use development standards to assess development capacity for both uses, concluding that 221 units could be constructed under that scenario. In addition, the City has received a Valley Transit Authority grant to further pursue the possibility of mixed used development on the site. The VTA grant is intended to fund a mixed use, transit oriented master plan for the site.

The RM-30 zoning district allows a total FAR of 0.6 and a residential density of up to 30 dwelling units per acre; RM 40 allows a total FAR of 1.0 and a residential density of up to 40 dwelling units per acre. There is one parcel zoned RM-15. The RM-15 zoning district allows a total FAR of 0.5 and a residential density of 15 dwelling units per acre. Given the restrictions for improvements and alterations on non-conforming uses and structures, coupled with City incentives for constructing housing, redevelopment of the sites to residential use is an attractive and lucrative option for developers.

**Table 3-8 Summary of Residential Capacity on Residentially Zoned Sites**

Zoning	Number of Sites	Max. Density	Acres	Realistic Capacity (units)	Affordability Level
RM-15	1	15 du/ac	0.93	18	Above Moderate
RM-30	15	30 du/ac	17.64	326	Very Low/Low
RM-30; CS	1	30 du/ac	0.89	18	Very Low/Low
RM-40	3	40 du/ac	1.18	27	Very Low/Low
<b>Total</b>	<b>20</b>		<b>20.64</b>	<b>389</b>	

Note:

\*Affordability for sites indicated as Very Low/Low is based on densities allowed on the site. HCD is obligated to accept those sites with a density standards consistent with the criteria set by State law (20 units per acre or higher for Palo Alto) as appropriate for accommodating the jurisdictions share of regional housing need for lower-income households.

### Committed Assistance

In addition to identifying vacant or underutilized land resources, local governments can meet up to 25 percent of the RHNA requirement to provide adequate sites by making available affordable units through rehabilitation, conversion, and/or preservation. Government Code Section 65583.1(c) specifies that existing residential projects may be counted towards the RHNA if a city commits financial assistance to convert units located in a multifamily rental housing complex of three or more units by the purchase of affordability covenants and restrictions. These units must provide a net increase in the stock of housing affordable to low- and very low-income households. Converted units must be made available for rent at affordable housing costs, not occupied by low- or very low-income households (unless a greater affordability would be achieved; i.e. converting from low- to very-low income units), and in decent, safe and sanitary condition when occupied. Long-term affordability covenants (not less than 55 years) apply to these units.

The City has committed to providing financial assistance (\$200,000) towards the conversion of 23 multi-family units in the Colorado Park Apartments. (No deed restrictions are currently in place on the Colorado Park Apartments.) The Palo Alto Housing Corporation (PAHC) will convert the 23 units unrestricted for low-income households (earning 60 to 80 percent AMI) to affordable units for very low-income households (earning 30 to 50 percent AMI) with affordability restrictions for a period of 55 years. These units are credited towards the City's RHNA (refer to Appendix C - Adequate Sites Program Alternative Checklist).

Program 2.2.4 in the Housing Element commits the City to provide committed assistance to convert units at the Colorado Park Apartments. Pursuant to Government Code Section 65583.1(c), the City will report to the State Department of Housing and Community Development (HCD) on the status of the converted units no later than July 1, 2018. If the City has not entered into an enforceable agreement of committed assistance for the units specified in this program, it will amend the Housing Element, as necessary.

The City is an active partner in providing assistance to increase the affordable housing stock in Palo Alto. In 2006, the City provided \$1.15 million in CDBG funds for acquisition of a 10-unit apartment complex on Alma Street consisting of eight studio apartments and two one bedroom apartments. Over \$9 million in housing funds and land were provided to the 801 Alma Family Apartments. In addition, the City provided \$6.3 million to the Tree House Apartments, a 33 unit affordable housing development completed in 2011. Also in 2011, the City provided funding for

the acquisition of six existing units on Alma Street. The units were rehabilitated and deed restricted for low income households.

### 3.2 ADEQUACY OF HOUSING SITES FOR RHNA

The Housing Sites include capacity for 2,188 units. Table 3-9 compares the 2014 RHNA with the Housing Inventory Sites and indicates that the City can adequately accommodate the RHNA without any rezoning. A complete listing of sites is contained in Appendix B.

**Table 3-9: Comparison of RHNA Need and Housing Inventory Sites**

	<b>Very Low</b>	<b>Low</b>	<b>Moderate</b>	<b>Above Moderate</b>	<b>Total</b>
<b><i>RHNA</i></b>	<b>691</b>	<b>432</b>	<b>278</b>	<b>587</b>	<b>1,988</b>
Housing units built, permitted, entitled, or in entitlement or building permit process since January 1, 2014	-	96	-	344	440
Estimated second unit production	-	-	32	-	32
Potential housing on vacant land	90	-	-	38	128
Potential housing on commercially zoned sites that could accommodate mixed-use development	1,004	-	-	-	1,004
Potential housing on Residential Transition (RT) zoned sites that could accommodate exclusive residential or mixed-use development (SOFA II sites)	171	-	-	-	171
Potential housing on existing residentially zoned sites that are developed with non-residential uses	371	-	-	18	389
Committed assistance for existing units - Conversion pursuant to 65583.1(c)	23	-	-	-	23
Total Housing Inventory Sites	1,659	96	32	400	2,187
<b><i>RHNA Surplus</i></b>	<b>+199 units</b>				

### 3.3 ENVIRONMENTAL AND INFRASTRUCTURE CONSTRAINTS

The Housing Sites analysis reflects land use designations and densities established in the City's Land Use and Community Design Element and Zoning Code. Any environmental constraints that would lower the potential yield (e.g., steep slopes, seismic hazard zone) have already been accounted for. Any additional constraints that would occur on specific site would be addressed as part of the individual project review process. A detailed look at the City's environmental constraints is presented in Chapter 4. All of the identified sites in the Housing Element are surrounded by developed land and have the necessary infrastructure and services in place to support development. According to staff from the City Public Works and Utilities Departments, there are no significant infrastructure constraints that would affect anticipated residential

development on these sites. The City's capacity to meet its regional share and individual income categories are not constrained by any environmental or infrastructure conditions.

### **3.4 FINANCIAL RESOURCES**

Although the level of Federal and State funding for affordable housing is lower than it was in previous years, there are a number of programs the City and affordable housing developers can use to maintain or increase the housing stock for its low- and very low-income residents. The following summarizes the primary financial assistance programs that have been used in the City.

#### **Federal Funds**

The Federal government is a major provider of funding for affordable housing, primarily through the Department of Housing and Urban Development (HUD). HUD, with its multiple programs, provides funding to State, cities, counties, housing authorities and affordable housing providers and direct assistance to low and moderate income households.

##### *Community Development Block Grant*

Community Development Block Grant (CDBG) funding is a HUD program that targets assistance to low- and moderate-income households. Known for its ability to fund a variety of activities, the City has used the CDBG funds for acquisition of affordable housing sites, rehabilitation of existing affordable housing developments, single family rehabilitation, public infrastructure improvements and a number of other activities. Funds are distributed according to the goals and strategic actions identified in the Consolidated Plan. The top priorities identified in the most recent (2010-2015) Consolidated Plan were the need for affordable housing and job opportunities for low-income individuals. Both affordable housing and economic development activities received a substantial percentage of recent CDBG funds. To address the affordable housing priority, the City has primarily used its funds for the rehabilitation activities of existing affordable housing developments. The City has been receiving CDBG funding since 1988. For fiscal year 2014, the City of Palo Alto received approximately \$434,000 in CDBG funds.

##### *Housing Choice Voucher Program*

Formerly known as the Section 8 program, the Housing Choice Voucher Program is administered by the Santa Clara County Housing Authority. This rental voucher program subsidizes the gap between the fair market rent of the unit and what a low-income household can afford for rent. This allows the voucher holder to rent a market rate rent unit and not solely rely on affordable rental developments. With the voucher, the household can move to different areas in the County and still be able to use the voucher. There is also a project-based Section 8 program in which the County Housing Authority allocates a number of vouchers to a project and not to an individual household. While not directly funding the project, it guarantees a consistent stream of cash flow for the project.

##### *Low Income Housing Tax Credits*

This program is administered through the Internal Revenue Service (IRS) and is a major funding source for affordable housing development. The IRS created this program with the aim of attracting investors to affordable housing developments. The IRS issues tax credits which are distributed on the state level. In California, the Tax Credit Allocation Committee in the California State Treasurer's Office is responsible for the distribution of tax credits to affordable housing developers. The developers then sell the credits to investors who use the credits to lower their tax liability. The money received from the investors becomes equity in an affordable

housing project. Several affordable housing developments in Palo Alto were funded with tax credit financing.

### **State Funds**

The State of California also has its own sources of funds in support of affordable housing. Most funds are administered through the Department of Housing and Community Development (HCD). HCD manages a number of programs. Some of the State programs that have been used by Palo Alto affordable housing developments include:

#### *Multifamily Housing Program (MHP)*

MHP provides low-interest loans to developers of affordable housing. The funds may be used for multifamily rental and transitional housing projects involving new construction, rehabilitation, acquisition and rehabilitation or conversion of nonresidential structures. Fabian Way, an affordable housing development for seniors, and Oak Court Apartments have been developed using MHP funding.

#### *HOME*

The HOME Investment Partnership Program provides formula grants to states and localities that communities use, often in partnership with local nonprofit groups, to fund a wide range of activities that build, acquire, and/or rehabilitate affordable housing for rent or homeownership. The City is currently in the process of forming a HOME Consortium with Santa Clara County and the cities of Cupertino and Gilroy. It is estimated that the Consortium would receive about \$400,000 annually.

#### *California Housing Finance Agency (CalHFA)*

CalHFA is a State agency that provides financing and programs to support affordable housing opportunities in California. In addition to their first-time homebuyer program, the CalHFA has a Multifamily lending program for predevelopment, financing, and preservation of affordable and senior housing projects. CalHFA is also responsible for administering Mental Health Services Act funding. MHSA Housing Program funds are allocated for the development, acquisition, construction, and/or rehabilitation of permanent supportive housing. Though not a widely used funding source, as funding sources become more scarce, MSHA funds may become more popular in the future. In 2010, 801 Alma Street, a 50 unit affordable rental project for very low income households, received a MHSA grant.

### **Local Funds**

#### *City Residential and Commercial Housing Funds*

The City maintains a City Residential Housing Fund to be used for affordable housing. The funding source comes from in-lieu housing fees. Typically, housing developers in Palo Alto are required to provide Below Market Rate (BMR) units in the development. However, under certain circumstances, developers are allowed to pay a fee in-lieu of providing BMR units in the development. Fees are collected in the fund to be allocated to developers with proposed affordable housing projects. The funds can be used for predevelopment, construction or permanent financing. Many affordable housing developments have received financial assistance from the City Residential Housing Fund.

In recent years, affordable housing programs have faced increasing legal challenge on the validity of the jurisdiction's affordable housing requirements. One avenue to protect a city's affordable housing program from legal challenge is jurisdictions may assess an affordable housing impact fee on new ownership and rental developments that is based on the affordable housing need created by the new units. This relationship between new residential development, the need for affordable units, and the associated impact fee must be established through a "nexus study." The nexus study establishes the maximum fee amount that a jurisdiction may legally assess. A nexus study for both the Commercial and Residential Housing funds is being prepared. The study should be completed by the end of December 2014. There is a concern that the commercial developers are not paying an equitable share of funds for affordable housing (see Program 3.1.6).

The City also maintains a Commercial Housing Fund, which requires businesses, when building new or expanding their commercial space, to pay a fee for affordable housing. These funds are used to finance affordable housing developments and can also be used for predevelopment, construction and permanent financing for new construction.

An advantage of the in lieu option is it allows the City to use those funds to help affordable housing projects leverage other funding sources. Many affordable housing funding sources require a local funding commitment for the project. This local commitment helps secure other funding sources. Therefore, the City's loan may be a small percentage of the total costs; but it is able to attract many other potential lenders. Table 3-10 summarizes the revenue received for each fund since Fiscal Year 2009 and the affordable housing projects that have received loans from that same time.

**Table 3-10 Housing Funds Collected and  
Loans Made to Affordable Housing Projects Fiscal Years 2009-2014**

<b>Funds Collected* (millions)</b>			<b>Loans (millions)</b>			
<b>Fiscal Year</b>	<b>Residential Housing Fund</b>	<b>Commercial Housing Fund</b>	<b>Affordable Housing Project</b>	<b>Residential Housing Fund</b>	<b>Commercial Housing Fund</b>	<b>Total Loan Amount</b>
2009	\$0.21	\$1.48	Alta Torre Sr. Apts.	\$0.60		\$0.60
2010	\$2.07	\$0.71	Tree House Apts.	\$5.34		\$5.34
2011	\$1.44	\$0.39	801 Alma Family Apts.	\$6.80	\$1.00	\$7.80
2012	\$5.52	\$1.11	2811 Alma		\$1.29	\$1.29
2013	\$2.67	\$3.76	Maybell	\$1.72	\$4.10	\$5.82
2014	\$1.78	\$4.24				
<b>Sub-Total</b>	<b>\$13.69</b>	<b>\$11.69</b>	<b>Sub-Total</b>	<b>\$14.46</b>	<b>\$6.39</b>	
<b>Total Revenue</b>		<b>\$25.38</b>	<b>Total Amount of Loans</b>			<b>\$20.85</b>

\* includes fees, interest income and loan repayments

The City recently released a Notice of Funding Availability (NOFA) for the City funds. The NOFA provides \$6 million from the Commercial Housing Fund for the construction of new affordable housing units.

### *Local Housing Trusts*

The Housing Trust of Silicon Valley (HTSV) is a public/private trust that provides a variety of funding packages for affordable housing. Predevelopment, construction loans and permanent financing are all available through the Housing Trust. They receive a majority of their funding from corporate contributions and jurisdictions in the County. The City of Palo Alto has contributed \$1.1 million to HTSV since its inception in 2001. The Trust Fund has funded affordable multifamily rental and special needs housing developments such as the Opportunity Center, Fabian Way Senior Apartments and the soon to be rehabilitated Stevenson House. They also have a first time homebuyers program and a housing grants program to prevent homelessness.

The Stanford Affordable Housing Fund (Stanford AHF) was established in December 2000 as a result of the approval of the Stanford University General Use Permit (GUP). The Stanford GUP contains conditions under which the University, for each 11,763 square feet of academic development constructed, must either provide one affordable housing unit on the Stanford campus or make an appropriate cash payment in-lieu of providing the housing unit. Payments have been made since that time to a Stanford AHF maintained by the County. Two projects in Palo Alto, the Tree House and 801 Alma, received funding from the AHF.

### *Mortgage Credit Certificates (MCCs)*

Administered by Santa Clara County, MCCs provide tax credits to first-time low-income homebuyers. These credits reduce a recipient's income that is subject to federal tax, thus essentially increasing their tax return amount. The money from the increased return can be applied to the mortgage payments. This essentially creates a mortgage subsidy for the homeowner.

### *Palo Alto Below Market Rate Program (BMR)*

When a development of five or more residential for-sale units is built in the City of Palo Alto, the developer is required to contribute at least 15 percent of those units at below market rates (projects of 7 or more units must provide one or more BMR units within the development). The purpose of this program is to create and retain a stock of affordable housing in Palo Alto for people of low- and moderate-income. The initial BMR sales prices are set by the City's Director of Planning and Community Environment, and the buyer selection process is administered by the Palo Alto Housing Corporation (PAHC). PAHC is a private, non-profit organization under contract to the City. Since the inception of the program in 1974, 438 BMR ownership and rental units of affordable housing have been produced through this program.

### *Palo Alto Below Market Rate Program (BMR) Emergency Fund*

In 2002, the City Council established a Below Market Rate Program Emergency Fund to help prevent the loss of BMR units due to lack of adequate maintenance. The program provides emergency loans to BMR owners for mandatory homeowner association maintenance assessments of over \$10,000. Since its inception, the program has provided loans to three BMR owners. As part of the Housing Element, this program is proposed to be expanded to provide financial assistance to BMR owners for maintenance of older BMR units (Program H3.1.3).

### *Palo Alto Housing Corporation*



The Palo Alto Housing Corporation (PAHC) was established in 1970 with the assistance of the City. The City Council recognized that increasing housing prices were slowly forcing out fixed-income households, many of whom were seniors. The PAHC was formed to seek ways to build affordable housing or provide rental subsidies. Since that time, PAHC has been a steady partner with the City in developing affordable housing. PAHC currently manages over 600 rental units and manages over 240 ownership units in the City's BMR program. In addition, PAHC has developed their own affordable rental units, partially funded with City monies.

### **3.5 OPPORTUNITIES FOR ENERGY CONSERVATION**

Palo Alto considers energy conservation to be a priority in the overall planning process. Conservation of energy is an important issue for all households including both owners and renters. Energy cost can be a substantial portion of monthly housing costs for some households living in the City's older housing stock. The City's interest in sustainable development, energy independence, and reduction of greenhouse gas emissions is in line with State goals and legislation such as the Global Warming Solutions Act of 2006 (AB 32). Palo Alto employs three main strategies to promote energy conservation: integrated land use and transportation planning and development; promotion of energy conservation; and the adoption of green building standards and practices.

#### **Integrated Land Use and Transportation**

Planning a range of affordable housing types near jobs, services, and transit can reduce commutes, traffic congestion, and thus reduce the number of vehicle miles traveled (VMT) and vehicle hours traveled (VHT). Since Palo Alto is nearly built out, promoting infill development with higher densities along transit corridors helps to reach the goals of energy conservation and integrating land use with transportation. The following table indicates the interconnectedness of the City's programs related to land use and transportation.

**Table 3-11 List of Integrated Land Use and Transportation Programs in Palo Alto**

	<b>Goal and Requirements</b> (State and Assembly Bills (SB/AB), Codes, Ordinances and Mandates)	<b>Municipal and Regional Operations</b> (including goals and programs) *	<b>Residential</b> (including goals and programs) *	<b>Commercial</b> (including goals and programs) *
<b>Built Environment</b> including urban planning, comprehensive plan, construction and demolition and green building	<ul style="list-style-type: none"> <li>• Green Building Ordinance</li> <li>• Demolition and Construction Diversion requirements</li> </ul>	<ul style="list-style-type: none"> <li>• Mitchell Park and all library projects</li> <li>• Comprehensive plan</li> <li>• New Construction and Retrofit Rebates</li> <li>• Arastradero Gateway Educational Nature Center displays and building design</li> </ul>	<ul style="list-style-type: none"> <li>• Green Building Program</li> <li>• Demolition and Construction Diversion program</li> <li>• New Construction Rebate</li> </ul>	<ul style="list-style-type: none"> <li>• Green Building Program</li> <li>• Demolition and Construction Diversion program</li> <li>• New Construction Rebate</li> </ul>
<b>Transportation</b> including SB375 and AB32, shuttles, alternative commute, bike routes, EV and all forms of transportation	<ul style="list-style-type: none"> <li>• SB375</li> <li>• AB32</li> <li>• Pedestrian Transit Oriented Development zones</li> <li>• School Commute Corridor network</li> </ul>	<ul style="list-style-type: none"> <li>• City Employee alternative commute incentives</li> <li>• Alternative fuel vehicles for City Fleet</li> <li>• Biodiesel fuel program</li> <li>• City Bike share</li> <li>• EV charging stations at City Hall and the Bay Area Electric Vehicle Corridor Program</li> <li>• Zip Car parking spots in City parking lots</li> <li>• Bicycle Transportation Plan</li> <li>• Fire Engine Exhaust filtration spec</li> <li>• Regional planning and coordination</li> <li>• Pedestrian and Transit-Orientated Development</li> <li>• Safe Routes To Parks program</li> </ul> <p><i>Bay Area Air Quality Management Transportation Fund for Clean Air (TFCA) program</i></p>	<ul style="list-style-type: none"> <li>• <i>Palo Alto Free Community shuttles</i></li> <li>• <i>Stanford Margerate Shuttles</i></li> <li>• <i>Caltrain</i></li> <li>• <i>VTA Routes</i></li> <li>• <i>Samtrans</i></li> <li>• <i>Way2go program</i></li> <li>• <i>511.org</i></li> <li>• <i>Palo Alto Bicycle Advisory Committee</i></li> </ul>	<ul style="list-style-type: none"> <li>• <i>Caltrain and the Caltrain Deer Creek Shuttle</i></li> <li>• <i>VTA Routes</i></li> <li>• <i>Samtrans</i></li> <li>• <i>511.org</i></li> </ul>

Source: City of Palo Alto

\* Related agencies and programs listed in Italics

## Energy Conservation

Home energy costs have become an increasingly significant factor in housing costs as energy costs have risen, particularly in the past years with the ongoing energy crisis in California. Energy costs related to housing include not only the energy required for home heating, cooling and the operation of appliances, but the energy required for transportation to and from home.

There are many opportunities for conserving energy in new and existing homes. Housing with energy conservation features results in reduced monthly occupancy costs, by requiring less energy to operate and maintain. Similarly, retrofitting existing structures with energy-conserving features can result in a reduction in utility costs. In new housing construction, the City encourages design of new units sensitive to energy consumption. Energy conservation is encouraged in the unit layout such as solar orientation, location of plumbing, and choice of heating system as examples. For applicants with older homes attempting to rehabilitate, the City provides information referral for participants to make weatherization improvements and utilize energy and water efficient appliances and fixtures. Program participants are encouraged to use the energy conservation programs provided by the City's Utility Department. The City has outlined goals and requirements on the following topics:

- **Climate Change and Adaptation** including GHG inventories, sea level rise and mitigation measures.
- **Energy Supply and Conservation** including demand management, smart grid, alternative sources
- **Water conservation and resource management** including water quality, storm water, wastewater and bay water
- **Natural Environment** including land use issues, stewardship programs, parks, open space, biodiversity, invasive plant species contaminated sites and green purchasing practices, air quality and toxins and
- **Waste and materials** including management of ZeroWaste, reuse, recycling, composting and cradle-to-cradle initiatives

These goals and requirements mirror Senate and Assembly Bills (SB/AB), Codes, Ordinances and Mandates and strictly follow the set of guidelines prescribed by regional and municipal programs.

The following are the Environmental Sustainability Programs run by the City of Palo Alto for residential and commercial properties.

**Table 3-12 List of Environmental Sustainability Programs in Palo Alto**

	<b>Goal and Requirements</b> (State and Assembly Bills (SB/AB), Codes, Ordinances and Mandates)	<b>Municipal and Regional Operations</b> (including goals and programs) *	<b>Residential</b> (including goals and programs) *	<b>Commercial</b> (including goals and programs) *
<b>Climate Change and Adaptation</b> including GHG inventories, sea level rise and mitigation measures	<ul style="list-style-type: none"> <li>• CCAR (2010)/ The Climate Registry (2011)</li> <li>• AB32 – California’s Climate Plan</li> <li>• Western Climate Initiative</li> <li>• Renewable Portfolio Standards – Internal mandate 20% by 2012 and 33% by 2015; Governor’s executive order and proposed CARD Rules 33% by 2020</li> <li>• Palo Alto Climate Protection Plan targets</li> </ul>	<ul style="list-style-type: none"> <li>• Palo Alto Climate Protection Plan and GHG Monitoring Program</li> <li>• Utilities Renewable energy supply goal</li> <li>• <i>Bay Area Climate Change Collaborative</i></li> <li>• <i>Joint Venture Silicon Valley – Climate Protection Task Force and Climate Coaching Program</i></li> <li>• <i>Sustainable Silicon Valley</i></li> <li>• <i>International Council for Local Environmental Initiatives (ICLEI)</i></li> <li>• <i>California Municipal utilities Association (CMUA)</i></li> </ul>	<ul style="list-style-type: none"> <li>• Community Environmental Action partnership (CEAP)</li> <li>• Utilities conservation related programs</li> <li>• Palo Alto Green – voluntary renewable energy program</li> </ul>	<ul style="list-style-type: none"> <li>• Community Environmental Action partnership (CEAP)</li> <li>• Utilities conservation related programs</li> <li>• Palo Alto Green – voluntary renewable energy program</li> </ul>
<b>Energy Supply and Conservation</b> including demand management, smart grid, alternative sources	<ul style="list-style-type: none"> <li>• California Energy Code Amendments (Titles 20 &amp; 24)</li> <li>• Third Party Measurement and Verification</li> <li>• Tiered Electricity rates to promote conservation</li> <li>• Utility Efficiency and Conservation Reporting (SB1037 and AB2021)</li> <li>• SB1 and AB920 –</li> </ul>	<ul style="list-style-type: none"> <li>• Long Term Electric Acquisition Plan (LEAP)</li> <li>• Gas Utility Long-Term Plan (GULP)</li> <li>• LED Street Lights Pilot Project</li> <li>• City facilities energy efficiency goals/projects</li> <li>• LED Traffic Signals</li> <li>• Photovoltaic demonstration</li> </ul>	<ul style="list-style-type: none"> <li>• Home energy efficiency analysis (Acterra Green@Home and on-line audits)</li> <li>• Solar Water Heating program</li> <li>• Photovoltaic (PV) Partners program</li> <li>• SMART Energy rebate Program for appliances, insulation, furnaces, etc.</li> </ul>	<ul style="list-style-type: none"> <li>• Free Business Efficiency Analysis by CPAU</li> <li>• Solar Water Heating program</li> <li>• Photovoltaic (PV) Partners program</li> <li>• Commercial Advantage Rebate Program</li> <li>• Right Lights Plus Direct Install Program</li> <li>• Commercial &amp;</li> </ul>

	<b>Goal and Requirements</b> (State and Assembly Bills (SB/AB), Codes, Ordinances and Mandates)	<b>Municipal and Regional Operations</b> (including goals and programs) *	<b>Residential</b> (including goals and programs) *	<b>Commercial</b> (including goals and programs) *
Energy Supply and Conservation con't	PV Net Metering and Rebates Act • AB1470 – Solar Hot Water and Efficiency Act of 2007	projects at MSC, Baylands Nature Center, Cubberley Community Center and Arastradero Gateway Nature Center	<ul style="list-style-type: none"> <li>• Refrigerator Replacement &amp; Recycling Incentives</li> <li>• Residential Energy Assistance Program (low income)</li> <li>• Lighting Pilot Projects</li> <li>• Home Energy Reports (fall 2010)</li> <li>• Home Efficiency Kits</li> <li>• Improving Efficiency and Using Technology Workshops/Seminars</li> <li>• Online Analysis Tools</li> <li>• New Construction and Retrofit Rebates</li> <li>• PACE (Property Assessed Clean Energy) Program with CalFirst</li> </ul>	Industrial Energy Efficiency Programs <ul style="list-style-type: none"> <li>• Electric Efficiency Financing Program (summer 2010)</li> <li>• Commercial Kitchens Program</li> <li>• School District Outreach &amp; Incentives by Utilities</li> <li>• Plug-in Program (distributed power generation)</li> </ul>
<b>Water conservation and resource management</b> including water quality, storm water, waste water and bay water	<ul style="list-style-type: none"> <li>• Water Efficient Landscape Ordinance</li> <li>• Recycled Water Ordinance</li> <li>• California Urban Water Conservation Council's Best Management Practices</li> <li>• State Green Building Code (CALGreen)</li> <li>• SBx7-7 (20% x2020)</li> <li>• Plumbing Code</li> <li>• Upcoming Gray</li> </ul>	<ul style="list-style-type: none"> <li>• CPAU Urban water Management Plan</li> <li>• Water Conservation Implementation Plan (BAWSCA)</li> <li>• 20% x2020 potable water use reduction</li> <li>• <i>EPA WaterSense Partner</i></li> <li>• <i>Alliance for Water Efficiency (AWE) partner</i></li> <li>• Demonstration gardens at Mitchell Park</li> </ul>	<ul style="list-style-type: none"> <li>• Water wise house calls</li> <li>• Water conservation rebate programs (landscape rebate program, ET controller rebates, high efficiency toilet rebate, &amp; clothes washer rebate)</li> <li>• Storm water rebates</li> <li>• <i>Save the Bay</i></li> <li>• <i>BAWSCA Workshops</i></li> <li>• <i>Santa Clara</i></li> </ul>	<ul style="list-style-type: none"> <li>• Landscape Surveys</li> <li>• Indoor Water Surveys</li> <li>• Storm water rebates</li> <li>• Water conservation rebate programs (landscape rebate program, ET controller rebates, high efficiency toilet &amp; urinal installation &amp; rebates, commercial</li> </ul>

	<b>Goal and Requirements</b> (State and Assembly Bills (SB/AB), Codes, Ordinances and Mandates)	<b>Municipal and Regional Operations</b> (including goals and programs) *	<b>Residential</b> (including goals and programs) *	<b>Commercial</b> (including goals and programs) *
Water conservation and resource management con't	<ul style="list-style-type: none"> <li>water code</li> <li>Various sanitary sewer ordinances to reduce copper, heavy metals, FOG (fats, oil, grease) and other pollutants</li> <li>Tiered Water rates to promote conservation</li> <li>Once-thru cooling ordinance</li> <li>Ahwahnee Principles adopted by Council</li> <li>Recycled water encouraged for use on construction sites for dust management</li> </ul>	<ul style="list-style-type: none"> <li>Library and Community Center, Downtown and Main Libraries</li> <li>Rebates &amp; fixture retrofits</li> <li>Landscape irrigation system improvements</li> <li><i>CLEAN South Bay</i></li> <li>Complete ultraviolet light water disinfection unit</li> <li>Mercury reduction</li> <li>Reducing salinity of recycled water</li> <li>Integrated Pest Management Program</li> <li>Various pollution prevention efforts: triclosan and pharmaceutical collection</li> <li>Conversion of turf fields to artificial turf at four sites</li> <li>Expansion of use of recycled water at park and median sites</li> </ul>	<ul style="list-style-type: none"> <li><i>Valley Water District (SCVWD) Workshops</i></li> <li><i>Bay-Friendly Workshops and program</i></li> <li>Water efficient landscape literature</li> <li>Our Water, Our World (less toxic pest control program at local hardware and garden centers)</li> <li>Pharmaceutical collection</li> <li>Mercury device collection</li> <li>School programs (Regional Water Quality Control Plant (RWQCP) led and County led)</li> </ul>	<ul style="list-style-type: none"> <li>clothes washers, water efficient technology incentives, submeters, pre-rinse spray valves)</li> <li><i>BAWSCA, SCVWD, Bay Friendly Workshops</i></li> </ul>
<b>Natural Environment</b> including land use issues, stewardship programs, parks, open space, biodiversity, invasive plant species contaminated sites and green purchasing practices, air quality and toxins	<ul style="list-style-type: none"> <li>Foothills Fire management Plan</li> <li>Baylands Conservation Plan</li> <li>Tree Preservation Ordinance</li> <li>Wood smoke Ordinance (requirements for wood burning stoves and fireplaces)</li> </ul>	<ul style="list-style-type: none"> <li>Environmentally Preferred Purchasing</li> <li>Urban Forest master Plan - including Street tree inventory, Tree species data base, Block Side Species Replacement list, Updated Tree Removal Process</li> </ul>	<ul style="list-style-type: none"> <li>Open space and trails</li> <li>Community gardens</li> <li>Junior museum</li> <li>Farmer's markets (including Saturday's Downtown market, Sunday's Cal Ave market and the Downtown</li> </ul>	<ul style="list-style-type: none"> <li>Green Business Program (run by County; facilitated for PA businesses by Public Works)</li> <li>Clean Bay Businesses</li> </ul>

	<b>Goal and Requirements</b> (State and Assembly Bills (SB/AB), Codes, Ordinances and Mandates)	<b>Municipal and Regional Operations</b> (including goals and programs) *	<b>Residential</b> (including goals and programs) *	<b>Commercial</b> (including goals and programs) *
		<ul style="list-style-type: none"> <li>• Nature and Hiking programs</li> <li>• Special events and educational programs</li> <li>• Nature and environmental interpretive centers and Junior Museum</li> <li>• Open space habitat preservation</li> <li>• Pesticide Free Parks</li> <li>• Baylands conservation plan</li> <li>• Foothills fire management plan</li> <li>• Arastradero creek restoration</li> <li>• San Francisquito Creek Flood Control</li> <li>• Partnerships with Save The Bay, US Fish &amp; Wildlife and Acterra for habitat restoration</li> </ul>	FarmShop) <ul style="list-style-type: none"> <li>• <i>Acterra</i></li> <li>• <i>Canopy</i></li> <li>• <i>Committee for Green Foothills</i></li> <li>• <i>Environmental volunteers</i></li> <li>• <i>Friends of Foothills Park</i></li> <li>• <i>Friend of Palo Alto Parks</i></li> <li>• <i>Midpeninsula Regional Open Space district</i></li> <li>• <i>Peninsula Open space Trust (POST)</i></li> </ul>	
<b>Waste and materials</b> including management of ZeroWaste, reuse, recycling, composting and cradle to cradle initiatives	<ul style="list-style-type: none"> <li>• Demolition and Construction Diversion requirements</li> <li>• Ordinance on Plastics, expanded polystyrene and non-recyclable food services containers</li> <li>• Ordinance on single use bags</li> <li>• AB 939</li> <li>• AB 32</li> </ul>	<ul style="list-style-type: none"> <li>• Zero Waste Strategic and Operational Plan</li> <li>• City Operations recycling and composting programs</li> <li>• SMaRT Station</li> <li>• Product Stewardship/ Extended producer responsibility</li> <li>• Green purchasing policy</li> <li>• Paper reduction initiatives (CPP dept initiatives, double sided default, digital</li> </ul>	<ul style="list-style-type: none"> <li>• ZeroWaste</li> <li>• BYOBag</li> <li>• Palo Alto Recycling Drop-off Center</li> <li>• HHW program (drop off and appointment)</li> <li>• City-wide Garage Sale</li> <li>• Curbside recycling and yard trimmings program</li> </ul>	<ul style="list-style-type: none"> <li>• ZeroWaste</li> <li>• Composting program for food and yard waste</li> <li>• Business recycling program</li> <li>• Demolition and Construction Diversion program</li> <li>• Green Business Program</li> <li>• BYOBag</li> <li>• ZeroWaste Grant Program</li> </ul>



	<b>Goal and Requirements</b> (State and Assembly Bills (SB/AB), Codes, Ordinances and Mandates)	<b>Municipal and Regional Operations</b> (including goals and programs) *	<b>Residential</b> (including goals and programs) *	<b>Commercial</b> (including goals and programs) *
		CMRs) <ul style="list-style-type: none"> <li>• Sustainable exhibits at Junior Museum</li> <li>• Parks and Open Space Sustainable Operations</li> <li>• Reduction of waste by facility renters at community centers</li> </ul>		

Source: City of Palo Alto

\* Related agencies and programs listed in Italics

## Building Design and Construction

Title 24 of the California Administrative Code of Regulations mandates uniform energy conservation standards for new construction. In 2011, California added the California Green Building Standards Code (CALGreen) to the state's official building code. CALGreen is a new set of building codes, some mandatory, and some voluntary, for all new buildings and renovations. It is the first state level "green" building code to be implemented in the US. Minimum energy conservation standards implemented through CALGreen may incrementally increase initial construction costs, but reduce operating expenses and expenditure of natural resources over the long run. The new 2013 California Green Building Standards Code (CALGreen) went into effect January 1, 2014. In the new Code, all residential additions and alterations of existing buildings will be subject to the requirements of 2013 CALGreen where the changes increase the building's conditioned area, volume or size. Also on and after January 1, 2014, residential buildings undergoing permitted alterations, additions or improvements must replace noncompliant plumbing fixtures with water-conserving plumbing fixtures.

To conserve energy, much can be done during site planning to orient buildings so that sun and wind are used to maintain a comfortable interior temperature. Landscaping features can also be used to moderate interior temperatures. In addition, technologies have been developed which can reduce energy consumption or generate renewable energy.

This page intentionally left blank.

## CHAPTER 4

### HOUSING CONSTRAINTS

The ability of any local government to provide and maintain housing to meet the needs of all economic segments of the community are affected by many factors. These include factors outside the control of individual jurisdictions, such as real estate market conditions, construction costs, and the availability of private financing, all of which contribute to housing costs. Government policies, regulations, and programs that a local agency adopts to protect the general welfare of the community may also impede efforts to meet housing needs. This part of the Housing Element addresses both types of constraints and provides a basis for Chapter 5, which proposes programs and actions to help remove or reduce the constraints.

#### **4.1 NON-GOVERNMENTAL CONSTRAINTS**

Various non-governmental factors such as the housing market, development costs, and the cost and availability of financing contribute to the cost of housing. These factors can potentially hinder the production of new affordable housing. This section analyzes these types of non-governmental constraints.

##### Housing Market Conditions

The Bay Area was not immune to the national downturn in the real estate market that began in 2008. Of the nine counties that make up the Bay Area region, all counties experienced increases in foreclosures, short sales, and housing price declines. However, the Bay Area was able to withstand the past few years better than many other parts of the country due to its more diversified economy and desirable natural and cultural amenities. With the turnaround in the national economy, the Bay Area rebounded very quickly, with housing prices again approaching the pre-recession high levels.

Even in the Bay Area, the housing market is extremely fragmented. In general, the South Bay and San Francisco areas experienced less of a decline than the East Bay. In many communities along the Peninsula, Palo Alto included, the housing market peaked in 2007 largely because of the success of its high tech industries and strong school systems. Between 2008-2010, uncertain market conditions contributed to price decline and fluctuations in home prices. However, in the Peninsula region, because of the strength of the high-tech industries, home prices have been steadily increasing post real estate crash.

Palo Alto—like other communities in Santa Clara County, the Bay Area, California, and beyond—experienced a drop in new housing construction during the early part of this decade. While there was considerable housing activity during the 1980 to 1990 decade and in the early 2000s, the rate of production of units dropped from 2007 onward. From 1999 to 2006, 1,713 residential units were constructed. In contrast, building permits were issued for 1,063 residential units between 2007 and 2014, and a large number of these received their land use approvals prior to 2007. After 2007, a drop in housing construction occurred because of a combination of factors, including shortage of financing, rise in construction costs, and a poor housing market.

The costs of land, hard costs (construction), and soft costs (financing, architecture, and engineering) are three major components of development costs. Construction and financing costs are largely driven by regional and in some cases, state and national conditions that are beyond the control of local jurisdictions. Land costs tend to be more reliant on local conditions and reflect the availability of developable sites as well as market demand.

#### Land Costs

Palo Alto is a built-out community. Developable sites are scarce, with little vacant land suitable for development; less than 0.5 percent of the developable land in the city is vacant. Because of the lack of vacant parcels, underutilized sites or sites zoned for commercial/industrial uses have become attractive for residential re-use. However, the demand for such sites has increased their cost. Both market-rate and affordable housing developers report that acquiring sites for housing is a challenge. Although City policies encourage the integration of residential use into commercial use as mixed-use projects, the City is not supportive of stand-alone housing development in non-residentially designated areas.

Land costs in Palo Alto vary by location and the structure properties. Based on the information from local commercial and residential real estate brokers, the value of commercial land depends on proximity to transit and other amenities the area provides. A survey of property sales identified only one residential and one commercial property listed during April 2014. The vacant commercial lot was 7,450 square-feet, located in the Downtown area, and had a selling price of \$975,000. The other vacant property was a 1.03-acre multifamily residential lot with a selling price of \$11,888,000. In 2014, individual single-family residential lots, if available, typically cost over \$1 million for a 5,000-square-foot lot. Trulia.com reports that in the Downtown area, the average price per square foot for homes is \$1,412 and the average sales price for single family residential lot (not vacant) is \$1,165,217. Although the 2008-2012 slowdown in the national real estate market resulted in somewhat reduced construction costs, land costs in Palo Alto are still extremely high.

#### Hard/Construction Costs

A major impediment to the production of more housing is the cost of construction, which involves two factors: the cost of materials and the cost of labor. Hard construction costs generally comprise about 45 percent of the total development budget. Construction costs are more stable than land costs but also influenced by market conditions. Cost of construction varies with the type of new housing and the way it is constructed. According to ABAG, wood frame construction at 20-30 units per acre is generally the most cost efficient method of residential development. However, local circumstances of land costs and market demand impact the economic feasibility of these construction types.

An indicator of construction costs is building valuation data compiled by the International Code Council (ICC). The unit costs compiled by the ICC include structural, electrical, plumbing, and mechanical work, in addition to interior finish and normal site preparation. The data are national and do not take into account regional differences, and do not include the price of the land upon which the building is built. The 2012 national averages for costs per square foot unit of apartments and single-family homes are as follows:

Type I or II, Multi-Family: \$127.29 to \$144.89 per square foot

- Type V Wood Frame, Multi-Family: \$96.58 to \$101.08 per square foot
- Type V Wood Frame, One and Two Family Dwelling: \$105.93 to \$113.10 per square foot

However, developers in the Bay Area have indicated that construction costs are well above national averages, estimated at approximately 13 percent more.

The unit costs for residential care facilities generally range between \$122.17 and \$171.33 per square foot. These costs are exclusive of the costs of land and soft costs, such as entitlements, financing, etc. The City's ability to mitigate high construction costs is limited without direct subsidies.

Another factor related to construction cost is development density. With an increase in the number of units built in a project, overall costs generally decrease as builders can benefit from the economies of scale. Even with the "economies of scale" of multifamily construction, costs are still high for those units. Because of this high rate, developers tend to build units that can be sold at the maximum the market can support. Hence, it becomes difficult to build affordable housing with this range of construction costs.

One factor that directly affects affordable housing development and not market rate housing development is prevailing wage requirements. Many affordable housing developments receive government funding and, in many instances, that funding carries the requirement that the construction employees are paid a prevailing wage as set by the government. Generally, the prevailing wage is higher than the market rate wage. Therefore, as labor costs are generally 25 to 35 percent of the construction costs, the higher prevailing wages add to the overall construction budget.

#### Financing/Soft Costs

Soft costs, including permit fees, architectural and engineering services, and environmental reviews make up about 40 to 45 percent of the development budget in a private development. However, in an affordable housing development, that percentage can be much higher and the effect, therefore, more significant. In order to develop housing that is affordable, especially to very low- and low-income households, substantial public subsidies are routinely required because of the high cost of land and construction. Because of the deeper affordability levels, many affordable housing projects are using multiple financing sources. Since each financing source has different underwriting criteria, the administration necessary to fulfill the requirements of each financing source adds to the project soft costs causing additional time delays, leading to a longer development schedule.

Financing costs are primarily dependent on national economic trends and policy decisions. The availability of financing affects a person's ability to purchase or improve a home; the cost of borrowing money for residential development is incorporated directly into the sales price or rent. Interest rates are determined by national policies and economic conditions, and there is virtually nothing a local government can do to affect these rates.

### Homeowner Financing

At the time this Housing Element was prepared (2014), fixed mortgage rates for single-family residential housing ranged from three percent to 3.5 percent for a 30-year fixed conforming loan, compared to 6.5 percent in 2006. Adjustable rate loans were slightly lower than fixed conforming loans, ranging from starting rates of 2.75 percent up to 3.15 percent. This means that financing a home has become more attractive in the last few years if the applicant has good credit and a stable income. Financing from both mortgage brokers and retail lenders (banks, savings and loans) is available in the Palo Alto area. The availability of financing is not a significant constraint to the purchase of housing in Palo Alto, although financing for residential and mixed-use development is harder to obtain. Financing costs for subsidized housing is very difficult, as the competition for the limited available funds is very severe.

Government-insured loan programs are an option available to some households to reduce typical mortgage requirements. The Federal Housing Administration (FHA) backed insurance loan is one of the more popular government insurance loans. This loan is especially popular with lower income homebuyers that may not have the requisite down payment to qualify for a conventional loan. These loans have lower interest rates, require a low downpayment of 3.5 percent, and more flexible underwriting criteria. However, underwriting criteria for these loans have become more stringent in recent years and mortgage insurance is required for the life of the loan; thus reducing a lower income homebuyer's purchasing power.

There are a number of homebuyer assistance programs available to lower-income homebuyers on the local and federal level. With the tightening of lending requirements, lower income households have more of a challenge meeting the down payment requirements. However, there are down payment assistance programs available. The California Housing Finance Agency (CalHFA) provides a low-interest, deferred loan as downpayment assistance. The Housing Trust Silicon Valley also offers closing cost and down payment assistance. The Mortgage Credit Certificate (MCC) program administered by Santa Clara County offers homebuyers a tax credit that they may use to reduce their taxable income. It does not help them purchase the home but with a reduced tax liability, it allows them greater disposable income to better afford the home.

Under the federal Home Mortgage Disclosure Act (HMDA), lending institutions are required to disclose information on the disposition of loan applications and the income, gender, and race of loan applicants. The availability of financing for a home greatly affects a person's ability to purchase a home or invest in repairs and improvements.

As shown in Table 4-1 below, a total of 787 households applied for conventional mortgage loans to purchase homes in Palo Alto during 2012, and 152 households applied for home improvement loans. Seventy percent of the loan applications to purchase a home were approved, and 67 percent of the home improvement loans were approved.

Interest rates impact home construction, purchase, and improvement costs. Minor fluctuations in rates can make a significant difference in the annual income needed to qualify for a loan. Even though interest rates are currently at historically low levels throughout the United States, purchasing or refinancing is unavailable for many, because lenders have tightened their underwriting criteria to qualify for a loan. The increased number of foreclosures for households with sub-prime loans, the recession, the credit crisis and limited access to finances are some

major barriers to housing choice throughout the country. Even with the reduced interest rates of recent years, the availability of capital required for new affordable housing, such as land purchase option money and project design and entitlement processing funding, remain a deterrent to development of affordable housing.

**Table 4-1 Conventional Purchase and Home Improvement Loan Applications – 2012**

Census Tract	Home Purchase Loans					Home Improvement Loans				
	Total Apps.	% Orig.	% Appr. Not Accepted	% Denied	% Other*	Total Apps.	% Orig.	% Appr. Not Accepted	% Denied	% Other*
5106	66	73%	6%	6%	15%	12	58%	0%	17%	25%
5107	52	71%	8%	10%	12%	9	56%	0%	11%	33%
5108.01	86	69%	2%	8%	21%	10	80%	0%	0%	20%
5108.02	21	76%	5%	0%	19%	7	57%	29%	0%	14%
5108.03	35	71%	3%	9%	17%	8	63%	0%	13%	25%
5109	49	69%	6%	14%	10%	11	73%	0%	9%	18%
5110	79	73%	4%	9%	14%	19	58%	5%	16%	21%
5111	74	73%	7%	11%	9%	18	78%	0%	6%	17%
5112	74	66%	4%	11%	19%	12	58%	8%	0%	33%
5113.01	42	64%	10%	14%	12%	5	40%	0%	20%	40%
5113.02	66	64%	9%	8%	20%	5	100%	0%	0%	0%
5114	40	73%	3%	8%	18%	10	80%	10%	0%	10%
5115	87	71%	5%	7%	17%	22	68%	9%	18%	5%
5116.09	0	0%	0%	0%	0%	0	0%	0%	0%	0%
5117.05	16	88%	0%	6%	6%	4	75%	25%	0%	0%
<b>Total</b>	<b>787</b>	<b>70%</b>	<b>5%</b>	<b>9%</b>	<b>16%</b>	<b>152</b>	<b>67%</b>	<b>5%</b>	<b>9%</b>	<b>18%</b>

Notes:

1. "Appr. Not Accepted" are those applications approved by the lenders but not accepted by the applicants
2. "Other" includes files closed for incompleteness, and applications withdrawn
3. These census tracts comprise the geographic area that generally approximates Palo Alto

Source: Home Mortgage Disclosure Act (HMDA), 2012.

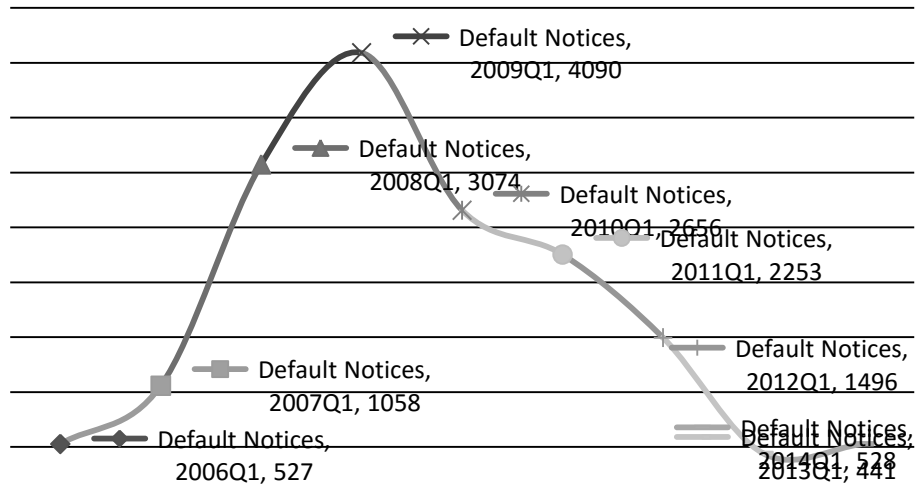
First-time homebuyer programs are another option to obtain home loans. They include down payment assistance programs such as the California Homebuyers Down payment Assistance Program (CHDAP), offering a deferred-payment junior loan of up to three percent of the purchase price or appraised value.

Beginning in 2006, increases in interest rates resulted in an increased number of foreclosures for households with sub-prime loans when a significant number of sub-prime loans with variable rates began to convert to fixed-rate loans at much higher interest rates. The number of mortgage default notices filed against homeowners reveals foreclosure rates in specific areas. By 2009, the number of default notices filed against homeowners in Santa Clara County had reached over 4,000, indicating the County's highest foreclosure rate. By the beginning of 2014, the number of



default notices had reduced to 2006 levels, indicating a returning stable housing market in Santa Clara County.

**Figure 4-1 Santa Clara County Notices of Default, 2006-2014**



Source: DataQuick News 2007, 2008, 2009, 2010, 2011, 2012, 2013, 2014

### Affordable Housing Development

As the federal and State governments reduce their budgets, funding for affordable housing development has been cut significantly. On the federal level, the CDBG and HOME programs have seen reductions by approximately one-third in recent years. On the State level, one of the major sources of affordable housing funding—redevelopment funds—was eliminated by the Legislature (although the City did not have a redevelopment agency). Therefore, local jurisdictions are burdened with allocating a greater amount of funding to each proposed affordable housing development.

The City of Palo Alto has several funding sources it can offer to assist in funding an affordable housing development. The City maintains two Affordable Housing Funds to provide financial assistance for the development of housing affordable to very low- or low-income households: the Commercial Housing Fund and the Residential Housing Fund. The Commercial Housing Fund is funded by mitigation fees assessed on new commercial and retail development. The Commercial Fund monies are used only to assist in the development of new housing units. The Residential Housing Fund's purpose is to create affordable housing throughout the City. For developments including ownership housing, developers are required to provide affordable housing in each development; however, developers may request to pay a fee in lieu of providing affordable housing within the development. Because of recent litigation, the City cannot require affordable units in new rental housing. Fees are deposited into the Residential Housing Fund and then used to help finance other affordable housing projects in the City. Based on discussions with affordable housing developers, as other State and federal sources are reduced or eliminated, local jurisdictions will have to carry a larger portion of the financial burden.

While federal and State funding sources have had allocations reduced, there still are a number of funding sources on both levels, albeit those sources are now much more competitive for the limited funding. In many instances, affordability of the units is a deciding factor in funding allocation. However, this creates a situation where additional funding sources are needed to help fill the wider gap. In other words, the project may be more competitive as affordability increases; however, more funds are needed to subsidize the project.

## **Environmental Constraints**

The environmental setting affects the feasibility and cost of residential development. Some areas in the City have specific environmental issues that may constrain future residential development. Environmental issues range from the suitability of land for development, the provision of adequate infrastructure and services, as well as the cost of energy. This section discusses the challenging environmental issues affecting the City's development decisions.

### Seismic and Geologic Hazards

Several residential sites in the foothills area of the City lie within areas with geologic and seismic conditions that constrain development. Seismic hazards include ground shaking, fault rupture, liquefaction, land sliding, ground settlement, and seismically induced flooding. The design of new housing projects in risk-prone areas must consider geologic, seismic, flood, and fire hazards. The City strictly enforces Uniform Building Code seismic safety restrictions for all types of construction. For residential sites within earthquake fault zone areas, in-depth soils reports are required as a part of the development approval process. Although the entire city is subject to moderate to severe earth movement during a seismic event, standard engineering solutions can readily address these conditions. Incentives for seismic retrofits of structures in the University Avenue/Downtown area are available.

Other geologic hazards in Palo Alto not associated with seismic events are landslides that may result from heavy rain, erosion, removal of vegetation, or other human activities. The Public Works Department enforces strict Municipal Code regulations to combat these natural events. The Department requires reports from engineers and geologists reviewing the geology and soils of the hazard areas. Some areas of the city have isolated cases of pollution of the soil and groundwater that may require clean up, and the close proximity of groundwater to the surface may limit excavation or require additional foundation stabilization.

Limited areas of Palo Alto are subject to flooding following unusually heavy rainfall. Flooding is typically associated with overtopping of creek banks, inadequately sized bridges and culverts, and blocked storm drains. Much of the city lies outside the 100-year flood plain boundary defined by the Federal Emergency Management Agency (FEMA). However, a substantial area is subject to flooding in a 100-year storm and designated as a Special Flood Hazard Area on FEMA's Flood Insurance Rate Map. According to Public Works Department staff, approximately 25-30 percent of the city is within this flood hazard zone. Structures within this zone must meet certain building requirements to reduce potential flooding impacts when expanding or improving property if the improvement cost is greater than 50 percent of the value of the property.

The impacts of global climate change due to rise in ocean water temperature and melting of polar ice will affect future development decisions for Palo Alto since the rise in sea level will impact the low-lying bay properties. According to San Francisco Bay Conservation and Development

Commission (BCDC) projections, mean sea level will rise between 10 and 90 centimeters (12 and 36 inches) by the year 2100. BCDC online maps depict a scenario for a one-meter rise in sea level possible for the year 2100 (<http://www.bcdc.ca.gov>).

### Noise

Probably the most pervasive source of noise in Palo Alto is motor vehicles. However, trains, aircraft, concerts, electrical substations, and mechanical equipment are also contributors, as are random sources like leaf blowers and construction equipment. Average noise levels are highest along Highway 101, El Camino Real, Alma Street, the railroad tracks, the Palo Alto Airport, and along major traffic corridors like Middlefield Road and Oregon Expressway. The City will continue efforts to curb noise impacts from the above-mentioned sources, and will also take actions that prevent adverse levels of noise from being generated by new development. The City regulates noise impacts from loud vehicles and has a Noise Ordinance designed to address particular noise problems. It assists agencies that develop noise control legislation and promote enforcement of adopted standards.

### **Infrastructure Constraints**

The City of Palo Alto is a mature community with well-established infrastructure systems. The City owns and manages its utilities, including water, gas, wastewater, stormwater, and electrical. All of the identified sites to meet the RHNA in this Housing Element list are surrounded by developed land and have the necessary infrastructure and services in place to support development. According to staff from the City Public Works and Utilities Departments, no significant infrastructure constraints would affect anticipated residential development on these sites.

Palo Alto receives potable water from the City and County of San Francisco's regional water system, operated by the San Francisco Public Utilities Commission (SFPUC). The amount of water available to the SFPUC's customers is constrained by hydrology, physical facilities, and the institutional limitations that allocate available water. The City of Palo Alto has a long-term entitlement from the SFPUC system of 17.07 million gallons per day (MGD). The City's supply/demand balance is discussed in detail in the City of Palo Alto's 2010 Urban Water Management Plan (2010 UWMP). Based on the long-term water use forecast in the 2010 UWMP, adequate normal year supplies are available to serve future growth, including those sites identified in the Housing Element.

The amount of water available during a drought depends on the severity of a drought and the dry year allocation agreements between the users of the regional water system. The 2010 UWMP provides details on the City's responses to drought reductions, including specific measures and options to address supply limitations (Section 7 - Water Shortage Contingency Plan). Although the City will need to make adjustments to normal usage patterns, the City anticipates that adequate supplies will be available to meet future demand during a drought.

The City's wastewater treatment plant has a capacity of 39 million gallons per day and has sufficient capacity to serve expected residential growth. On-going maintenance and repair of existing storm drainage, water, and wastewater improvements are identified as part of the City's Capital Improvement Plan (CIP). Needed repairs are prioritized in the CIP and projected over a multi-year period.

The existing stormwater infrastructure in the areas targeted for additional housing units is generally adequate to accommodate the expected storm runoff from new housing development since development will occur in already urban areas. While no significant infrastructure constraints exist citywide, localized constraints are possible depending on a site's proximity to existing utility and service lines and whether additional connections or upgrades to those lines would be necessary. These types of improvements would typically be the responsibility of the property owner/developer.

On-site drainage improvements, in addition to any minor modifications to the municipal storm drain system triggered by the projected future development, would be the responsibility of each individual housing developer. The developers will also be responsible for incorporating stormwater source control and treatment measures into their project designs, as required by the National Pollutant Discharge Elimination System (NPDES) stormwater discharge permit issued to Bay Area municipalities by the San Francisco Bay Regional Water Quality Control Board.

### **Small Sites**

The most significant constraint to new housing development is the lack of available land. Palo Alto is a built-out community with very limited developable land remaining for any kind of development. About 80 percent of the zoned R-1 are between 5,000-10,000 square feet in size. These parcels are established R-1 neighborhoods with little chance of rezoning or developing to multifamily development in the future. As mentioned in Chapter 3, approximately 55 percent of Palo Alto's total land area includes existing and designated parks, open space preserves and agricultural land conservation areas with controlled development regulations. Lack of developable land and smaller parcel sizes are constraints to housing.

In identifying sites to meet the RHNA, the selection process focused on sites with lot areas over 10,000 square feet. These lots were selected because they could potentially yield at least five residential units at a density calculation of 20 dwelling units per acre. Some sites identified in the SOFA area are less than 10,000 square feet. With some of the smaller sites, it may be preferable that groups of parcels be consolidated under one owner or joint development entity to facilitate mixed-use development and thus provide a reasonable housing yield; A number of mixed-used developments on these smaller lots have provided residential units.

### **Schools**

Schools in the Palo Alto Unified School District (PAUSD) consistently rank among the best in the State, and residents are particularly concerned with any impacts that may affect the high quality of the schools. There is community concern that additional new housing would introduce more new students into the school district and would further impact facilities already near or at capacity.

## **4.2 GOVERNMENTAL CONSTRAINTS**

Local policies and regulations can impact the price and availability of housing and in particular, the provision of affordable housing. Land use controls, site improvement requirements, fees and

exactions, permit processing procedures, and various other issues may constrain the maintenance, development and improvement of housing.

## Land Use Controls

### *Comprehensive Plan*

The **2010-2020 Comprehensive Plan** is Palo Alto's chief policy document governing and guiding the long-term development. The Housing Element of the Comprehensive Plan influences the production of housing, along with the controls supported in the Land Use and Community Design Element. The following table describes the land use categories of the City of Palo Alto. Of the land use categories, Single Family Residential, Multifamily Residential, Commercial and Mixed-use categories allow residential use with respective density and intensity limits for each category.

**Table 4-2 Distribution of Existing Land Uses in Palo Alto**

Land Use Categories	% of Total Area**
Parks / Preserve /Open Space	43.54%
Single Family	21.34%
Openspace/ Controlled Development	15.10%
Public Facility	8.59%
R&D / Limited Manufacturing	5.68%
Multi Family	3.15%
Commercial/Mixed Use	2.61%
Vacant	0.50%

\*\* Includes Sphere of Influence

Source: City of Palo Alto

The four residential land use designations established in the Land Use and Community Design Element are described below:

### Single-Family Residential

Allows one dwelling unit on each lot, as well as churches or schools (conditional uses). The typically allowed density range is 1 to 7 units per acre, but the upper end of this range can be increased to 14 dwelling units per acre to accommodate second units or duplexes.

### Multiple-Family Residential

Allows net densities ranging from 8 to 40 dwelling units per acre, with more specific density limits governed by a site's zoning district and location. Generally, higher densities are permitted near major streets and public transit, with lower densities appropriate next to single-family residential areas.

### Village Residential

The intent of this designation is to promote housing that contributes to the pedestrian orientation of streets and neighborhoods. This designation permits a maximum density of 20 units per acre, allowing single-family housing on small lots, second units, cottage clusters, duplexes, fourplexes, and small apartments.

### Transit-Oriented Residential

The intent of this designation is to allow higher-density residential uses in the University Avenue/Downtown and California Avenue commercial centers within 2,000 feet of a multi-modal transit station, thus supporting transit use. A maximum density of 50 dwelling units per acre is allowed.

In addition to the residential land use designations, the Comprehensive Plan allows residential development in non-residential (commercial) land use designations. A considerable portion of new housing has been constructed in non-residential zones. New standards have been created to allow housing in these locations. These land use designations and their general development limits are described below.

### Neighborhood Commercial

This designation typically allows smaller shopping centers with retail uses that serve nearby neighborhoods, and allows housing in a mixed-use configuration with housing over retail. Neighborhood Commercial allows residential use at a density of 15 units per acre as part of a mixed use development. However, those Neighborhood Commercial sites identified in the Housing Element have a maximum density of 20 units per acre. Exclusive residential development is not allowed.

### Regional/Community Commercial

This designation allows larger shopping centers intended to serve markets larger than nearby local neighborhoods, but it does not allow residential or mixed-use development. Sites within this designation are much larger than neighborhood shopping centers and contain large parking areas. Community Commercial allows residential use at a density of 40 units per acre as part of a mixed use development. Exclusive residential development is not allowed.

### Service Commercial

This land use designation supports citywide or regional commercial facilities for people arriving by automobile and allows mixed-use development with housing and ground floor retail. Service Commercial allows residential use at a density of 30 units per acre as part of a mixed use or residential development. Exclusive residential development is not allowed.

### Mixed-use

This designation allows for combinations of Live/Work, Retail/Office, Residential/Retail and Residential/Office uses. Its purpose is to increase the types of spaces available for living and working, to encourage a mix of compatible uses in certain areas, and to encourage investment in areas, with new buildings designed to provide a high-quality pedestrian-oriented street environment.

## **Context-Based Design Codes**

The City of Palo Alto adopted form-based codes in 2006 to ensure and encourage residential development by following innovative context-based design guidelines to meet increased density needs. The code encourages creating walkable, pedestrian-oriented neighborhoods, following green building design principles and increasing density along transit corridors and in mixed-use neighborhoods. The Context-Based Design Code allows for increased density and mixed-use buildings in an appropriate and responsible way that enhances neighborhood character and walkability. Other key considerations depicted in these form-based codes include sustainability principles, tree preservation, solar orientation, historic preservation, and parking design.

In multifamily and mixed-use zones, the development standards are presented in table format to clearly identify the setback, height, and floor-area ratio requirements. In addition, the multifamily and mixed-use design criteria offer a framework to guide development that is compatible with adjacent development. These guidelines provide clear direction to developers to help streamline the development review process. The guidelines are illustrated to offer examples of how parking can be integrated in to site design, appropriate locations for open space, as well as recommendations for sustainable building design. When these standards were adopted in 2007, the intent was to bring the zoning regulations into compliance with the adopted Comprehensive Plan.

The form-based code has led to a better building and street design coordination, more predictable urban form, a more gradual transition between adjacent areas with different development intensities, and specification of the tapering of height, bulk, massing and lot coverage of buildings toward residential and/or commercial edges. Form-based codes encourage housing development in mixed-use development for Palo Alto.

## **Transfer of Development Rights**

Transfer of development rights (TDR) programs may be used to restrict development on certain parcels, while allowing the owner of the restricted property to transfer development rights to another property. As a result, TDR programs often serve to protect resources and sensitive areas while encouraging development in more appropriate areas. Program 2.1.7 of this Housing Element would further explore this option in Palo Alto.

## **Density Bonus Provisions**

Density bonus provisions are an important tool for attracting and helping developers construct affordable housing and thus assisting the City in achieving the RHNA. Density bonuses allow a developer to increase the density of a development above that allowed by standard zoning regulations, as well as provide regulatory relief in the form of concessions. In exchange, a developer provides affordable units in the development. In 2004, the State Legislature passed SB 1818, which significantly amended Government Code Section 65915, the density bonus law. The amendment lowered the thresholds required to receive a density bonus and increased the number of concessions a developer can receive. Palo Alto adopted a Density Bonus Ordinance in January 2014 pursuant to SB1818 and consistent with Government Code Sections 65913 and 65915. The density bonus regulations allow for bonuses of 20 to 35 percent, depending on the amount and type of affordable housing provided. As required by State law, the regulations also



allow for exceptions to applicable zoning and other development standards, called concessions or incentives, to further encourage development of affordable housing.

### **Below Market Rate Housing Program**

Established in 1974, the City’s Below Market Rate (BMR) Housing Program has been instrumental in the production of affordable housing by requiring developers to provide a certain percentage of units as BMR in every approved project of five units or more. The program originally required that for developments on sites of less than five acres, the developer must provide 15 percent of the total housing units as BMR housing units. If the site was larger than five acres, the developer was required to provide 20 percent of the units as BMR housing.

However, recent court cases have drastically changed the BMR, or “inclusionary zoning” environment in California, revising historic understandings of validity and appropriate analysis for these ordinances. Two factors have received recent attention by the courts: whether inclusionary housing is considered rent control, and whether inclusionary housing and related housing mitigation fees are considered exactions. A 2009 court case (*Palmer/Sixth Street Properties v. the City of Los Angeles*) reversed a long-standing legislative and judicial history that inclusionary controls on rents did *not* constitute rent control. The “Palmer” case determined that inclusionary ordinances that require a developer to provide a portion of units at affordable rents within a new market-rate development are a violation of the Costa-Hawkins Act (Civil Code Sections 1954.51 – 1954.535). As a result of this case, many cities have suspended or amended the portions of their inclusionary housing requirements that require affordable units to be included in market-rate rental developments. Affordable units may still be required in market-rate for-sale developments.

In the wake of the Palmer decision, which limits the ability of cities to apply BMR requirements to rental housing unless some form of financial assistance is provided, many cities have turned instead to the use of development impact fees charged on new, market-rate housing and/or commercial development. Known as “Housing Impact Fees” and “Commercial Linkage Fees”, these fees are based on an assessment of the extent to which the development of new market-rate housing or commercial uses, respectively, generates additional demand for affordable housing.

These in-lieu fees, or housing impact fees, have also been a question considered by the courts. In a 2013 California Supreme Court case, *Sterling Park v. City of Palo Alto*, the Court ruled that affordable housing requirements were a type of exaction that could be challenged under the protest provisions of the Mitigation Fee Act. BMR requirements on for-sale units are also being challenged (*California Building Industry Association v. City of San Jose*) in a case that will be determined by the California Supreme Court. In this case, the Building Industry Association asserts that all programs requiring affordable housing, whether for-sale or for-rent, must be justified by a nexus study showing that the affordable housing requirement is “reasonably related” to the impacts of the project on the need for affordable housing.

While legislative efforts have been initiated to clarify inclusionary allowances, the Governor has vetoed such bills due to the current uncertainty regarding the legal standard applicable to affordable housing requirements. As indicated by recent court cases, Housing Impact Fees and Commercial Linkage Fees require the preparation of a nexus study. Litigation on this topic is ongoing, and as such is subject to change. The City is in the process of preparing nexus studies

for both the BMR program and for the Commercial Fee. These studies are expected to be completed by November 2014.

While Palo Alto's requirement has been important in providing BMR units, it can also be a constraint. The pricing gap between a market rate unit and a BMR unit is significant. On average, a for-sale BMR unit is priced 40 to 60 percent below its market rate counterpart. Therefore, depending on the number of BMR units, the amount of subsidy carried by the market rate units to cover the financial gap created by the BMR units can be substantial. Given the high cost of land in the City, coupled with the large pricing gap of the BMR units, the regulations may discourage developers moving forward with any type of housing project. To provide more BMR units, this Housing Element proposes a lowering of the BMR requirement threshold to three units or more. (H.3.1.1)

Given the high land costs and availability of land suitable for residential development within Santa Clara County and adjacent San Mateo County, most communities in the area have adopted inclusionary housing programs to provide affordable housing options. Palo Alto has had a BMR housing program since 1973. Although this could be seen as a constraint to housing development, from 2000 to 2008, Palo Alto produced an average of 100 units per year, and permits were issued for 921 housing units between 2007 and 2011. The fact that most jurisdictions in the area have similar inclusionary housing programs, and that housing, including the required BMR units continues to be produced, the City's BMR program does not hinder housing production.

### **Growth Control or Similar Ordinances**

The City of Palo Alto does not have any growth control ordinances in place affecting housing development.

### **Zoning (Use Regulations) for a Variety of Housing**

#### Multifamily Rental Housing, Senior Housing, Small Size Units and Efficiency Studios and Mobile Homes and Factory-Built Housing:

Policy H2.1 of this Housing Element identifies a variety of strategies to increase housing density and diversity near community services, including a range of unit types. It emphasizes and encourages the development of affordable housing to support the City's fair share of the regional housing needs. Program H2.1.2 allows increased residential densities for mixed-use developments, thereby encouraging more multifamily housing to be built in areas near transit and services. Currently, multifamily housing, including rental and ownership housing, is permitted in RM-15, RM-30 and RM-40 zoning, along with mixed-use commercial zones like CS and CN. Multifamily units in structures with two to four units represented six percent of the housing stock in 2012, and 32 percent of the housing stock consisted of structures with five and more units.

#### Single Room Occupancy

Program H2.1.4 proposes amending the Zoning Code to create zoning incentives that encourage development of smaller size housing units, including units for seniors. In addition, the City permits Single Room Occupancy (SRO) units in commercial and multi-family residential zoning districts using development standards that encourage the construction of the maximum number of units. Sites that have access to community services and public transportation are highly

desired for SRO residents. Program H3.1.7 supports a Zoning Code that permits innovative housing types and flexible development standards while maintaining the character of the neighborhood.

### Mobile Homes

Although manufactured housing and mobile homes are a permitted use in all of the City's residential zoning districts, only one mobile home park exists, with approximately 104 mobile homes. Mobile homes are permitted in R-E, R-2, RMD, R-1, RM-15, RM-30 and RM-40 zoning districts, but are not allowed on permanent foundations in historic districts of the City. Since 2000, there has been an approximately 40 percent drop in the number of mobile homes in the City. The 117 units in the Buena Vista Mobile Home Park made up less than 0.4 percent of the housing stock in 2013. Mobile homes provide affordable housing with low yard and housing maintenance, which attracts a high number of seniors and low-income households; however, given the high cost of land in the city, it is unlikely that new mobile home developments will be proposed.

As indicated in Chapter 2, the owner of the Buena Vista Mobile Home Park has indicated the intent to close the park and redevelop the site. Any redevelopment of the site must adhere to the City's Mobile Home Park Conversion Ordinance.

### Second Dwelling Units

The City allows for second dwelling units as a way to expand affordable housing opportunities. Second dwelling units are separate, self-contained living units with separate entrances from the main residence, whether attached or detached. In the R-1 district and all R-1 subdistricts, the minimum lot size for a second dwelling unit must be 35 percent greater than the minimum lot size otherwise established for the district. Palo Alto averages construction of approximately four second units per year. About 22 percent of all R-1 lots meet the minimum lot size and are eligible for second dwelling units. However, the City does not have any record of how many of these lots already have an existing second unit, legal or otherwise.

The City also permits second dwelling units in the R-E, R-2 and RMD districts, and provides development standards to minimize the impacts of second dwelling units on nearby residents and to assure that the size, location and design of such dwellings is compatible with the existing residence on the site and with other structures in the area.

Parking requirements for second dwelling units are one covered parking space for second units less than 450 square feet. The City requires one covered and one uncovered parking space for second units greater than 450 square feet mainly due to the potential for having more than one occupant with an automobile. The City allows tandem parking and parking in the side or rear setbacks to meet the uncovered parking requirement. Program H1.1.2 of this Housing Element looks to legitimize existing illegal second units where appropriate and consistent with maintaining the character and quality of life of the neighborhoods. Program H3.3.5 of this Housing Element explores modifications to development standards to further encourage second unit development.

### Residential Care Homes

A residential care home is a residential dwelling unit or part thereof licensed by the State of California or County of Santa Clara that provides 24-hour care of 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. As required by State law, the City permits residential care facilities for six or fewer residents in all residential districts.

#### Supportive Housing

Supportive housing is housing with no limit on length of stay that is occupied by a special needs population, as defined by Section 53260( d) of the California Health and Safety Code, and that is linked to on- or off-site services that assist the supportive housing residents in retaining the housing, improving his or her health status, and maximizing his or her ability to live and, when possible, work in the community. In 2014, Palo Alto revised the Municipal Code to state that “Supportive housing shall be considered as a multiple-family use and only subject to those restrictions that apply to other multiple-family uses of the same type in the same zone.” Supportive housing programs may use residential care homes wholly or as a part of their overall facilities.

#### Emergency and Transitional Housing

Emergency and transitional shelters are facilities for the temporary shelter and feeding of homeless, disaster victims, or persons facing other difficulties such as domestic violence.

An emergency shelter is a facility that houses homeless persons on a limited, short-term basis (six months or less), and may involve supplemental services. Supplemental services may include, but are not limited to, meal preparation, an activities center, day care for homeless person's children, vocational rehabilitation, and other similar activities.

The City of Palo Alto allows emergency shelters for the homeless as a permitted use in the Research, Office and Limited Manufacturing-Embarcadero (ROLM(E)) district, on properties located east of Highway 101. This area is a light industrial zone which contains such uses as offices, research facilities, and light manufacturing. It is accessible by transit, with retail support services located nearby. This area can accommodate a shelter large enough to have capacity for the City's unmet homeless need on 157 beds (based on 2013 point-in-time survey results). The ROLM(E) district is also appropriate because the square footage costs of industrial or light manufacturing property are much less than residentially or commercially zoned parcels, making an emergency shelter use in this area more cost efficient. Also, existing buildings in this area are of an appropriate size to be converted to an emergency shelter. Accessibility to the Downtown is available through the City's free Palo Alto shuttle, which operates in the morning through the early evening throughout the work week.

The development and management standards for emergency shelters in the Palo Alto Zoning Ordinance were drafted to be consistent with State law. Specific provisions for emergency shelters specify:

- The construction of and/or renovation of a building for use as an emergency shelter shall conform to all applicable building and fire code standards.
- There shall be provided one parking space for each three beds in the emergency shelter.
- Shelters shall have designated smoking areas that are not visible from the street and which are in compliance with all other laws and regulations.

- There shall be no space for outdoor congregating in front of the building adjacent to the street and no outdoor public telephones.
- There shall be a refuse area screened from view.
- Maximum Number of Persons/Beds. The emergency shelter for the homeless shall contain no more than 40 beds.
- Size and location of exterior and interior on-site waiting and client intake areas. Shelters shall provide 10 square feet of interior waiting and client intake space per bed. In addition, there shall be two office areas provided for shelter staff. Waiting and intake areas may be used for other purposes as needed during operations of the shelter.
- On-site management. On-site management and on-site security shall be provided during hours when the emergency shelter is in operation.
- The emergency shelter provider shall submit an operations plan that addresses the standards for operation contained in the Palo Alto Quality Assurance Standards for Emergency Shelters for the Homeless.
- Distance to other facilities. The shelter must be more than 300 feet from any other shelters for the homeless.
- Length of stay. Temporary shelter shall be available to residents for no more than 60 days. Extensions up to a total stay of 180 days may be provided if no alternative housing is available.
- Outdoor lighting shall be sufficient to provide illumination and clear visibility to all outdoor areas with minimal shadows or light leaving the property. The lighting shall be stationary, and directed away from adjacent properties and public rights-of-way.

Transitional housing facilities may be configured as rental housing developments. In contrast to supportive housing, transitional housing operates under program requirements that call for termination of assistance and recirculation of the assisted units to another eligible program recipient at some predetermined future point in time, but no less than six months. Transitional housing is intended to assist formerly homeless individuals transition to permanent housing. Currently, the transitional housing demand of the City is being met through the services provided by the Opportunity Center for both individual adults and family households.

In Palo Alto, transitional housing is considered a multiple-family use and only subject to those restrictions that apply to other multiple-family uses of the same type in the same zone, consistent with Municipal Code amendments adopted in 2014. Transitional housing programs may use residential care homes wholly or as part of their overall facilities. Consistent with State law, small transitional housing serving six or fewer people is considered a standard residential use and is permitted in all districts where residential uses are permitted.

**Table 4-3 Permitted Uses in Residential Zones**

Land Use Type	Permit Required by Zone							
	R-1	R-E	R-2	RMD	RM-15	RM-30	RM-40	Mixed-Use
<b>Residential Uses</b>								
Single-family dwelling	P	P	P	P	P(3)	P(3)	P(3)	--
Two-Family Use (one owner)	--	--	P	P	P(3)	P(3)	P(3)	--
Village Residential	--	--	--	--	P	P(3)	P(3)	--
Multiple Family	--	--	--	--	P	P	P	P
Residential Care Homes	P	P	P	P	P	P	P	--
Mobile Homes	P	P	P	P	P	P	P	--
Single Room Occupancy (SRO) (Considered Multi-Family Use)	--	--	--	--	P	P	P	--
Transitional Housing (Considered as Residential Care/Multi-Family Use)	--	--	P	P	P	P	P	--
Supportive Housing (Considered as Residential Care/Multi-Family Use)	--	--	P	P	P	P	P	--
Second Dwelling Units	P	P	P(1)	P(1)	--	--	--	--
<b>Day Care Facilities</b>								
Day Care Centers	CUP	CUP	CUP	CUP	CUP	CUP	P	--
Small Adult Day Care Homes	P	P	P	P	P	P	P	--
Large Adult Day Care Homes	CUP	CUP	CUP	CUP	CUP	CUP	CUP	--
Small Family Day Care home	P	P	P	P	P	P	P	--
Large Family Day Care home	P	P	P	P	P	P	P	--
<b>Other Residential Use</b>								
Convalescent Facilities	--	CUP	--	--	--	--	CUP	--
Bed & Breakfast Inns	--	--	--	P(2)	--	--	--	--
Accessory Facilities and Uses	P	P	P	P	P	P	P	--
Home Occupations	P	P	P	P	P	P	P	--
P = Permitted Use CUP = Conditional Use Permit (1) Second Units in R-2 and RMD Zones: A second dwelling unit associated with a single-family residence on a lot in the R-2 or RMD zones is permitted, subject to the provisions of Section 18.10.070, and such that no more than two units result on the lot (2) Bed and Breakfast Inns: Bed and breakfast inns are limited to no more than 4 units (including the owner/resident's unit) (3) Single-family units allowed depending on lot size (4) Multi-family allowed as part of mixed-use developments -- = Use not allowed				R-1 = Single-Family Residential RE = Residential Estate R-2 = Two Family Residential RMD = Two Unit Multiple-Family Residential RM-15 = Low Density Multiple-Family Residence RM-30 = Medium Density Multiple-Family Residence RM-40 = High Density Multiple-Family Residence				

Source: Palo Alto Zoning Ordinance, 2014

### Zoning (Development Standards) for a Variety of Housing

The City's Zoning Ordinance is the primary tool used to manage the development of residential units in Palo Alto. The Residential Districts described in the Zoning Ordinance include the following:

- RE: Residential Estate District
- R-1: Single-Family Residence District
- R-2: Two Family Residence District
- RMD: Two Unit Multiple-Family Residence District
- RM-15: Low Density Multiple-Family Residence District
- RM-30: Medium Density Multiple-Family Residence District
- RM-40: High Density Multiple-Family Residence District
- PC: Planned Community District

Permitted densities, setback requirements, minimum lot sizes and other factors vary among the residential districts. The table 4-4 lists some of the more significant standards of each district.

**Table 4-4 Residential Development Standards**

Development Standard	R-1*	R-E	R-2	RMD	RM-15	RM-30	RM-40
Minimum Lot Size (square feet)	6,000	1 acre	6,000	5,000	8,500	8,500	8,500
Maximum Lot Size (square feet)	9,999	None	11,999	9,000	None	None	None
Maximum Lot Coverage	35%	25%	35%	40%	35%	40%	45%
Maximum Density (dwelling units per acre)	8	1	12	17	15	30	40
Floor Area Ratio (FAR)	0.45	0.45	0.45	0.50	0.50	0.60	1
Maximum Height Limit (feet)	30	30	30	45	30	35	40
Minimum Side Yard Setback	6	15	6	6	6-10	6-10	6-10
- Street Side Yard	16	24	16	16	16	16	16
Minimum Rear Yard Setback	20	30	20	20	10-16	10-16	10-16
Minimum Front Yard Setback	Contextual	30	20	20	0-20	0-20	0-25
Required Parking (spaces per unit)	2**	2**	1.5**	1.5**	1.25 - 2**	1.25 - 2**	1.25 - 2**

\* The R-1 District has four subdistricts which include differing site area development standards (see Table 4-5).

\*\* At least one of the required number of spaces per unit must be covered.

Source: Palo Alto Zoning Ordinance, 2014

#### RE Residential Estate District

The RE District is intended to create and maintain single-family living areas in more outlying areas of the City compatible with the natural terrain and the native vegetative environment. The minimum site area is one acre. Only one residential unit, plus an accessory dwelling or guest cottage, is permitted on any site. The maximum size of the main dwelling on a conforming lot is 6,000 square feet.

#### R-1 Single Family Residence District



The R-1 district is intended for single-family residential use. Typically, only one unit is allowed per R-1 lot. Under certain conditions, accessory or second dwelling units may be allowed in addition to the primary unit. Generally, the minimum lot size for the R-1 district is 6,000 square feet. However, areas of Palo Alto have minimum lot sizes larger than 6,000 square feet, and these larger lot sizes are being maintained through the Zoning Ordinance by specific R-1 zone combining districts.

The R-1 District zoning regulations also specify lot coverage maximums (typically a maximum of 35 percent lot coverage is allowed) and floor area ratios (the ratio of the house size to the lot size). These lot coverage and FAR limits may limit the development of second dwelling units on certain lots. In addition, height restrictions may limit development potential. "Daylight plane" restrictions that apply are height limitations controlling development on residential properties. In certain areas of the city developed predominantly with single-story homes, limitations on adding second stories to single-story units may apply.

**Table 4-5 R-1 Districts and Minimum Site Standards**

Development Standard	Type of R-1 District				
	R-1	R-1(650)	R-1(743)	R-1(929)	R-1(858)
Minimum Lot Size (square feet)	6,000	7,000	8,000	10,000	20,000
Maximum Lot Size (square feet)	9,999	13,999	15,999	18,999	39,999
Maximum Lot Coverage	30%	30%	30%	30%	30%
Maximum Density (dwelling units per acre)	8	6	5	4	2
Floor Area Ratio (FAR)	30%	30%	30%	30%	30%
Maximum Height Limit (feet)	30	30	30	30	30
Minimum Side Yard Setback	6	8	8	8	8
Street Side Yard	16	16	16	16	16
Minimum Rear Yard Setback	20	20	20	20	20
Minimum Front Yard Setback	Contextual	Contextual	Contextual	Contextual	Contextual
Required Parking (spaces per unit)	2 (1 covered)	2 (1 covered)	2 (1 covered)	2 (1 covered)	2 (1 covered)

Source: Palo Alto Zoning Ordinance, 2014

### R-2 and RMD Residential Districts

Two residential districts allow two units on a site. The R-2 Two Family Residence District allows a second dwelling unit under the same ownership as the initial dwelling unit in areas designated for single-family use, with regulations that preserve the essential single-family character. A minimum site area of 7,500 square feet is necessary for two dwelling units.

The RMD Two Unit Multiple-Family Residence district also allows a second dwelling unit under the same ownership as the initial dwelling unit in areas designated for multiple-family uses. The maximum density in this district is 17 units per acre.

In certain instances, the site development regulations can be viewed as constraints to the development of housing. Since most of the city is planned and zoned for low residential use, the City recognizes that residential neighborhoods are distinctive and looks to preserve and enhance

their special features. Since Palo Alto is a built-out community, most new single-family residential redevelopment will occur in existing single-family neighborhoods on infill lots or demolition/remodeling of existing structures. The regulations guiding development are intended to ensure that much of what Palo Alto cherishes in its residential areas, such as open space areas, attractive streetscapes with mature landscaping, and variety in architectural styles, are preserved and protected.

#### Multiple-Family Density Districts

The Zoning Ordinance establishes three categories of multiple-family residential use: low density (RM-15), medium density (RM-30), and high density (RM-40). In the RM-15 district, the permitted density is up to 15 units per acre. Consistent with the Comprehensive Plan and to promote development of multifamily housing, this Housing Element includes a program to increase the minimum density in the RM-15 to 8 dwelling units per acre (Program H.2.1.3).

The RM-30 district allows up to 30 units per acre, and the RM-40 allows up to 40 units per acre. All of these districts have minimum site areas, and height, lot coverage, and floor area ratio limitations. In addition, all multiple-family zones have open space and BMR requirements.

#### PC Planned Community District

The Planned Community (PC) District is intended to accommodate developments on a site-specific basis for residential, commercial, professional or other activities, including a combination of uses. It allows for flexibility under controlled conditions not attainable under other zone districts. The PC District is particularly intended for unified, comprehensively planned developments that offer community benefits in exchange for tailored development standards.

The PC District has been an important tool for the development of affordable housing. City decision makers are, as of September 2014, discussing reforms to the PC District. If the Code pertaining to the PC district is revised, the PC ordinance will contain language to preserve affordable housing development opportunities. If the PC code is removed, the City will replace the PC zone with another mechanism that would provide the same affordable housing opportunities. A possible substitute or mechanism could be an Affordable Housing Overlay (AHO). The AHO could be designated in areas identified as appropriate for affordable housing project. If a developer chooses to develop within the AHO, the developer could receive incentives or additional benefits such as greater density and other modifications to encourage affordable housing development.

#### Residential and Mixed-Use Zoning Combining District

The Pedestrian and Transit Oriented Development (PTOD) Combining District is intended to allow higher density residential dwellings on commercial, industrial, and multifamily parcels within a walkable distance of Caltrain stations, while preserving the character of low-density residential neighborhoods and neighborhoods with historical resources located in or adjacent to this area. The combining district is intended to encourage higher densities near public transportation.

#### Residential Uses in Commercial Districts

Prior to the Zoning Ordinance update in 2006, all of the Zoning Districts allowed residential development. In the 1970s and 1980s, several mixed-use projects were developed in the

commercial zones that included significant numbers of residential units. However, during the late 1980s and 1990s, financing of mixed-use projects became more difficult, and the City saw a decline in mixed-use proposals. Requirements for design review of mixed-use projects and restrictions in uses for commercial zones resulted in constraints on the production of housing units in commercial zones. With the adoption of the new Zoning Ordinance in 2006, exclusive residential use was no longer allowed in commercial districts (CS, CN, CC districts). However, new development standards encourage mixed-use projects, have simplified the requirements, and have added incentives that encourage mixed-use development in the commercial zones. Site and design review of any project is required in the Site and Design Review Combining District (D) overlay zones and (PF) Public Facility zones.

**Table 4-6 Development Standards for Mixed-Use Developments**

Development Standards	CN	CC	CC(2)	CS
Minimum Site Area	None	None	None	None
Usable Open Space	200 sq ft per unit for 5 or fewer unit, 150 sq ft per unit for 6 or more units			
Minimum Front Yard Setback	0-10	0-10	0-10	0-10
Minimum Rear Yard Setback	10	10	10	10
Minimum Side Yard Setback	10	10	10	10
Street Side Setback	5	5	5	5
Maximum Lot Coverage	50%	50%	100%	50%
Maximum Height	35-40	50	37	50
Residential Density	15 or 20*	Based on lot size	30	30
Residential Floor Area Ratio (FAR)	50%*	Based on lot size	60%	60%
Required Parking (spaces per unit)	1.25-2.0 (1 covered)	1.25-2.0 (1 covered)	1.25-2.0 (1 covered)	1.25-2.0 (1 covered)

*\*Residential densities up to 20 units/acre only on sites identified in the Housing Element*

*Source: Palo Alto Zoning Ordinance, 2014*

## Height Limits

Limitations on height can constrain a developer's ability to achieve maximum densities, especially with other development controls. Height limits in the R-1, R-2, RMD, RM-15, RM-30 vary between 30 to 35 feet. In the RM-40 zoning district, the maximum height is 40 feet, which is enough to accommodate three- to four-story construction. Mixed-use development standards in CS, CN, and CC zone and Downtown Commercial zones allow a maximum height of 50 feet. Theoretically, this could accommodate four-story construction; however, the parking requirements and construction costs for four-story buildings often result in the developer choosing to construct three-story developments. Therefore, height could be viewed as a constraint in achieving maximum densities.

In 2006, the City adopted the Pedestrian and Transit Oriented Development District (PTOD) to allow high-density developments near the California Avenue CalTrain station. In support of housing diversity and encouraging development of housing near community services,

amendments were completed in 2009 to allow a height increase up to a maximum of 50 feet for higher-density residential development in the PTOD.

Since the City of Palo Alto largely built out, infill development represents primary form of development occurring in the last few years. For infill development, zoning, FAR, and height limits sometimes pose a challenge in attaining maximum allowable density. Market demand in the early 2000s resulted in a considerable number of three--bedroom townhome condominiums. The large size of the units (1500-1800 square feet) precluded building up to maximum allowable density. Providing incentives for smaller unit size, such as reduced parking requirements, could help achieve higher densities (Program H.2.1.4).

## **Parking**

Parking requirements vary depending on the type of dwelling, the zoning designation, and in the case of multifamily units, the number of bedrooms per unit.

The basic requirement for a single-family house is two spaces, at least one covered, with underground parking generally prohibited. For second dwelling units, the size of the second unit determines the parking requirement. If the unit is larger than 450 square feet, two spaces must be provided, one of which one must be covered. If the unit size is less than 450 square feet, only one space (covered or uncovered) is required.

For Multiple Family Residential districts, the following parking is required:

- 1.25 spaces per studio unit
- 1.5 spaces per one-bedroom unit
- 2 spaces per two-bedroom or larger unit.

At least one space must be covered, with tandem parking allowed for units requiring two spaces. Guest parking is also required for projects with more than three units.

When residential use is allowed together with or accessory to other permitted uses, residential use requirements are applicable in addition to other nonresidential requirements, except as provided by Sections 18.52.050 and 18.52.080 of the Palo Alto Municipal Code. Disabled accessible parking must be provided pursuant to the requirements of Section 18.54.030 (Accessible Parking) of the Palo Alto Municipal Code. Excessive parking standards requirements can pose a significant constraint on housing development by increasing development costs and reducing the potential land availability for project amenities or additional units, and may not be reflective of actual parking demand.

While Palo Alto's parking standards tend to be workable on larger projects, they represent a potential constraint to the development of small infill development. The requirement that the spaces be covered can also be viewed as a constraint, as it means that garages or carports must be factored into the cost of the project. Multifamily units in mixed-use projects are subject to requirements that cumulatively add the multiple family requirements with the commercial parking requirements portion of the project to determine the total number of spaces needed.

Parking reductions may be considered; however, these reductions are considered on a case-by-case basis.

Parking requirements for multifamily housing can hinder the projects ability to achieve the maximum allowable density. The Palo Alto Zoning Ordinance does allow concessions for parking for senior housing and affordable housing projects. For senior housing, the total number of spaces required may be reduced, commensurate with the reduced parking demand created by the housing facility, including spaces for visitors and accessory facilities, and is subject to submittal and approval of a parking analysis justifying the reduction proposed.

The total number of spaces required may be reduced for affordable housing and single room occupancy (SRO) units, where the number of spaces required is commensurate with the reduced parking demand created by the housing facility, including for visitors and accessory facilities. The reduction is further considered if a project is located near transit and support services. The City may require traffic demand management measures in conjunction with any approval. For housing near transit areas, the City allows a maximum reduction of 20 percent of the total required spaces.

**Table 4-7 Parking Requirements for Residential Zones**

<b>Zoning District</b>	<b>Vehicle Parking Requirement</b>	<b>Bicycle Parking Requirement</b>
R-1	2 spaces; 1 covered	None required
Second Dwelling Unit based on sqft	1 to 2 additional space	None required
R-2	1.5 spaces per unit; 1 covered	1 space per unit
RMD	1.5 spaces per unit; 1 covered	2 space per unit
RM-15	1.25-2.00 spaces per unit; 1 covered	3 space per unit
RM-30	1.25-2.00 spaces per unit; 1 covered	4 space per unit
RM-40	1.25-2.00 spaces per unit; 1 covered	5 space per unit
Guest Parking	For projects exceeding 3 units: 1 space plus 10% of total number of units provided that if more than one space per unit is as signed or secured parking, then guest spaces equal to 33% of all units is required.	1 space for each 10 units

Source: City of Palo Alto Zoning Code Section 18.52.040

### **4.3 DEVELOPMENT REVIEW PROCESS**

## Fees and Exactions

Housing development is typically subject to two types of fees or exactions: Permit Processing fees for planning and zoning and Development Impact Fees or exactions imposed to defray all or a portion of the public costs related to the development project. The City charges four types of Development Impact fees: 1) the Housing Development Impact fees, 2) Traffic Impact fees, 3) Community Facilities Impact Fees, 4) and Parkland Dedication fees. All residential projects are exempt from Housing Development Impact fees. The development fee structure does not appear to be a significant impediment to residential development. Residential developments are charged fees according to the value of the project for building, planning and fire review, similar to the practices of most cities.

The fees for parks, community centers, and libraries add \$14,360 to the price of a single-family dwelling unit less than 3,000 square feet in size and \$9,354 to the price of a multifamily dwelling more than 900 square feet. These fees are likely to increase the cost of a median priced single-family dwelling by about one percent and increase the cost of a median priced multifamily dwelling by about 1.3 percent. Combined with additional planning, building and other fees the City charges, Palo Alto's fee structure adds about two to three percent to the cost of a median-priced single-family dwelling and about two percent to the cost of a median-priced multifamily dwelling. These increased costs are not significant when compared to the cost of land, labor, and materials for development in Palo Alto, but they could impact affordable housing projects with limited budgets. Due to this factor, the City has exempted all 100-percent affordable housing projects from all development impact fees, including new parks, community centers, and libraries fees.

Since Palo Alto's fee schedule is less costly for multi-family units than single-family units, this provides some incentive for the increased production of multifamily units. In addition, the fee schedule reduces the fees for smaller multifamily units (less than 900 square feet) to \$4,753, which is approximately 50 percent of the fee required of larger multifamily units. This provides an incentive for development of smaller, less expensive multi-family units.

**Table 4-8 Palo Alto Residential Development Impact Fees**

Fee	Single Family	Single Family over 3000 s.f.	Multi-Family	Multi-Family under 900 s.f.
Parks	\$ 10,639	\$ 15,887	\$ 6,964	\$ 3,521
Comm Ctr	2,758	4,129	1,815	916
Libraries	963	1,434	575	316
<b>Total</b>	<b>\$ 14,360</b>	<b>\$ 21,450</b>	<b>\$ 9,354</b>	<b>\$ 4,753</b>
<i>basis</i>	<i>per home</i>	<i>per home</i>	<i>per unit</i>	<i>per unit</i>

Fee	Commercial	Hotel/Motel
Parks	\$ 4,518	\$ 2,043
Comm Ctr	\$ 0.255	\$ 0.115
Libraries	\$ 0.243	\$ 0.102
<b>Total</b>	<b>\$ 5.016</b>	<b>\$ 2.260</b>
<i>basis</i>	<i>per net new s.f.</i>	<i>per net new s.f.</i>

Source: City of Palo Alto, 2014

**Table 4-9 Palo Alto Development Impact Fee Exemptions***X = Exempt**NOTE: When an exempt use changes to a non-exempt use, a fee is due.*

Exemption	Housing	Community Facilities	Traffic: Charleston/ Arastradero	Citywide Traffic Fee	Traffic: San Antonio	Traffic: SRP	Parkland Dedication
Ordinance section	16.47.030	16.58.030	16.60.040	16.59	16.46.030	16.45.050	21.50.100
Residential Exemptions							
Single-family home remodels or additions	All residential uses exempt	X	X	X	All residential uses exempt	All residential uses exempt	X
New home on an empty parcel							Only applies if a subdivision or parcel map is required
Second units							
Multifamily Residential							
Required BMR units							
Below Market housing beyond required units		X	X	X			
100% Affordable Housing		X	X	X			X
Non-Residential Exemptions							
Demolition of existing building	Fees may apply if replacement building has additional floor area, or in the case of the Citywide TIF, if the replacement building generates additional traffic, regardless of whether it remains the same size or not.						All non-residential uses exempt
Tenant improvements that do not increase building area	X	X	X	X	X	X	
Churches	X						
Colleges and universities	X						
Commercial recreation	X						
Hospitals and convalescent facilities	X						
Private clubs, lodges, and fraternal organizations	X						
Private educational facilities	X						
Public buildings & schools	X	X	X	X	X	X	
Retail, personal service, or automotive service 1,500 s.f. or smaller (one-time)	X	X	X	X		X	
Non-residential use 250 s.f. or smaller					X	X	
Hazardous materials storage	X	X	X	X	X	X	
On-site cafeteria/ recreation/ childcare (employee use only)	X	X	X	X	X	X	
Thermal storage for energy conservation					X	X	
Temporary uses < 6 months					X	X	
Daycare, nursery school, preschool		X	X	X	X (Not open to general public)	X (Not open to general public)	





**Table 4-10 Planning Fees**

MISCELLANEOUS PROCESSING FEES			
Public Notice: 600 foot radius	\$673.00; if noticing is required		
Public Notice: 150 foot radius	\$121.00; if noticing is required		
Record Management Fee	\$ 25 per file		
Records Retention (microfilming)	\$ 4/plan sheet		
Technology Enhancements	\$20 per application or permit		
Recording Fee with the County	At cost		
See Municipal Fee schedule for fees related to building permits, parking, or other departments			
ARCHITECTURAL REVIEW BOARD	FEE <sup>2</sup>	Application Deposit <sup>2</sup>	Legal Fee <sup>3</sup>
Preliminary Review	\$1,204.00		
Minor Project (staff review only) – sign and façade changes only, or similar minor changes.	\$359.00		
Minor Project (staff review only)	\$1,448.00		
Minor Project (Architectural Review Board review)	\$2,896.00		
Major Project	Deposit	\$3,712.00	
Signs (staff review only)	359.00		
Signs (Architectural Review Board review)	\$961.00		
Signs Erected without Approval	\$1,923.00		
Sign Exception	\$1,448.00		
Design Enhancement Exception (DEE)	\$1,585.00		
Temporary sign permit (15 days)	\$61.00		
ENVIRONMENTAL ASSESSMENT			
Environmental Impact Assessment (EIA) negative declaration	\$1,738.00		
Environmental Impact Assessment (EIA), mitigated negative	\$3,309.00		
CEQA Categorical Exemption	\$324.00		
Environmental Impact Report (EIR)	Deposit	100% of Estimated Costs	\$2,163.00
Mitigation Monitoring (MND)	Deposit	\$1,181.00	\$541.00
Mitigation Monitoring (EIR)	Deposit	\$3,543.00	\$1,082.00
HISTORIC			
Demolition of Historic Building	\$2,386.00		\$1,622.00
Major Project	\$3,128.00		\$1,082.00
Minor Project requiring staff level review	\$660.00		
Historic Review of Individual Review Application	\$1,917.00		
Floor Area Bonus and/or Transfer of Development Rights (TDR)	Deposit	\$590.00	\$1,082.00

1. Other application fees may apply.

2. Multiple entitlement applications may be associated with a project. The associated fees may include flat fees (e.g. Variance, HIE, DEE, CUP) and deposits (e.g., Major ARB, Site and Design). For a project having both flat fees and deposit, the applicant will be required to initially submit only the highest deposit amount plus miscellaneous processing fees. The additional flat fees and other planning deposits associated with components of the project will be subsumed in the cost recovery charges billed to the applicant for processing all the entitlements.

3. Complex projects over 50,000 square feet require a legal deposit of \$1,622.00. Applicant will be billed and is responsible for 100% of legal costs.

4. Where noted, legal fee is a deposit, rather than a flat fee. Applicant will be billed, and is responsible for 100% of legal costs.

C:\Users\spotwo\AppData\Local\Microsoft\Windows\Temporary Internet Files\Content.Outlook\J4WOL16B\FEE SCHEDULE 08-12-13 (2).doc

Revised: July 1, 2013

**Table 4-10 Planning Fees (Continued)**

<b>SITE AND DESIGN</b>	<b>FEE<sup>2</sup></b>	<b>Application Deposit<sup>2</sup></b>	<b>Legal Fee<sup>3</sup></b>
Site and Design - Major	Deposit	\$5,905.00	\$1,352.00
<b>SUBDIVISION</b>			
Preliminary Parcel Map	\$2,617.00		\$541.00
Preliminary Parcel Map w/Exception	\$5,165.00		\$1,082.00
Parcel Map	\$1,077.00		
Parcel Map w/ Exception	\$1,251.00		
Tentative Map	Deposit	\$5,905.00	\$2,163.00
Final Map of Five or More Parcels	\$3,370.00		
<b>ZONING ADMINISTRATOR</b>			
Conditional Use Permit (CUP)	\$3,799.00		
CUP – Wireless Facilities	Deposit	\$3,785.00	
CUP – Use Permit for alcoholic beverage service only	\$961.00		
CUP – Minor Change to Existing CUP	\$961.00		
CUP - Day Care Center	\$180.00		
Temporary Use Permit (TUP)	\$190.00		
Residential Variance	\$2,436.00		
Nonresidential Variance	\$5,138.00		\$811.00
Fence Variance	\$1,193.00		
Home Improvement Exception (HIE)	\$961.00		
Individual Review meeting with Architect	\$108.00		
Individual Review Minor Revisions to approved projects	\$1,595.00		
Individual Review - New Two Story Residence or addition to existing one story	\$4,021.00		
Individual Review - Second Story expansion >150 s.f.	\$2,778.00		
Neighborhood Preservation Zone Exception	\$2,224.00		
<b>OTHER</b>			
All Appeals (File with City Clerk)	\$136.00		\$270.00
Comprehensive Plan Change (not annual review)	Deposit	\$5,905.00	\$1,082.00
Development Project Preliminary (pre-screening)	Deposit	\$3,543.00	\$811.00
Development Agreement	Deposit	\$6,813.00	\$5,408.00
Development Agreement Annual Review	Deposit	\$2,385.00	\$811.00
Planned Community Zone Change	Deposit	\$7,086.00	\$2,163.00
Minor Change to Planned Community Zone	\$1,448.00		\$811.00
Zone Change - Regular	Deposit	\$5,905.00	\$1,352.00
Williamson Act - Establish or Withdraw	Deposit	\$1,862.00	\$1,622.00

1. Other application fees may apply.

2. Multiple entitlement applications may be associated with a project. The associated fees may include flat fees (e.g. Variance, HIE, DEE, CUP) and deposits (e.g., Major ARB, Site and Design). For a project having both flat fees and deposit, the applicant will be required to initially submit only the highest deposit amount plus miscellaneous processing fees. The additional flat fees and other planning deposits associated with components of the project will be subsumed in the cost recovery charges billed to the applicant for processing all the entitlements.

3. Complex projects over 50,000 square feet require a legal deposit of \$1,622.00. Applicant will be billed and is responsible for 100% of legal costs.

4. Where noted, legal fee is a deposit, rather than a flat fee. Applicant will be billed, and is responsible for 100% of legal costs.

C:\Users\asptwo\AppData\Local\Microsoft\Windows\Temporary Internet Files\Content.Outlook\J4WOL16B\FEE SCHEDULE 08-12-13 (2).doc  
Revised: July 1, 2013

**Table 4-10 Planning Fees (Continued)**

Mills Act – Establish or Withdraw	Deposit	\$1,771.00	\$2,163.00
-----------------------------------	---------	------------	------------

\*\* New fee effective 8/19/13.

<b>DOCUMENTS &amp; GENERAL FEES</b>	<b>FEE</b>	<b>Basis</b>	
Administrative extensions and zoning letters	\$162.00	Per hour	1-hr minimum
Property Research Fee	\$123.00	Per hour	1-hr minimum
Records Retention (microfilming)	\$4.00	Per plan sheet	
Comprehensive Plan	\$87.00		Plus \$4 if mailed
Zoning Map	\$95.00		Plus \$4 if mailed
Comprehensive Plan map (200-scale)	\$13.00	Per page	Plus \$4 if mailed
Tree Manual or other bound documents	\$32.00		Plus \$4 if mailed
Subscription – Agendas	\$108.00	Per board or commission	Annual
Subscription – Minutes	\$216.00	Per board or commission	Annual
Copies – Optical Disk	\$.50 cents	Per page	\$27 minimum
Photocopies	\$.13 cents	Per page	

1. Other application fees may apply.

2. Multiple entitlement applications may be associated with a project. The associated fees may include flat fees (e.g. Variance, HIE, DEE, CUP) and deposits (e.g., Major ARB, Site and Design). For a project having both flat fees and deposit, the applicant will be required to initially submit only the highest deposit amount plus miscellaneous processing fees. The additional flat fees and other planning deposits associated with components of the project will be subsumed in the cost recovery charges billed to the applicant for processing all the entitlements.

3. Complex projects over 50,000 square feet require a legal deposit of \$1,622.00. Applicant will be billed and is responsible for 100% of legal costs.

4. Where noted, legal fee is a deposit, rather than a flat fee. Applicant will be billed, and is responsible for 100% of legal costs.

C:\Users\spotwo\AppData\Local\Microsoft\Windows\Temporary Internet Files\Content.Outlook\J4WOL16B\FEE SCHEDULE 08-12-13 (2).doc  
Revised: July 1, 2013

The Bay Area Cost of Development Survey 2010-2011 conducted by the City of San Jose identifies Palo Alto as one of the highest impact/capacity fee charging cities for both single-family and multiple-family home construction. The survey conducted by the City of San Jose uses 2010-2011 information and compares the City of Palo Alto's entitlement fees with surrounding cities of Morgan Hill, San Mateo, San Jose, and Sunnyvale and the County of Santa Clara. Palo Alto ranks as the lowest entitlement fees charging city in the south Bay Area. It should be noted however, that the entitlement fees are designed only to cover the cost the City incurs to process these development applications and provide the support services needed by City staff. The City also allows for waiver of existing fees for very low- and low-income housing projects. The Housing Element Programs H3.3.1 and H3.3.2 allow affordable housing projects to be exempt from infrastructure impact fees and, where appropriate, waives the imposition of development fees; however, other public service districts may charge fees that are outside of the control of the City. The most significant of these fees in Palo Alto are school impact fees. The Palo Alto Unified School District adopted a fee schedule in 2012 that specifies a fee of \$3.20 per square foot for residential units.

In addition to zoning processing and impact fees, new development is subject to building permit fees, which are proportional based on building valuation. Such fees include building plan check (based on valuation), fire plan review (45 percent of the building permit fees), zoning plan review (30 percent of the building permit fees), and public works plan review (12 percent of the building permit fees). For a residential subdivision, the most significant Public Works fee would be the fee for a Street Work Permit, which is five percent of the value of the street improvements. If no improvements are required, no fee is paid; in a built-out city like Palo Alto, this may be the norm. The City's Utility Department also charges for gas, sewer, and water connections.

## Nexus Requirements

**Housing Development Fee:** A *Jobs–Housing Nexus Analysis for the City of Palo Alto* was prepared by Keyser Marston Associates in 1993 and updated in 1995 and 2002. The nexus study was conducted to meet the requirements of AB1600, as amended to Government Code Section 66001, in support of the City's housing linkage fee program. The City studied the number of low-income jobs generated by different types of employers. The housing impact fee is based on the cost to provide affordable housing for those employees who would choose to live in Palo Alto if housing were available. As a result of the nexus study, the fee level is set to recover approximately 20 percent of the cost of providing such housing.

The nexus analysis focused on the relationships among development, growth, employment, income, and housing. The analysis yielded a causal connection between new commercial/industrial construction and the need for additional affordable housing. The analysis did not address the existing housing problems or needs, nor did it suggest that development and its relationships were the only cause of housing affordability problems and the development community should bear the full cost of addressing affordability problems. The study focused on documenting and quantifying the housing needs for the new working population in the non-residential structures. The study was updated in 2002. Based on the update, on March 25, 2002 the City Council approved modifications and additions to impact fees collected for residential and commercial development projects. The key change in the housing fee was to increase the fee from \$4.21 per square foot to \$15.00 per square foot applied to nonresidential development

and require that an annual cost of living adjustment be made. Impact fees continue to be assessed regularly; as of 2014, the fee was \$19.31 per square foot. In light of recent litigation, the City is conducting a nexus study for the fee. The nexus study is scheduled to be completed in December 2014.

**Parks, Community Center, and Libraries Development Fee:** The City completed surveys of the number of residential and non-residential users of parks, community center, and libraries, and generated estimates of the acres or square feet of park, community center, or library space required to accommodate the residents and employees of Palo Alto. A development fee was adopted for parks, community centers, and libraries based on the number of employees or residents generated by each residential or commercial project using square feet or number of units.

### **Building Codes and Enforcement**

Beginning January 1, 2014, the 2013 California Green Building Standards (CALGreen), developed by the California Building Standards Commission, became effective for new buildings and certain additions or alteration projects throughout the State. The City of Palo Alto has adopted CALGreen, which creates uniform regulations for new residential and non-residential California buildings that are intended to reduce construction waste, make buildings more efficient in the use of materials and energy, and reduce environmental impacts during and after construction. Residential buildings subject to CALGreen include multi-family residences and one-and two-family dwellings that have three or fewer stories. CALGreen also applies to residential additions and alterations where the addition or alteration increases the building's conditioned area, volume, or size. Enforcement of building code standards does not constrain the production or improvement of housing in Palo Alto but serves to maintain the condition of the neighborhoods.

The City's code enforcement program is an important tool for maintaining the housing stock and protecting residents from unsafe conditions. This is particularly important because approximately 29 percent the current housing stock was built in the decade between 1950-60. Local enforcement is based on the State's Uniform Housing Code that sets minimum health and safety standards for buildings. The City has amended its Building Code to include more stringent requirements for green buildings and LEED certification. The City also administers certain State and federal mandated standards in regards to energy conservation and accessibility for disabled households. The City of Palo Alto Department of Building Inspection, in implementing the Building Code, requires all new construction and rehabilitation projects to comply with the Code's disability access requirements.

Building Division staff investigates and enforces City codes and State statutes when applicable. Violation of a code regulation can result in a warning, citation, fine, or legal action. If a code violation involves a potential emergency, officers will respond immediately; otherwise, complaints are generally followed up within one working day by visiting the site of the alleged violation, and, if necessary, beginning the process of correcting the situation.

### **On/Off-Site Improvement Standards**

Site improvements are a necessary component of the development process. The types of improvements may providing new or modified sewer, water, and street infrastructure. Given the built-out nature of Palo Alto, most of the residential areas are already served with adequate

infrastructure. New construction or infill developments may require the City to extend or add to the existing infrastructure facilities.

In few instances, the site development regulations can be viewed as constraints to the development of new housing. The development standards described before indicate that the maximum densities allowed by each residential zoning district can readily be achieved and can produce units of a reasonable size. Lot coverage, FAR, and height standards increase as densities increase to accommodate the maximum density allowed by each district. At the same time, open space standards are reduced to accommodate these increasing densities but still allow for adequate private and communal open space. Parking standards are governed by the number of bedrooms in the case of multifamily residential development and are directly related to the number of people of driving age expected to live in these units. Residential development standards in Palo Alto are comparable with development standards in other Bay Area communities, including communities with lower housing costs such as San Jose. Given this, it appears that Palo Alto's residential development standards are reasonable and do not significantly add to the cost of residential units when compared to the high costs associated with the purchase of land, labor, and construction materials. However, these extra requirements add additional cost to the already tightly budgeted affordable housing projects.

### **Development Review Process**

Processing and permit procedures can pose a constraint to the production and improvement of housing. Common constraints include lengthy processing time, unclear permitting procedures, layered reviews, multiple discretionary review requirements, and costly conditions of approval. These constraints increase the final cost of housing, create uncertainty in the development of the project, and overall result in financial risk assumed by the developer. In Palo Alto there are various levels of review and processing of residential development applications depending on the size and complexity of the development. For example, single-family use applications that require a variance or home improvement exception can be handled by the Director of Planning and Community Environment, but more complicated applications, such as subdivision applications or rezoning, require review and approval by the Planning and Transportation Commission and City Council and, in some instances, the Architectural Review Board.

Residential development applications that fall under the responsibility of the Director of Planning and Community Environment are usually processed and a hearing held within six to eight of the application submittal date. This includes review by the Architectural Review Board, which is required for all residential projects except individually developed single-family houses and duplexes. Rezoning and minor subdivision applications typically have a longer timeframe since they must be heard by both the Planning and Transportation Commission and the City Council. Generally, the Planning and Transportation Commission hears applications seven to ten weeks after submittal. Local ordinance requires the City Council to consider the Planning and Transportation Commission recommendations within 30 days; therefore, there would be a maximum of 30 more days after the Planning and Transportation Commission hearing for the City Council's action on these applications. If the application is for a major Site and Design or Planned Community rezoning, then the Architectural Review Board will conduct a hearing after the Planning and Transportation Commission hearing and this could affect the time frame.



As part of the Housing Element, the City is proposing a program to incentivize small unit development on small lots. Program H2.2.1 proposes to waive the Site and Design Review process for residential development on sites identified in the Housing Element if the project size is less than nine units, proposed density is 20 dwelling units per acre, and the maximum unit size is 900 square feet. For rezoning projects, the Planning and Transportation Commission reviews the project twice, before and after the Architectural Review Board recommendation and prior to the City Council action. This adds considerably to the processing timeline. Further, all of the timeframes referenced above assume that all environmental assessment and/or studies have been completed for the development. Additional time will be required if there are any environmental issues that need to be studied or resolved as a result of the environmental assessment. With the exception of rezoning proposals, permit processing timelines in Palo Alto are comparable to other jurisdictions in the Bay Area.

Architectural Review Board (ARB) approval is required for all residential projects except individually developed single-family homes and duplexes. The ARB sets certain standards of design to keep the high quality of housing in Palo Alto. The ARB process may result in requiring a higher level of design, materials, and construction, which can be a constraint to the development of housing; however, the level of review and the upgrade in materials has the long-term benefit of lower maintenance and higher retention of property values. Moreover, the construction of thoughtful and well-designed multifamily housing has sustained community support for higher-density projects and has resulted in community support for residential projects at all income levels. Furthermore, preferences on materials are sometimes waived for affordable housing projects.

Architectural review is an important and necessary procedure to ensure that new development is consistent and compatible with the existing surrounding developments. All new construction projects of 5,000 square feet or more, and all multifamily projects with three or more units are required to be reviewed by the ARB. City practices encourage developers to conduct a pre-application meeting with Planning staff to help streamline the process by identifying any potential issues early on.

The design criteria found in the updated Zoning Code provides clear guidelines for residential and mixed-use projects. Generally, standards are related to measurable criteria such as setback, height, and floor area. Once an application has been submitted, it is routed to other City departments for comprehensive review of all code requirements. Once an application is deemed complete, it is scheduled for ARB review, and a recommendation is made. The Municipal Code findings for Architectural Review include that the design should be consistent with applicable elements of the comprehensive plan, consistent with the immediate environment, promote harmonious transitions in scale and character between different land uses, and that the design incorporates energy efficient elements. The final decision is made by the Planning and Community Environment Director, and this decision may be appealed to the City Council. The timeline for this process can range from three to six months.

To expedite processing of applications, the City Council has approved a process revision that establishes that the ARB has a maximum of three meetings to approve or deny an application. These guidelines establish fair degree of certainty in the review process.

In an effort to make the design review process in Palo Alto more efficient and predictable, the City has developed design guidelines for key areas of the City and preliminary review processes for major development projects. The design guidelines cover sensitive areas of the City and include the El Camino Real area, the Downtown, the Baylands, and the South of Forest Avenue (SOFA) area. These guidelines describe the design issues and neighborhood sensitivities each development project in these areas must address and the types of designs and design elements that would be acceptable in these areas and thus ensure that new projects are compatible with existing neighborhoods while also creating and maintaining a desirable living and working environment.

The City has established two preliminary review processes for significant development projects to assist developers in identifying critical issues to be addressed and potential design problems to be resolved prior to filing a formal application. A small fee is charged for this optional service, but these processes can save time by proactively addressing issues that could delay construction of a project, which, ultimately, is the greatest contributor to increasing project development costs. The Preliminary Architectural Review process allows the ARB to review potential projects or project concepts and give useful direction during the initial or formative design steps of the project. Planning staff also reviews the project to ensure compliance with Zoning Code requirements and other pertinent design guidelines and planning policies. The preliminary process also provides other City departments with an opportunity to comment on the proposed project, and to identify concerns and requirements which must be addressed. Preliminary Review is intended to prevent costly project redesigns and other potential delays that could significantly increase the cost of a project. The project issues covered include potential environmental problems and major policy issues in addition to the design issues covered in the Preliminary Architectural Review process. Planning staff and other City department staff also review the project for compliance with all pertinent City codes and guidelines. Both of these processes give the developer valuable information that can expedite development. Since processing delays can significantly increase the cost of housing construction, the City does, on an ad hoc basis, provide for preferential or priority processing for affordable housing projects.

The City requires environmental review for most discretionary projects based on the nature of land use and the change of use the project proposes. Single family home construction is exempt from the CEQA review process. Multifamily residential projects may require environmental review depending on the size and complexity of the project.

**Table 4-11 Typical Processing Procedures by Project Type**

Typical Approval Requirements	Single Family Home Remodels or Additions	New Single Family Home on Vacant Parcel		Multi Family Residentials		Affordable Housing
		Under 3000s.f.	Over 3000 s.f.	Under 900 s.f.	Over 900s.f.	
(ARB) Architectural Review Board (Major and Minor)	N/A	Major ARB Required only in Open Space Districts	Major ARB Required only in Open Space Districts	Major ARB Required only in Open Space Districts	Major ARB Required	Required
Environmental Assessment						
Environmental Impact Assessment (EIA)				N/A	N/A	N/A
Mitigation Monitoring (MND)				Depending on Size and Magnitude of the Project	Depending on Size and Magnitude of the Project	Required
Mitigation Monitoring (EIR)				Depending on Size and Magnitude of the Project	Depending on Size and Magnitude of the Project	Required
Categorically or Statutorily Exempt	N/A	N/A	N/A	Depending on Size and Magnitude of the Project	Depending on Size and Magnitude of the Project	Required
Historic Review						
Historic Review Board (Minor and Major Project)	May be Applicable Depending the Year of Construction of the Building	N/A	N/A	May be Applicable Depending the Year of Construction of the Building	May be Applicable depending on the Year of Construction of the Building	May be Applicable depending on the Year of Construction of the Building
Historic Review Board (Demolition of Historic Building)				May be Applicable Depending the Year of Construction of the Building	May be Applicable depending on the Year of Construction of the Building	May be Applicable depending on the Year of Construction of the Building
Site and Design Review (Minor and Major Project)	Applicable if in the "D" Overlay Zone					
Subdivision Review						
Preliminary Parcel Map and Parcel Map Review	N/A	N/A	N/A	May be Applicable depending on the Size of the Project	May be Applicable depending on the Size of the Project	May be Applicable depending on the Size of the Project
Tentative Map and Final Map Review				May be Applicable depending on the Size of the Project	May be Applicable depending on the Size of the Project	May be Applicable depending on the Size of the Project

**Table 4-11 Typical Processing Procedures by Project Type (Continued)**

Typical Approval Requirements	Single Family Home Remodels or Additions	New Single Family Home on Vacant Parcel		Multi Family Residentials		Affordable Housing
		Under 3000s.f.	Over 3000 s.f.	Under 900 s.f.	Over 900s.f.	
Conditional Use Permit (CUP)	N/A	N/A	N/A	N/A	N/A	N/A
Residential Variance						
Home Improvement Exception (HIE)	May be Requested depending on Lot Configuration, Location and Affordability of the Housing Type.					
Individual Review - New Two Story Residence or addition to existing one story	Applicable	Applicable	Applicable	N/A	N/A	N/A
Individual Review - Second Story expansion >150 s.f.	Applicable	Applicable	Applicable			
Neighborhood Preservation Zone Exception	May be Applicable Depending on the Location and Zoning District of the Project					
<b>Other Reviews</b>						
Planned Community Zone Change					May be Applicable	
Nonconforming Use Review	Grandfathered In					

Source: City of Palo Alto Zoning Code

**Table 4-12 Timelines for Permit Procedures**

Type of Approval or Permit	Typical Processing Time
Building Permit Review	Depends on the size and complexity of the project
Conditional Use Permit	3 months (approx)
General Plan Amendment	Not required for housing development other than a residential PC in a commercial district
Site & Design Review	Only required for "Site and Design D" overlay zones, 6 months (approx)
Architectural/Design Review	Required for Multiple Family Housing and Single Family Housing in Open Space Districts, 3-6 months (approx)
Tentative and Final Maps	For Development with more than 5 units, 3-6 months for Tentative Maps and 1 month for Final Map
Preliminary and Parcel Maps	For Development with less than 5 units, 2 months for Preliminary Map and 1 month for Parcel Map
Initial Environmental Study	Based on size and complexity of the project, 3 months to years.
Environmental Impact Report	

Source: City of Palo Alto Zoning Code

#### **4.4 CONSTRAINTS TO HOUSING FOR PERSONS WITH DISABILITIES**

This section describes any potential or actual regulatory constraints, if any, on providing housing for the disabled in Palo Alto. The City strictly enforces the Federal Americans with Disabilities Act (ADA) and State requirements to ensure that minimum housing access requirements are met. The City also enforces disabled parking standards described in the Zoning Code for all land uses. The City is not aware of any significant constraints to the provision of affordable housing for the disabled in its Zoning Code or other regulatory provisions, and has approved on an ad hoc basis regulatory changes necessary to accommodate the needs of disabled households as required by State law.

An analysis of regulations and processes of the City of Palo Alto shows that the City conscientiously implements and monitors Title 24 of the California Code of Regulations, which are the regulations on access and adaptability for persons with physical disabilities. These regulations, which implement State law, apply to new construction of multiple-family units in buildings having three or more units. When there is a conflict between a Title 24 requirement and a zoning ordinance requirement (for example, the location of a disabled accessible ramp and a required building setback), the City attempts to identify the conflict early in the review process and resolves it with priority given to the Title 24 requirement. The approval is administrative, and there is no fee.

Although there are no mandatory disabled accessibility requirements for single-family houses, the City assists physically disabled low-income homeowners with minor accessibility modifications to their homes by funding through the Home Access Program.

The City's parking requirements ensure adequate disabled accessible parking. In addition, the City has the flexibility to reduce the overall parking requirement for a use with lower-than-normal demand, for example, in special needs housing where the occupants have fewer cars. The reduction can be approved through the Planning department, which is less stringent than the variance process used in many other cities for review of applications for parking reductions.

##### **Special Needs Housing**

Group homes for disabled people are allowed as "residential care homes." Residential care homes are permitted in all residential zones, including R-1, R-2, R-E, RMD, RM-15, RM-30, and RM-40. Residential care homes with fewer than six persons are allowed by right in all above-mentioned zones. Residential care homes are allowed with a Conditional Use Permit in PF (Public Facility) and GM (General Manufacturing) districts. Consistent with other use permits, a public hearing is required as part of the approval process.

##### **Reasonable Accommodations Requests**

The Fair Housing Act, as amended in 1988, requires that cities and counties provide reasonable accommodation to rules, policies, practices, and procedures where such accommodation may be necessary to afford individuals with disabilities equal housing opportunities. While fair housing laws intend that all people have equal access to housing, the law also recognizes that people with disabilities may need extra tools to achieve equality. Reasonable accommodation is one of the

tools intended to further housing opportunities for people with disabilities. For developers and providers of housing for people with disabilities who are often confronted with siting or use restrictions, reasonable accommodation provides a means of requesting from the local government flexibility in the application of land use and zoning regulations or, in some instances, even a waiver of certain restrictions or requirements because it is necessary to achieve equal access to housing. Cities and counties are required to consider requests for accommodations related to housing for people with disabilities and provide the accommodation when it is determined to be “reasonable” based on fair housing laws and the case law interpreting the statutes.

State law allows for a statutorily based four-part analysis to be used in evaluating requests for reasonable accommodation related to land use and zoning matters and can be incorporated into reasonable accommodation procedures. This analysis gives great weight to furthering the housing needs of people with disabilities and also considers the impact or effect of providing the requested accommodation on the City and its overall zoning scheme. Developers and providers of housing for people with disabilities must be ready to address each element of the following four-part analysis:

- The housing that is the subject of the request for reasonable accommodation is for people with disabilities as defined in federal or state fair housing laws;
- The reasonable accommodation requested is necessary to make specific housing available to people with disabilities who are protected under fair housing laws;
- The requested accommodation will not impose an undue financial or administrative burden on the local government; and
- The requested accommodation will not result in a fundamental alteration in the local zoning code.

To create a process for making requests for reasonable accommodation to land use and zoning decisions and procedures regulating the siting, funding, development, and use of housing for people with disabilities, the City adopted a reasonable accommodation process ordinance in January of 2014. The codified ordinance is available at all counters where applications are made for permits and licenses, and on the City’s website.

### **Building Codes and Development Regulations**

The State of California has adopted statewide, mandatory codes based on the International Code Council's (ICC) codes. As part of the code, the City is required to update its Building Code every three years to be consistent with the State updates. The local jurisdiction can adopt more stringent codes than required by the State. Other than some minor variations to the code updates, the City has adopted the State updates as issued. The City’s Building Codes are reasonable, similar to the codes of neighboring jurisdictions, and would not adversely or hinder the construction of affordable housing.

## CHAPTER 5

### PAST ACCOMPLISHMENTS AND NEW HOUSING GOALS, POLICIES AND PROGRAMS.

#### 5.1 2007-2014 HOUSING PLAN ACCOMPLISHMENTS

##### *Progress in Meeting the 2007-2014 RHNA*

From 2007 to 2014, the period covered by the City's previous Housing Element, Palo Alto successfully produced or approved 1,063 housing units affordable to various income groups. As shown in the table below, these units represented 37 percent of the regional housing need that ABAG allocated to the City for the 2007-2014 planning period.

Table 5-1  
2007-2014 Cycle's Performance in Achieving RHNA Goal

Income Category	2007-2014 New Construction Need	Actual New Construction Need Met in 2007-2014 Cycle*	Percentage of Need Achieved in 2007-2014 Cycle
Very Low (0-50% of AMI)	690	156	23%
Low (51-80% of AMI)	543	9	2%
Moderate (81-120% of AMI)	641	125	20%
Above Moderate (over 120% of AMI)	986	773	78%
<b>TOTAL UNITS</b>	<b>2,860</b>	<b>1,063</b>	<b>37%</b>

Source: City of Palo Alto, Annual Housing Element Progress Report 2013

\*Note: Built/building permits issued in the 2007-2014 cycle

The 1,063 units included 773 out of 986 (78 percent) above moderate-income units allocated by ABAG. However, during this same planning cycle, the numbers allocated for very low-, low- and moderate-income households were not achieved. Only two percent of the low-income need was met, while 23 percent of the very low-income and 20 percent of the moderate-income needs were achieved.

#### **Summary Evaluation of Past Accomplishments**

Under State Housing Element law, communities are required to assess the achievements under their adopted housing programs as part of their housing element update. These results should be quantified where possible, but may be qualitative. The City's housing accomplishments during the 2007-2014 planning period are evaluated as part of the basis for developing appropriate policies and programs for the 2015-2023 planning period. A full account of the status in achieving the goals, policies, and programs from the 2007-2014 planning period can be found in Appendix A (2007-2014 Accomplishments Matrix).

As part of implementing the vision of the 2007-2014 Housing Element, the City provided funding for the following affordable housing projects that contributed toward the RHNA goals:



- Alta Torre Senior Housing Project by Bridge Housing Corporation – Completed in 2010 and provides 56 one-bedroom apartments for very low-income seniors in Palo Alto
- Tree House Project by Palo Alto Housing Corporation – Completed in 2011 and provides 35 new affordable rental units for extremely low- and very low- income households in Palo Alto
- 801 Alma Street Family Housing by Eden Housing– Completed in 2013 and provides 50 affordable rental units to very low-income families

The City also furthered its commitment to providing affordable housing through:

- Adopting a BMR ordinance. In 2008, the City codified the Below Market Rate program to more effectively govern and define the inclusionary housing program. During the 2007-2014 planning cycle, 51 affordable housing units were produced via the BMR program.
- Update to the Density Bonus Ordinance. In 2014, the City revised its Density Bonus Ordinance to fully comply with Government Code Section 65915, further facilitate the development of affordable housing units, and help the City achieve its RHNA.

## 5.2 HOUSING GOALS, POLICIES AND PROGRAMS

This section establishes the Vision, Goals, Policies, and Programs for the 2015-2023 planning period. It includes programs from the prior planning period (see Appendix A) that have been revised as appropriate to improve the success of the program during this planning period.

# Vision

*Our housing and neighborhoods shall enhance the livable human environment for all residents, be accessible to civic and community services and sustain our natural resources.*

## EXISTING NEIGHBORHOODS

### H1 GOAL ENSURE THE PRESERVATION OF THE UNIQUE CHARACTER OF RESIDENTIAL NEIGHBORHOODS

H1.1 POLICY *Promote the rehabilitation of deteriorating or substandard residential properties using sustainable and energy conserving approaches.*

H1.1.1 PROGRAM Continue the citywide property maintenance, inspection, and enforcement program.

**Eight-Year Objective:** Continue to provide services which promote rehabilitation of substandard housing.

**Funding Source:** City Funds

**Responsible Agency:** Planning & Community Environment, Code Enforcement

**Time Frame:** Ongoing

H1.1.2 PROGRAM Consider modifying development standards for second units, where consistent with maintaining the character of existing neighborhoods. The modifications should encourage the production of second units affordable to very low-, low-, or moderate-income households.

**Eight-Year Objective:** Consider modifying the Zoning Code to provide for additional second units.

**Funding Source:** General Fund

**Responsible Agency:** Planning & Community Environment

**Time Frame:** Conduct a study within three years of adoption of Housing Element to assess the potential for additional second units with modifications to the development standards.

H1.1.3 PROGRAM Provide incentives to developers such as reduced fees and flexible development standards to encourage the preservation of existing rental

cottages and duplexes currently located in the R-1 and R-2 residential areas.

**Five-Year Objective:** Preserve 10 rental cottages and duplexes.

**Funding Source:** City Housing Fund

**Responsible Agency:** Planning and Community Environment

**Time Frame:** Explore incentives within three years of Housing Element adoption

---

<b>H1.2</b>	POLICY	<i>Support efforts to preserve multifamily housing units in existing neighborhoods.</i>
-------------	--------	---

H1.2.1	PROGRAM	<p>When a loss of rental housing occurs due to subdivision or condominium conversion approvals, the project shall require 25 percent BMR units.</p> <p><b>Eight-Year Objective:</b> Provide 10 additional affordable housing units on sites where rental housing will be lost.</p> <p><b>Funding Source:</b> NA</p> <p><b>Responsible Agency:</b> Planning and Community Environment</p> <p><b>Time Frame:</b> Ongoing</p>
--------	---------	--

---

<b>H1.3</b>	POLICY	<i>Encourage community involvement in the maintenance and enhancement of public and private properties and adjacent rights-of-way in residential neighborhoods.</i>
-------------	--------	---

H1.3.1	PROGRAM	<p>Create community volunteer days and park cleanups, plantings, or similar events that promote neighborhood enhancement and conduct City-sponsored cleanup campaigns for public and private properties.</p> <p><b>Eight-Year Objective:</b> Coordinate with the City's waste and disposal hauler to conduct a cleanup campaign once a year to promote neighborhood clean-up.</p> <p><b>Funding Source:</b> City Housing Funds</p> <p><b>Responsible Agency:</b> Public Works Department</p> <p><b>Time Frame:</b> Ongoing</p>
--------	---------	--

---

<b>H1.4</b>	POLICY	<i>Ensure that new developments provide appropriate transitions from higher density development to single-family and low-density residential districts to preserve neighborhood character.</i>
-------------	--------	--

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

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

**H2.1.1 PROGRAM** To allow for higher density residential development, consider amending the Zoning Code to permit high-density residential in mixed use or single use projects in commercial areas within one-half a mile of fixed rail stations and to allow limited exceptions to the 50-foot height limit for Housing Element Sites within one-quarter mile of fixed rail stations.

**Eight-Year Objective:** Provide opportunities for a diverse range of housing types near fixed rail stations.

**Funding Source:** City funds

**Responsible Agency:** Planning & Community Environment

**Time Frame:** Consider Zoning Code amendments within three years of Housing Element adoption

**H2.1.2 PROGRAM** Allow increased residential densities and mixed use development only where adequate urban services and amenities, including roadway capacity, are available.

**Eight-Year Objective:** Make sure that adequate services are available when considering increased residential densities.

**Funding Source:** City funds

**Responsible Agency:** Planning & Community Environment

**Time Frame:** Ongoing

**H2.1.3 PROGRAM** Amend the zoning code to specify the minimum density of eight dwelling units per acre in all RM-15 districts. Consider amending the zoning code to specify minimum density for other multifamily zoning districts, consistent with the multi-family land use designation in the Comprehensive Plan.

**Eight-Year Objective:** To provide opportunities for up to 10 additional dwelling units on properties zoned RM-15

**Funding Source:** City funds

**Responsible Agency:** Planning & Community Environment

**Time Frame:** Within three years of Housing Element adoption

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

**Eight-Year Objective:** Provide opportunities for 75 smaller, more affordable housing units.

**Funding Source:** City funds

**Responsible Agency:** Planning & Community Environment

**Time Frame:** Within three years of Housing Element adoption

H2.1.5 PROGRAM

Use sustainable neighborhood development criteria to enhance connectivity, walkability, and access to amenities, and to support housing diversity.

**Eight-Year Objective:** Increase connectivity and walkability in new development.

**Funding Source:** City funds

**Responsible Agency:** Planning & Community Environment

**Time Frame:** Ongoing

H2.1.6 PROGRAM

Consider density bonuses and/or concessions including allowing greater concessions for 100% affordable housing developments.

**Five-Year Objective:** Provide opportunities for 100% affordable housing developments.

**Funding Source:** City funds

**Responsible Agency:** Planning & Community Environment

**Time Frame:** Ongoing

H2.1.7 PROGRAM

Explore developing a Transfer of Development Rights (TDR) program to encourage higher-density housing in appropriate locations.

**Eight-Year Objective:** Create opportunities for higher-density housing.

**Funding Source:** City funds

**Responsible Agency:** Planning & Community Environment

**Time Frame:** Consider program within two years of Housing Element adoption

H2.1.8 PROGRAM

Promote redevelopment of underutilized sites by providing information about potential housing sites on the City's website, including the Housing Sites identified to meet the RHNA and information about financial resources available through City housing programs.

**Eight-Year Objective:** Provide information to developers about potential housing sites.

**Funding Source:** City funds

**Responsible Agency:** Planning & Community Environment

**Time Frame:** Post information on website upon adoption of Housing Element

H2.1.9 PROGRAM

Amend the Zoning Code to create zoning incentives that encourage the consolidation of smaller lots identified as Housing Inventory Sites and developed with 100% affordable housing projects. Incentives may include development review streamlining, reduction in required parking for

smaller units, or graduated density when consolidated lots are over one-half acre. Adopt amendments as appropriate. Provide information regarding zoning incentives to developers.

**Eight-Year Objective:** Amend the Zoning Code to provide development incentives to meet the RHNA.

**Funding Source:** City funds

**Responsible Agency:** Planning & Community Environment

**Time Frame:** Adopt amendments within two years of Housing Element adoption

H2.1.10 PROGRAM As a part of planning for the future of El Camino Real, explore the identification of pedestrian nodes (i.e. “pearls on a string”) consistent with the South El Camino Design Guidelines, with greater densities in these nodes than in other areas.

**Eight-Year Objective:** Explore the identification of pedestrian nodes.

**Funding Source:** City funds

**Responsible Agency:** Planning & Community Environment

**Time Frame:** Ongoing in conjunction with the Comprehensive Plan update

H2.1.11 PROGRAM Consider implementing the Pedestrian and Transit Oriented Development (PTOD) Overlay for the University Avenue downtown district to promote higher density multifamily housing development in that area.

**Eight-Year Objective:** Consider PTOD for University Avenue.

**Funding Source:** City funds

**Responsible Agency:** Planning & Community Environment

**Time Frame:** Within four years of Housing Element adoption, in conjunction with the Comprehensive Plan update

H2.1.12 PROGRAM Evaluate developing specific or precise plans for the downtown, California Avenue, and El Camino Real areas to implement in the updated Comprehensive Plan. Adopt plans for these areas, as appropriate.

**Eight-Year Objective:** Evaluate developing plans for downtown, California Avenue, and El Camino Real.

**Funding Source:** City funds

**Responsible Agency:** Planning & Community Environment

**Time Frame:** Ongoing in conjunction with the Comprehensive Plan update

---

H2.2 POLICY *Continue to support the redevelopment of suitable lands for mixed uses containing housing to encourage compact, infill development. Optimize the use of existing urban services, and support transit use.*

H2.2.1 PROGRAM Implement an incentive program within three years of Housing Element adoption for small properties identified as a Housing Element Site to

encourage housing production on those sites. The incentive eliminates Site and Design Review if the project meets the following criteria:

- The project has 9 residential units or fewer
- A residential density of 20 dwelling units per acre or higher
- Maximum unit size of 900 square feet

**Eight-Year Objective:** Streamline processing for identified Housing Element Sites.

**Funding Source:** City funds

**Responsible Agency:** Planning & Community Environment

**Time Frame:** Adopt program within three years of Housing Element adoption

H2.2.2 PROGRAM

Work with Stanford University to identify sites suitable for housing that may be located in the Stanford Research Park and compatible with surrounding uses.

**Eight-Year Objective:** Identify sites suitable for housing to accommodate additional housing units.

**Funding Source:** City funds

**Responsible Agency:** Planning & Community Environment

**Time Frame:** Identify sites within three years of Housing Element adoption

H2.2.3 PROGRAM

Use coordinated area plans and other tools to develop regulations that support the development of housing above and among commercial uses.

**Eight-Year Objective:** Explore additional opportunities to encourage housing in commercial areas.

**Responsible Agency:** Planning & Community Environment

**Time Frame:** Ongoing

H2.2.4 PROGRAM

As detailed in the Resources chapter of the Housing Element, the City of Palo Alto has committed to providing financial assistance towards the conversion of 23 multi-family units to very low-income (30-50% AMI) units for a period of 55 years, and is seeking to apply credits towards the City's RHNA (refer to Appendix C - Adequate Sites Program Alternative Checklist). The Palo Alto Housing Corporation (PAHC) approached the City for assistance in converting a portion of the 60 units at the Colorado Park Apartments, to be reserved for very low-income households. The committed assistance will ensure affordability of the units for at least 55 years, as required by law.

**Eight-Year Objective:** By the end of the second year of the housing element planning period, the City will enter into a legally enforceable agreement for \$200,000 in committed assistance to purchase affordability covenants on 23 units at the Colorado Park Apartments. The City will report to HCD on the status of purchasing affordability covenants no later



than July 1, 2018, and to the extent an agreement is not in place, will amend the Housing Element as necessary to identify additional sites.

**Responsible Agency:** Planning & Community Environment

**Time Frame:** Ongoing

H2.2.5 PROGRAM

The City will continue to identify more transit-rich housing sites including in the downtown and the California Avenue area after HCD certification as part of the Comprehensive Plan Update process and consider exchanging sites along San Antonio and sites along South El Camino that are outside of identified “pedestrian nodes” for the more transit-rich identified sites.

**Eight-Year Objective:** Explore additional appropriate housing sites.

**Funding Source:** City funds

**Responsible Agency:** Planning & Community Environment

**Time Frame:** Ongoing

H2.2.6 PROGRAM

On parcels zoned for mixed use, consider allowing exclusively residential use on extremely small parcels through the transfer of zoning requirements between adjacent parcels to create horizontal mixed use arrangements. If determined to be appropriate, adopt an ordinance to implement this program.

**Eight-Year Objective:** Consider transfer of zoning requirements to create horizontal mixed use.

**Funding Source:** City funds

**Responsible Agency:** Planning & Community Environment

**Time Frame:** Within three years of Housing Element adoption

H2.2.7 PROGRAM

Explore requiring minimum residential densities to encourage more housing instead of office space when mixed-use sites develop, and adopt standards as appropriate.

**Eight-Year Objective:** Explore requiring minimum densities in mixed use districts.

**Funding Source:** City funds

**Responsible Agency:** Planning & Community Environment

**Time Frame:** Ongoing in conjunction with the Comprehensive Plan update

H2.2.8 PROGRAM

Assess the potential of removing maximum residential densities (i.e. dwelling units per acre) in mixed use zoning districts to encourage the creation of smaller housing units within the allowable Floor Area Ratio (FAR), and adopt standards as appropriate.

**Eight-Year Objective:** Assess removal of maximum densities in mixed use zoning districts.

**Funding Source:** City funds

**Responsible Agency:** Planning & Community Environment

**Time Frame:** Ongoing in conjunction with the Comprehensive Plan update

<b>H2.3</b>	<b>POLICY</b>	<i>Heighten community awareness and to receive community input regarding the social, economic and environmental values of maintaining economic diversity in the City by providing affordable and mixed income higher density housing along transit corridors and at other appropriate locations.</i>
<b>H2.3.1</b>	<b>PROGRAM</b>	<p>Maintain an ongoing conversation with the community, using a variety of forms of media, regarding the need for affordable housing, the financial realities of acquiring land and building affordable housing, and the reasons that affordable housing projects need higher densities to be feasible developments.</p> <p><b>Eight-Year Objective:</b> Perform outreach on affordable housing.  <b>Funding Source:</b> City funds  <b>Responsible Agency:</b> Planning &amp; Community Environment  <b>Time Frame:</b> Ongoing</p>

## AFFORDABLE HOUSING

<b>H3</b>	<b>GOAL</b>	<b>MEET UNDERSERVED HOUSING NEEDS, AND PROVIDE COMMUNITY RESOURCES TO SUPPORT OUR NEIGHBORHOODS</b>
<b>H3.1</b>	<b>POLICY</b>	<i>Encourage, foster, and preserve diverse housing opportunities for very low-, low-, and moderate income households.</i>
<b>H3.1.1</b>	<b>PROGRAM</b>	<p>Amend the City’s BMR ordinance to lower the BMR requirement threshold from projects of five or more units to three or more units, and to modify the BMR rental section to be consistent with case law related to inclusionary rental housing.</p> <p><b>Eight-Year Objective:</b> Provide opportunities for four additional BMR units.  <b>Funding Source:</b> City funds  <b>Responsible Agency:</b> Planning &amp; Community Environment  <b>Time Frame:</b> Amend BMR Ordinance within three years of Housing Element adoption.</p>
<b>H3.1.2</b>	<b>PROGRAM</b>	<p>Implement the BMR ordinance to reflect the City’s policy of requiring:</p> <p>a) At least 15 percent of all housing units in projects must be provided at below market rates to very low-, low-, and moderate-income households. Projects on sites of five acres or larger must set aside 20 percent of all units as BMR units. Projects that cause the loss of existing rental housing may need to provide a 25 percent component as detailed in Program H 1.2.1. BMR units must be comparable in quality, size, and mix to the other units in the development.</p>

- b) Initial sales price for at least two-thirds of the BMR units must be affordable to a household making 80 to 100 percent of the Santa Clara County median income. The initial sales prices of the remaining BMR units may be set at higher levels affordable to households earning between 100 to 120 percent of the County's median income. For projects with a 25 percent BMR component, four-fifths of the BMR units must be affordable to households in the 80 to 100 percent of median range, and one-fifth may be in the higher price range of between 100 to 120 percent of the County's median income. In all cases, the sales price should be sufficient to cover the estimated cost to the developer of constructing the BMR unit, including financing, but excluding land, marketing, off-site improvements, and profit.
- c) If the City determines that on-site BMR units are not feasible, off-site units acceptable to the City, or vacant land determined to be suitable for affordable housing, construction, may be provided instead. Off-site units should normally be new units, but the City may accept rehabilitated existing units when significant improvement in the citywide housing stock is demonstrated.
- d) If the City determines that no other alternative is feasible, a cash payment to the Residential Housing Fund, in lieu of providing BMR units or land, may be accepted. The in-lieu payment for projects subject to the basic 15 percent BMR requirement shall be 7.5 percent of the greater of the actual sales price or fair market value of each unit. For projects subject to the 20 percent requirement, the rate is 10 percent; for projects with a 25 percent requirement (as described in Program 1.2.1 regarding the loss of rental housing), the rate is 12.5 percent. The fee on for-sale projects will be paid upon the sale of each market unit in the project.
- e) When the BMR requirement results in a fractional unit, an in-lieu payment to the Residential Housing Fund may be made for the fractional unit instead of providing an actual BMR unit. The in-lieu fee percentage rate shall be the same as that otherwise required for the project (7.5 percent, 10 percent, or 12.5 percent). The fee on for-sale projects will be paid upon the sale of each market unit in the project. Larger projects of 30 or more units must provide a whole BMR unit for any fractional unit of one-half (0.50) or larger; an in-lieu fee may be paid, or equivalent alternatives provided, when the fractional unit is less than one-half.
- f) Within 15 days of entering into a BMR agreement with the City for a project, the developer may request a determination that the BMR requirement, taken together with any inclusionary housing incentives, as applied the project, would legally constitute a taking of property without just compensation under the Constitution of the United States

or of the State of California. The burden of proof shall be upon the developer, who shall provide such information as is reasonably requested by the City, and the initial determination shall be made by the Director of Planning and Community Environment. The procedures for the determination shall generally be those described in Chapter 18.90 of the Palo Alto Municipal Code, including the right of appeal to the City council under Chapter 18.93, or such other procedures as may be adopted in a future BMR ordinance. Notice of the hearing shall be given by publication but need not be sent to nearby property owners. If the City determines that the application of the BMR requirement as applied to the project would constitute a taking of property without just compensation, then the BMR agreement for the project shall be modified, reduced or waived to the extent necessary to prevent such a taking.

- g) Consider allowing smaller BMR units than the market rate units if the developer provides more than the required BMR amount in the R-1 zoning district for new single family residential subdivisions subject to compliance with appropriate development standards.
- h) Revise BMR policy language to clarify the BMR program priorities in producing affordable housing units including exploring the option of requiring land dedication as the default option on sites of three or more acres.
- i) Evaluate revising the method of calculating the number of required BMR units by basing the number of BMR units required on the maximum density allowable on the site instead of the total number of proposed units in the development.
- j) Conduct a nexus study to identify the impacts of market rate housing and the need for affordable housing, and develop BMR rental policies based on the results of the study.

**Eight-Year Objective:** Provide 10 affordable units through implementation of the City's BMR program.

**Funding Source:** Developers

**Responsible Agency:** Planning & Community Environment

**Time Frame:** Ongoing – implementation of existing program

### H3.1.3 PROGRAM

Continue implementation of the Below Market Rate Program Emergency Fund to prevent the loss of BMR units and to provide emergency loans for BMR unit owners to maintain and rehabilitate their units. Consider expansion of program funds to provide financial assistance for the maintenance and rehabilitation of older BMR units.

**Eight-Year Objective:** Use the BMR Program Emergency Fund to prevent the loss of at least two affordable units and assist in maintenance and rehabilitation of at least four older BMR units.

**Funding Source:** BMR Emergency Fund

**Responsible Agency:** Planning & Community Environment

H3.1.4 PROGRAM

Preserve affordable housing stock by monitoring compliance, providing tenant education, and seeking other sources of funds for affordable housing developments at risk of market rate conversions. The City will continue to renew existing funding sources supporting rehabilitation and maintenance activities.

**Eight-Year Objective:** Prevent conversion of affordable housing to market rate, and renew funding sources for rehabilitation and maintenance of housing stock.

**Funding Source:** City, CDBG funds

**Responsible Agency:** Planning & Community Environment

**Time Frame:** Ongoing

H3.1.5 PROGRAM

Encourage the use of flexible development standards, including floor-area ratio limits, creative architectural solutions, and green building practices in the design of projects with a substantial BMR component.

**Eight-Year Objective:** Increase opportunities for BMR development through use of flexible development standards.

**Funding Source:** City funds

**Responsible Agency:** Planning & Community Environment

**Time Frame:** Ongoing

H3.1.6 PROGRAM

Require developers of employment-generating commercial and industrial developments to contribute to the supply of low- and moderate-income housing through the payment of commercial in-lieu fees as set forth in a nexus impact fee study and implementing ordinances.

**Eight-Year Objective:** Generate in-lieu fees to contribute toward the creation of low- and moderate-income housing.

**Funding Source:** City Housing Fund

**Responsible Agency:** Planning & Community Environment

**Time Frame:** Continue to regularly update the commercial in-lieu fee.

H3.1.7 PROGRAM

Ensure that the Zoning Code permits innovative housing types such as co-housing and provides flexible development standards that will allow such housing to be built, provided the character of the neighborhoods in which such housing is proposed to be located is maintained.

**Eight-Year Objective:** Review the Zoning Code and determine appropriate amendments to allow innovative housing types with flexible development standards.

**Funding Source:** City funds

**Responsible Agency:** Planning & Community Environment

**Time Frame:** Consider changes to the Zoning Code within four years of Housing Element adoption.

H3.1.8 PROGRAM

Recognize the Buena Vista Mobile Home Park as providing low- and moderate income housing opportunities. Any redevelopment of the site must be consistent with the City's Mobile Home Park Conversion Ordinance adopted to preserve the existing units. To the extent feasible, the City will seek appropriate local, state and federal funding to assist in the preservation and maintenance of the existing units in the Buena Vista Mobile Home Park.

**Five-Year Objective:** Preserve the 120 mobile home units in the Buena Vista Mobile Home Park as a low and moderate income housing resource.

**Funding Source:** City, State and Federal Funds

**Responsible Agency:** Planning & Community Environment

**Time Frame:** Ongoing

H3.1.9 PROGRAM

Continue enforcing the Condominium Conversion Ordinance.

**Eight-Year Objective:** Maintain the rental housing stock.

**Funding Source:** City funds

**Responsible Agency:** Planning & Community Environment

**Time Frame:** Ongoing

H3.1.10 PROGRAM

Annually monitor the progress in the construction or conversion of housing for all income levels, including the effectiveness of housing production in mixed use developments.

**Eight-Year Objective:** Provide information to the City Council on the effectiveness of City programs.

**Funding Source:** City funds

**Responsible Agency:** Planning & Community Environment

**Time Frame:** Provide annual reports

H3.1.11 PROGRAM

When using Housing Development funds for residential projects, the City shall give a strong preference to those developments which serve extremely low-income (ELI), very low-income, and low-income households.

**Eight-Year Objective:** Provide funding opportunities for development of housing for Extremely Low Income households.

**Funding Source:** City Housing Development funds

**Responsible Agency:** Planning & Community Environment

**Time Frame:** Ongoing

H3.1.12 PROGRAM

Amend the Zoning Code to provide additional incentives to developers who provide extremely low-income (ELI), very low-income, and low-income housing units, above and beyond what is required by the Below Market Rate program, such as reduced parking requirements for smaller units, reduced landscaping requirements, and reduced fees.

**Eight-Year Objective:** Provide incentives for development of housing for Extremely Low Income households.

**Funding Source:** City Housing funds

**Responsible Agency:** Planning & Community Environment

**Time Frame:** Within three years of Housing Element adoption

H3.1.13 PROGRAM For any affordable development deemed a high risk to convert to market rate prices within two years of the expiration of the affordability requirements, the City will contact the owner and explore the possibility of extending the affordability of the development.

**Eight-Year Objective:** To protect those affordable developments deemed a high risk to converting to market rate

**Funding Source:** City Housing funds

**Responsible Agency:** Planning & Community Environment

**Time Frame:** Ongoing

H3.1.14 PROGRAM Encourage and support the regional establishment of a coordinated effort to provide shared housing arrangement facilitation, similar to the HIP Housing Home Sharing Program in San Mateo County. Advocate among regional and nonprofit groups to establish the necessary framework.

**Eight-Year Objective:** Meet with regional groups and work to establish a Santa Clara Home Sharing Program

**Funding Source:** City Housing funds

**Responsible Agency:** Planning & Community Environment

**Time Frame:** Within two years of Housing Element adoption

---

H3.2 POLICY *Reduce the cost of housing by continuing to promote energy efficiency, resource management, and conservation for new and existing housing.*

H3.2.1 PROGRAM Continue to assist very low-income households in reducing their utility bills through the Utilities Residential Rate Assistance Program (RAP).

**Eight-Year Objective:** Provide assistance to with utility bills to 800 low-income households.

**Funding Source:** City funds

**Responsible Agency:** Palo Alto Utilities Department

**Time Frame:** Ongoing

H3.2.2 PROGRAM Use existing agency programs such as Senior Home Repair to provide rehabilitation assistance to very low- and low-income households.

**Eight-Year Objective:** Provide rehabilitation assistance to 600 very low and low-income households.

**Funding Source:** CDBG and General Fund

**Responsible Agency:** Planning & Community Environment

**Time Frame:** Ongoing



<b>H3.3</b>	<b>POLICY</b>	<i>Support the reduction of governmental and regulatory constraints, and advocate for the production of affordable housing.</i>
H3.3.1	PROGRAM	<p>When appropriate and feasible, require all City departments to expedite processes and allow waivers of development fees as a means of promoting the development of affordable housing.</p> <p><b>Eight-Year Objective:</b> Continue to reduce processing time and costs for affordable housing projects.  <b>Funding Source:</b> City funds  <b>Responsible Agency:</b> All City Departments  <b>Time Frame:</b> Ongoing</p>
H3.3.2	PROGRAM	<p>Continue to exempt permanently affordable housing units from any infrastructure impact fees adopted by the City.</p> <p><b>Eight-Year Objective:</b> Reduce costs for affordable housing projects.  <b>Funding Source:</b> City Funds  <b>Responsible Agency:</b> Planning &amp; Community Environment  <b>Time Frame:</b> Ongoing</p>
H3.3.3	PROGRAM	<p>Promote legislative changes and funding for programs that subsidize the acquisition, rehabilitation, and operation of rental housing by housing assistance organizations, nonprofit developers, and for-profit developers.</p> <p><b>Eight-Year Objective:</b> Continue as an active member of the Non-Profit Housing Association of Northern California to promote legislative changes and funding for programs relating to housing.  <b>Funding Source:</b> City Funds  <b>Responsible Agency:</b> Planning &amp; Community Environment, City Manager  <b>Time Frame:</b> Ongoing</p>
H3.3.4	PROGRAM	<p>Support the development and preservation of group homes and supported living facilities for persons with special housing needs by assisting local agencies and nonprofit organizations in the construction or rehabilitation of new facilities for this population.</p> <p><b>Eight-Year Objective:</b> Regularly review existing development regulations, and amend the Zoning Code accordingly to reduce regulatory obstacles to this type of housing.  <b>Funding Source:</b> City &amp; CDBG Funds  <b>Responsible Agency:</b> Planning &amp; Community Environment  <b>Time Frame:</b> Amend Zoning Code within three years of Housing Element adoption.</p>
H3.3.5	PROGRAM	<p>Review and consider revising development standards for second units to facilitate the development of this type of housing, including reduced</p>

minimum lot size and FAR requirements. Based on this analysis, consider modifications to the Zoning Code to better encourage development of second units.

**Eight-Year Objective:** Complete study on impact of revised standards, and consider Zoning Code Amendments

**Funding Source:** City funds

**Responsible Agency:** Planning & Community Environment, City Council

**Time Frame:** Ongoing

H3.3.6 PROGRAM

Continue to participate with and support agencies addressing homelessness.

**Eight-Year Objective:** Continue City staff participation in prioritizing funding for County-wide programs.

**Funding Source:** City, CDBG & HOME funds

**Responsible Agency:** Planning & Community Environment, City Council

**Time Frame:** Ongoing

H3.3.7 PROGRAM

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

**Eight-Year Objective:** Determine parking standards for different residential uses.

**Funding Source:** City funds

**Responsible Agency:** Planning & Community Environment

**Time Frame:** Within four years of Housing Element adoption

---

H3.4 POLICY

*Pursue funding for the acquisition, construction, and rehabilitation of housing that is affordable to very low-, low-, and moderate-income households.*

H3.4.1 PROGRAM

Maintain a high priority for the acquisition of new housing sites near public transit and services, the acquisition and rehabilitation of existing housing, and the provision for housing-related services for affordable housing. Seek funding from all State and federal programs whenever they are available to support the development or rehabilitation of housing for very low-, low-, and moderate-income households

**Eight-Year Objective:** Allocate CDBG funding to acquire and rehabilitate housing for very low-, low-, and moderate income households.

**Funding Source:** CDBG, State Local Housing Trust Fund

**Responsible Agency:** Planning & Community Environment

**Time Frame:** Ongoing

H3.4.2 PROGRAM

Support and expand local funding sources including the City's Housing

Development Fund, Housing Trust of Santa Clara County, CDBG Program, County of Santa Clara’s Mortgage Credit Certificate Program (MCC), or similar program. Continue to explore other mechanisms to generate revenues to increase the supply of low- and moderate-income housing.

**Eight-Year Objective:** Increase the supply of affordable housing stock.

**Funding Source:** City Housing Development Fund, Housing Trust of Santa Clara County, CDBG, Santa Clara County MCC

**Responsible Agency:** Planning & Community Environment

**Time Frame:** Ongoing

H3.4.3 PROGRAM

Periodically review the housing nexus formula required under Chapter 16.47 of the Municipal Code to fully reflect the impact of new jobs on housing demand and cost.

**Eight-Year Objective:** Continue to evaluate the housing nexus formula, and adjust the required impact fees to account for the housing demand from new development.

**Funding Source:** City funds

**Responsible Agency:** Planning and Community Environment

**Time Frame:** Ongoing

H3.4.4 PROGRAM

The City will work with affordable housing developers to pursue opportunities to acquire, rehabilitate, and convert existing multi-family developments to long-term affordable housing units to contribute to the City’s fair share of the region’s housing needs.

**Eight-Year Objective:** Identify potential sites for acquisition and conversion and provide this information to developers.

**Funding Source:** City funds

**Responsible Agency:** Planning and Community Environment

**Time Frame:** Within three years of Housing Element adoption

---

H3.5 POLICY

*Support the provision of emergency shelter, transitional housing, and ancillary services to address homelessness.*

H3.5.1 PROGRAM

Continue to participate in the Santa Clara County Homeless Collaborative as well as work with adjacent jurisdictions to develop additional shelter opportunities.

**Eight-Year Objective:** Continue City staff participation as members of the Collaborative’s CDBG and Home Program Coordinators Group.

**Funding Source:** City, CDBG & HOME funds

**Responsible Agency:** Planning & Community Environment, City Council

**Time Frame:** Ongoing

H3.5.2 PROGRAM

Amend the Zoning Code to clarify distancing requirements for emergency shelters, stating that “no more than one emergency shelter shall be

permitted within a radius of 300 feet.”

**Eight-Year Objective:** Amend the Zoning Code to clarify distancing requirements for emergency shelters.

**Funding Source:** City funds

**Responsible Agency:** Planning & Community Environment

**Time Frame:** Adopt amendments within one year of Housing Element adoption

H3.5.3 PROGRAM

Amend the Zoning Code to revise definitions of transitional and supportive housing to remove reference to multiple-family uses, and instead state that “transitional and supportive housing shall be considered a residential use of property and shall be subject only to those restrictions that apply to other residential dwellings of the same type in the same zone.”

**Eight-Year Objective:** Amend the Zoning Code to revise transitional and supportive housing definitions.

**Funding Source:** City funds

**Responsible Agency:** Planning & Community Environment

**Time Frame:** Adopt amendments within one year of Housing Element adoption

---

H3.6 POLICY

*Support the creation of workforce housing for City and school district employees as feasible.*

H3.6.1 PROGRAM

Conduct a nexus study to evaluate the creation of workforce housing for City and school district employees.

**Eight-Year Objective:** Create the opportunity for up to five units of workforce housing.

**Funding Source:** City of Palo Alto Commercial Housing Fund

**Responsible Agency:** Planning & Community Environment

**Time Frame:** Conduct a study within four years of adoption of the Housing Element.

## HOUSING DISCRIMINATION

---

### H4 GOAL PROMOTE AN ENVIRONMENT FREE OF DISCRIMINATION AND THE BARRIERS THAT PREVENT CHOICE IN HOUSING.

---

H4.1 POLICY

*Support programs and agencies that seek to eliminate housing discrimination.*

H4.1.1 PROGRAM

Work with appropriate State and federal agencies to ensure that fair housing laws are enforced, and continue to support groups that provide fair housing services, such as the Mid-Peninsula Citizens for Fair Housing.

**Eight-Year Objective:** Continue to coordinate with State and federal agencies to support programs to eliminate housing discrimination, and provide financial support for fair housing services.

**Funding Source:** City funds

**Responsible Agency:** Planning & Community Environment

**Time Frame:** Ongoing

H4.1.2 PROGRAM

Continue the efforts of the Human Relations Commission to combat discrimination in rental housing, including mediation of problems between landlords and tenants.

**Eight-Year Objective:** Continue to provide mediation services for rental housing discrimination cases.

**Funding Source:** City funds

**Responsible Agency:** Human Relations Commission, Planning & Community Environment

**Time Frame:** Ongoing

H4.1.3 PROGRAM

Continue implementation of City's ordinances and State law prohibiting discrimination in renting or leasing housing based on age, parenthood, pregnancy, or the potential or actual presence of a minor child.

**Eight-Year Objective:** Implement existing ordinances regarding discrimination

**Funding Source:** City Funds

**Responsible Agency:** Planning & Community Environment

**Time Frame:** Ongoing

H4.1.4 PROGRAM

Continue the City's role in coordinating the actions of various support groups that seek to eliminate housing discrimination and in providing funding and other support for these groups to disseminate fair housing information in Palo Alto, including information on referrals to pertinent investigative or enforcement agencies in the case of fair housing complaints.

**Eight-Year Objective:** Continue to provide funding and other support for these groups to disseminate fair housing information in Palo Alto.

**Funding Source:** City Funds, Human Services Resource Allocation Process (HSRAP)

**Responsible Agency:** Office of Human Services

**Time Frame:** Ongoing

H4.1.5 PROGRAM

Heighten community awareness regarding and implement the Reasonable Accommodations procedure for the siting, funding, development, and use of housing for people with disabilities.

**Eight-Year Objective:** Continue to provide information to residents on reasonable accommodation procedures via public counters and on the City's website.

**Funding Source:** City funds

**Responsible Agency:** Planning and Community Environment

**Time Frame:** Ongoing

H4.1.6 PROGRAM

Continue to implement the Action Plan of the City of Palo Alto's Community Development Block Grant (CDBG) Consolidated Plan and the Analysis of Impediments to Fair Housing Choice.

**Eight-Year Objective:** Provide for increased use and support of tenant/landlord educational mediation opportunities as called for in the CDBG Action Plan and the Analysis of Impediments to Fair Housing Choice.

**Funding Source:** CDBG funds, General Fund

**Responsible Agency:** Planning & Community Environment

**Time Frame:** Ongoing

---

H4.2 POLICY

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

H4.2.1 PROGRAM

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

**Eight-Year Objective:** Evaluate the Zoning Code and develop flexible development standards for special service housing.

**Funding Source:** City funds

**Responsible Agency:** Planning & Community Environment

**Time Frame:** Evaluate the Zoning Code within three years of adoption of the Housing Element.

H4.2.2 PROGRAM

Work with the San Andreas Regional Center to implement an outreach program that informs families in Palo Alto about housing and services available for persons with developmental disabilities. The program could include the development of an informational brochure, including information on services on the City's website, and providing housing-related training for individuals/families through workshops.

**Eight-year objective:** Provide information regarding housing to families of persons with developmental disabilities.

**Funding Source:** General Fund

**Responsibility:** Planning and Community Environment

**Time frame:** Develop outreach program within three years of adoption of the Housing Element.

**SUSTAINABILITY IN HOUSING****H5 GOAL REDUCE THE ENVIRONMENTAL IMPACT OF NEW AND EXISTING HOUSING.**

**H5.1** POLICY *Reduce long-term energy costs and improve the efficiency and environmental performance of new and existing homes.*

**H5.1.1** PROGRAM Periodically report on the status and progress of implementing the City's Green Building Ordinance and assess the environmental performance and efficiency of homes in the following areas:

- Greenhouse gas emissions
- Energy use
- Water use (indoor and outdoor)
- Material efficiency
- Stormwater runoff
- Alternative transportation

**Eight-Year Objective:** Prepare reports evaluating the progress of implementing the City's Green Building Ordinance.

**Funding Source:** City funds, Development fees

**Responsible Agency:** Planning & Community Environment, Building Division

**Time Frame:** Ongoing

**H5.1.2** PROGRAM Continue providing support to staff and the public (including architects, owners, developers and contractors) through training and technical assistance in the areas listed under Program H5.1.1.

**Eight-Year Objective:** Provide educational information regarding the City's Green Building Ordinance.

**Funding Source:** City funds, Development fees

**Responsible Agency:** Planning & Community Environment, Building Division

**Time Frame:** Ongoing

**H5.1.3** PROGRAM Participate in regional planning efforts to ensure that the Regional Housing Needs Allocation targets areas that support sustainability by reducing congestion and greenhouse gas emissions.

**Eight-Year Objective:** Provide a regional framework for sustainability in creating new housing opportunities through the City's Regional Housing Mandate Committee.

**Funding Source:** City Funds

**Responsible Agency:** Planning & Community Environment

**Time Frame:** Ongoing

**H5.1.4** PROGRAM Review federal, State, and regional programs encouraging the improvement of environmental performance and efficiency in construction of buildings, and incorporate appropriate programs into Palo Alto's



policies, programs and outreach efforts.

**Eight-Year Objective:** Continue to update regulations for environmental sustainability.

**Funding Source:** City funds

**Responsible Agency:** Planning & Community Environment, Public Works & Utilities

**Time Frame:** Ongoing

H5.1.5 PROGRAM

Enhance and support a proactive public outreach program to encourage Palo Alto residents to conserve resources and to share ideas about conservation.

**Eight-Year Objective:** Provide up-to-date information for residents regarding conservation through educational brochures available at City Hall and posted on the City’s website.

**Funding Source:** City funds

**Responsible Agency:** Planning & Community Environment, Public Works & Utilities

**Time Frame:** Ongoing

H5.1.6 PROGRAM

Provide financial subsidies, recognition, or other incentives to new and existing homeowners and developers to achieve performance or efficiency levels beyond minimum requirements.

**Eight-Year Objective:** Continue to recognize homeowners and developers who incorporate sustainable features beyond what is required by the Green Building Ordinance.

**Funding Source:** City funds

**Responsible Agency:** Planning & Community Environment, Building Division

**Time Frame:** Ongoing

H5.1.7 PROGRAM

In accordance with Government Code Section 65589.7, immediately following City Council adoption, the City will deliver to all public agencies or private entities that provide water or sewer services to properties within Palo Alto a copy of the 2015-2023 Housing Element.

**Eight-Year Objective:** Immediately following adoption, deliver the 2015-2023 Palo Alto Housing Element to all providers of sewer and water services within the City.

**Funding Source:** City funds

**Responsible Agency:** Planning & Community Environment

**Time Frame:** Within one month of adoption of the Housing Element

**Summary of Quantified Objectives**

Table 5-2 summarizes Palo Alto’s quantified objectives for the 2015-2023 Housing Element planning period.

**Table 5-2 Summary of 2015-2023 Housing Element Quantified Objectives**

<b>Income</b>	<b>New Construction (RHNA)</b>	<b>Rehabilitation</b>	<b>Conservation/ Preservation</b>
Extremely Low-	345	200	92
Very Low-	346		
Low-	432	200	242
Moderate-	278	200	
Above Moderate-	587		
<b>TOTAL</b>	1,988	600	334

This page intentionally left blank.

## APPENDIX A

**A.1 2007-2014 ACCOMPLISHMENTS MATRIX****EXISTING NEIGHBORHOODS****Goal H1:**

**Ensure the preservation of the unique character of the city’s residential neighborhoods.**

**POLICY H1.1:**

**Promote the rehabilitation of deteriorating or substandard residential properties using sustainable and energy conserving approaches**

<b>Program</b>	<b>Accomplishments</b>
<b>PROGRAM H1.1.1:</b> <i>Continue the citywide property maintenance, inspection and enforcement program.</i>	<p><b><u>Progress:</u></b> The City implements a citywide property maintenance, inspection, and enforcement program through its Code Enforcement Unit.</p> <p><b><u>Effectiveness:</u></b> The City has been effective in ensuring citywide property maintenance and responding to complaints as needed.</p> <p><b><u>Appropriateness:</u></b> Code Enforcement is an important component in promoting safe and decent living conditions and this program remains appropriate for inclusion in the Housing Element update.</p>
<b>PROGRAM H1.1.2:</b> <i>Explore creating an amnesty program to legitimize existing illegal second units where appropriate and consistent with maintaining the character and quality of life of existing neighborhoods. The granting of amnesty should be contingent on compliance with minimum building, housing, and other applicable code standards and on maintaining the affordability of the second unit to very low, low or moderate-income households.</i>	<p><b><u>Progress:</u></b> An amnesty program for second units was not completed during this 2007-2014 planning cycle.</p> <p><b><u>Effectiveness:</u></b> The City is unable to measure the program’s effectiveness since it has yet to be implemented at this time. The legitimizing of illegal second units would be an additional means for the City to facilitate affordable housing. The City plans to conduct a survey of existing second units throughout the City in order to develop an amnesty program during the 2015-2023 planning cycle.</p> <p><b><u>Appropriateness:</u></b> This program is appropriate for continuation in the Housing Element update.</p>

Program	Accomplishments
<p><b>PROGRAM H1.1.3:</b>  <i>Provide incentives to developers such as reduced fees and flexible development standards to encourage the preservation of existing rental cottages and duplexes currently located in the R-1 and R-2 residential areas.</i></p>	<p><b><u>Progress:</u></b>  During the 2008 update of the Zoning Ordinance, development standards were revised to increase flexibility in the development of new housing and encourage the preservation of existing housing throughout the city.</p> <p><b><u>Effectiveness:</u></b>  The City wishes to encourage the preservation of residential cottages and duplexes through incentives such as flexible development standards.</p> <p><b><u>Appropriateness:</u></b>  This program is appropriate for continuation in the Housing Element Update.</p>

---

**POLICY H1.2:**
**SUPPORT EFFORTS TO PRESERVE MULTIFAMILY HOUSING UNITS IN EXISTING NEIGHBORHOODS.**

Program	Accomplishments
<p><b>PROGRAM H1.2.1:</b>  <i>When there is a loss of rental housing due to subdivision or condominium approvals, the project shall require 25 percent BMR units.</i></p>	<p><b><u>Progress:</u></b>  The City continually reviews development proposals and looks for ways to preserve multifamily housing and provide affordable units when possible through programs like the BMR programs.</p> <p><b><u>Effectiveness:</u></b>  A total of 6 units were lost as a result of two separate development projects. The scale of the projects was such that BMR requirements could not be met and therefore BMR units were not provided as a result of the unit loss.</p> <p><b><u>Appropriateness:</u></b>  This program is still an appropriate tool for encouraging and facilitating the provision of affordable housing and preservation of multifamily units. Therefore, this program is included in the Housing Element Update.</p>

---

**POLICY H1.3:**
**Encourage community involvement in the maintenance and enhancement of public and private properties and adjacent rights-of-way in residential neighborhoods.**

Program	Accomplishments
<p><b>PROGRAM H1.3.1:</b>  Create community volunteer days and park cleanups, plantings, or similar events that promote neighborhood enhancement and conduct City-</p>	<p><b><u>Progress:</u></b>  A clean-up campaign has not been yet established.</p> <p><b><u>Effectiveness:</u></b>  Since a city-wide clean-up program has not been</p>

sponsored cleanup campaigns for public and private properties.	<p>established, the effectiveness of this program cannot be measured. However, such volunteer efforts have a history of success and also foster community engagement.</p> <p><b><u>Appropriateness:</u></b> This program is appropriate for the Housing Element update.</p>
--	---

---

**POLICY H1.4:**

**Assure that new developments provide appropriate transitions from higher density development to single family and low density residential districts in order to preserve neighborhood character.**

**STRATEGIES FOR NEW HOUSING**

**Goal H2:**

**Support the construction of housing near schools, transit, parks, shopping, employment and cultural institutions.**

---

**POLICY H2.1:**

**Identify and implement a variety of strategies to increase housing density and diversity, including mixed use development, near community services, including a range of unit types. Emphasize and encourage the development of affordable housing to support the City's fair share of the regional housing needs.**

<b>Program</b>	<b>Accomplishments</b>
<p><i>PROGRAM H2.1.1:</i> <i>Consider amending the zoning code to allow high density residential in mixed use projects in commercial areas within half a mile of fixed rail stations and to allow limited exceptions to the 50-foot height limit for Housing Inventory Sites within a quarter mile of fixed rail stations to encourage higher density residential development.</i></p>	<p><b><u>Progress:</u></b> In 2006, the City adopted the Pedestrian and Transit Oriented Development District (PTOD) to allow for high density developments near the California Avenue CalTrain station. Amendments were completed in 2009 to allow a limited height increase up to a maximum of 50 feet for higher density residential development in the PTOD.</p> <p><b><u>Effectiveness:</u></b> The PTOD development standards encourage higher density near transit stations, meeting objectives for supporting housing diversity and encouraging development of housing near community services.</p> <p><b><u>Appropriateness:</u></b> Exceptions to the 50-foot height limit have not yet been established for Housing Element Sites in the PTOD and therefore, this program is appropriate and continued in the Housing Element.</p>
<p><i>PROGRAM H2.1.2:</i> <i>Allow increased residential densities and</i></p>	<p><b><u>Progress:</u></b> The City has strategically planned for residential and</p>

<b>Program</b>	<b>Accomplishments</b>
<p><i>mixed use development only where adequate urban services and amenities, including, traffic capacity, are available.</i></p>	<p>mixed use development where adequate urban services and amenities can be provided.</p> <p><b><u>Effectiveness:</u></b> This concept is effective at increasing housing density and diversity in appropriate locations.</p> <p><b><u>Appropriateness:</u></b> The concept of allowing increased density and mixed use development in appropriate locations is retained in the updated Housing Element.</p>
<p><b>PROGRAM H2.1.3:</b> <i>Amend the zoning code to increase the minimum density of the RM-15 Zoning District to at least eight dwelling units per acre consistent with the multi-family land use designation under the Comprehensive Plan.</i></p>	<p><b><u>Progress:</u></b> No change has been made to increase the minimum density of the RM-15 Zoning District to at least eight dwelling units per acre consistent with the multi-family land use designation under the Comprehensive Plan.</p> <p><b><u>Effectiveness:</u></b> Since there have not been any changes relating to this particular section of the Zoning Ordinance, the City was unable to measure the effectiveness of this program.</p> <p><b><u>Appropriateness:</u></b> This program is an appropriate means to ensure multi-family development occurs in areas designated for such and is therefore continued into the 2015-2023 Housing Element.</p>
<p><b>PROGRAM H2.1.4:</b> <i>Amend the Zoning Code to create zoning incentives that encourage the development of smaller, more affordable housing units, including units for seniors, such as reduced parking requirements for units less than 900 square feet and other flexible development standards.</i></p>	<p><b><u>Progress:</u></b> The City provides reduced parking standards (a reduction of 50% of total spaces required) for senior housing units, regardless of size. Parking standard reductions are also available for affordable housing, SRO units, housing projects located near transit, and projects providing other effective alternatives to automobile access. Incentives and flexible development standards to encourage residential units less than 900 square feet as a form of affordable housing have not yet been developed.</p> <p><b><u>Effectiveness:</u></b> The effectiveness of this program cannot be evaluated at this time as it has not been completed.</p> <p><b><u>Appropriateness:</u></b> This program is appropriate for encouraging a diversity of housing types, including smaller units, and is therefore continued into the 2015-2023 Housing Element.</p>



<b>Program</b>	<b>Accomplishments</b>
<p><i>PROGRAM H2.1.5:</i>  <i>Use sustainable neighborhood development criteria to enhance connectivity, walkability and access to amenities and to support housing diversity.</i></p>	<p><b><u>Progress:</u></b>  As part of the application review process, the City evaluates and encourages developments to include design features that promote walkability, access to amenities, and enhance neighborhood sustainability and housing diversity. In addition, the development standards have been crafted to promote and foster sustainable neighborhood developments.</p> <p><b><u>Effectiveness:</u></b>  Prior to approval, new residential projects are carefully reviewed for consistency with the goals and policies of the Housing Element, ensuring that they enhance connectivity, walkability, and access to amenities, and support housing diversity.</p> <p><b><u>Appropriateness:</u></b>  This program helps enhance housing diversity and neighborhood connectivity and will be continued in the 2015-2023 Housing Element.</p>
<p><i>PROGRAM H2.1.6:</i>  <i>Encourage density bonuses and/or concessions including allowing greater concessions for 100% affordable housing developments consistent with the Residential Density Bonus Ordinance.</i></p>	<p><b><u>Progress:</u></b>  The City facilitates and encourages the development of 100% affordable housing through implementation of its Density Bonus Ordinance (adopted January 2014), in compliance with applicable State laws. However, greater concessions for projects with 100% affordability were not adopted as part of the Density Bonus Ordinance.</p> <p><b><u>Effectiveness:</u></b>  Density bonuses and flexible development standards assist in the provision of affordable housing.</p> <p><b><u>Appropriateness:</u></b>  This Program 2.1.6 has been revised and is appropriate for continuation in the Housing Element Update</p>
<p><i>PROGRAM H2.1.7:</i>  <i>Amend the zoning code to develop a small residential unit overlay district to allow higher densities in areas designated Pedestrian Transit Oriented Development (PTOD).</i></p>	<p><b><u>Progress:</u></b>  In 2009, the City completed amendments to the Zoning Code to allow density, FAR, and height bonuses within the PTOD.</p> <p><b><u>Effectiveness:</u></b>  The PTOD allows new development at 40 units per acre, plus additional bonuses for density, FAR, and height.</p> <p><b><u>Appropriateness:</u></b>  The PTOD is an effective combining district to</p>

Program	Accomplishments
	provide opportunities for new development. Density, FAR, and height bonus provisions have already been adopted for the PTOD. This program is therefore not included in the 2015-2023 Housing Element.
<p><i>PROGRAM H2.1.9:</i>  <i>Explore developing a Transfer of Development Rights (TDR) program to encourage higher density housing in appropriate locations.</i></p>	<p><b><u>Progress:</u></b>  This program was not yet completed during the 2007-2014 planning cycle.</p> <p><b><u>Effectiveness:</u></b>  The effectiveness of a residential TDR program cannot be determined at this time as it was not developed during the planning cycle. However, the City's TDR program for historic buildings is an effective means of preserving historic buildings while providing development opportunities.</p> <p><b><u>Appropriateness:</u></b>  A TDR program would provide additional opportunities for higher density housing, with clear intention about appropriate locations, and therefore this program is deemed appropriate and continued into the 2015-2023 Housing Element.</p>
<p><i>PROGRAM H2.1.10:</i>  <i>Amend the Zoning Code to create zoning incentives that encourage the consolidation of smaller lots identified as Housing Inventory Sites, such as development review streamlining, reduction in required parking for smaller units, setback modifications, or graduated density when consolidated lots are over one-half acre.</i></p>	<p><b><u>Progress:</u></b>  A Zoning Code amendment incentivizing lot consolidation of smaller lots has not yet been developed.</p> <p><b><u>Effectiveness:</u></b>  Recent trends indicate that lot consolidation is actively occurring in Palo Alto due to market conditions that are favorable to housing development. However, incentives for 100% affordable developments remain effective.</p> <p><b><u>Appropriateness:</u></b>  This program, with some revisions, remains appropriate for encouraging affordable housing development and is therefore continued, with modifications, in the 2015-2023 Housing Element.</p>
<p><i>PROGRAM H2.1.11:</i>  <i>Promote redevelopment of underutilized sites and lot consolidation by providing information about potential housing sites on the City's website, including the Housing Sites Inventory and information about financial resources available through City housing programs.</i></p>	<p><b><u>Progress:</u></b>  Information about housing programs and the Housing Element Sites is readily available on the City's website and at City Hall.</p> <p><b><u>Effectiveness:</u></b>  Easy access to information regarding housing and development potential and procedures in the City help to encourage and promote the development of underutilized sites and lot consolidation.</p>

Program	Accomplishments
	<p><b><u>Appropriateness:</u></b> This program is appropriate and is therefore continued into the 2015-2023 Housing Element.</p>

**POLICY H2.2:**

**Continue to support the redevelopment of suitable lands for mixed uses containing housing to encourage compact, infill development, optimize the use of existing urban services and support transit use.**

Program	Accomplishments
<p><i>PROGRAM H2.2.1:</i> Adopt an ordinance for density bonus concessions to promote more flexible concessions and incentives to projects that propose smaller units at a higher density, to encourage development of suitable housing sites currently planned and zoned for non-residential use with mixed use projects to contribute to the City's fair share of the region's housing needs.</p>	<p><b><u>Progress:</u></b> In 2014, the City adopted a Density Bonus Ordinance that provides more flexible concessions and incentives for affordable housing projects, in compliance with State law.</p> <p><b><u>Effectiveness:</u></b> Density bonuses and flexible development standards, including concessions and incentives, assist in the development of affordable housing in varying sizes.</p> <p><b><u>Appropriateness:</u></b> This program was completed and is thus removed from the 2015-2023 Housing Element.</p>
<p><i>PROGRAM H2.2.2:</i> Implement an incentive program within a year of Housing Element adoption for small properties identified as a Housing Inventory Site to encourage housing production on those sites. The incentive eliminates Site and Design Review if the project meets the following criteria:</p> <ul style="list-style-type: none"> <li>• The project has 9 residential units or fewer</li> <li>• A residential density of 20 dwelling units per acre or higher</li> <li>• Maximum unit size of 900 sq. ft.</li> </ul>	<p><b><u>Progress:</u></b> An incentive program for development of properties listed as Housing Element Sites has been developed and is expected to be adopted during 2014.</p> <p><b><u>Effectiveness:</u></b> Completion of this program is pending adoption of the incentive program and therefore its effectiveness cannot be determined at this time.</p> <p><b><u>Appropriateness:</u></b> Since this program is pending approval of the incentive program, it would be completed prior to 2015. Since this program has not been completed, it is continued in the 2015-2023 Housing Element.</p>
<p><i>PROGRAM H2.2.3:</i> Work with Stanford University to identify sites suitable for housing that may be located in the Stanford Research Park and compatible with surrounding uses.</p>	<p><b><u>Progress:</u></b> In 2005, the City of Palo Alto and Stanford entered into development agreement that granted Stanford vested rights to build 250 dwelling units in the Stanford Research Park. In 2013, Stanford University identified a site on El Camino for 70 BMR (affordable) units and a site on California Avenue for 180 market rate units.</p> <p><b><u>Effectiveness:</u></b></p>

Program	Accomplishments
	<p>This program is effective in addressing housing needs and coordinating with major institutions in our community.</p> <p><b><u>Appropriateness:</u></b> Consulting with local major employers and institutions on housing needs is a critical component to responding to the City’s housing issues. This program is appropriate for continuation in the Housing Element update.</p>
<p><i>PROGRAM H2.2.4:</i> <i>Use coordinated area plans and other tools to develop regulations that support the development of housing above and among commercial uses.</i></p>	<p><b><u>Progress:</u></b> During the 1999-2006 housing element cycle, the City Council adopted the South of Forest Area (SOFA) Coordinated Area Plan as a planning tool to address a specific nine block area of the City comprising approximately 19 acres. The area provides increased housing opportunities convenient to shops, services, and transit.</p> <p>The City permits residential and mixed-use developments which further increase opportunities for housing in certain commercial zones and on sites identified for housing in the Housing Element. In addition, the City is developing a concept plan for California Avenue.</p> <p><b><u>Effectiveness:</u></b> The City has taken actions to support the development of housing above and among commercial uses in the SOFA area and through identified commercial zones in the City.</p> <p><b><u>Appropriateness:</u></b> The program remains appropriate for inclusion in the Housing Element Update as development of housing above and among commercial uses through mixed-use development is an important avenue to increase housing production.</p>
<p><i>PROGRAM H2.2.5:</i> <i>Revise the Zoning Ordinance to increase the density of up to 20 units per acre on CN-zoned parcels included in the Housing Inventory Sites.</i></p>	<p><b><u>Progress:</u></b> In January 2014, the City amended the CN zone to increase the allowable density to 20 units per acre on parcels listed as Housing Element Sites.</p> <p><b><u>Effectiveness:</u></b> This program provides additional opportunities for development of affordable housing on identified sites in the Housing Element and further promotes development of housing to meet the City’s Regional Housing Needs Allocation.</p>

Program	Accomplishments
	<p><b><u>Appropriateness:</u></b> Since the program has been completed, it has been removed.</p>
<p><i>PROGRAM H2.2.6:</i> <i>Amend the Zoning Code to create zoning incentives that encourage development on and consolidation of smaller lots, such as development review streamlining, reduction in required parking for smaller units, setback modifications, or graduated density when consolidated lots are over one-half acre.</i></p>	<p><b><u>Progress:</u></b> The City has not yet implemented an incentive program for development and/or consolidation of smaller lots.</p> <p><b><u>Effectiveness:</u></b> Recent trends indicate that lot consolidation is actively occurring in Palo Alto due to market conditions that are favorable to housing development; additional incentives are not needed.</p> <p><b><u>Appropriateness:</u></b> Market conditions rather than incentives are the primary force for lot consolidation. In addition this program is duplicative of Program 2.1.10 and will also be removed from the 2015-2023 Housing Element.</p>
<p><i>PROGRAM H2.2.7:</i> <i>Rezone property at 595 Maybell Avenue from the RM-15 and R-2 zone districts to the PC zone district to allow for development of 60 units of extremely low to low-income senior affordable rental housing units and 15 market rate units.</i></p>	<p><b><u>Progress:</u></b> On June 17, 2013 the City approved rezoning of the property at 595 Maybell Avenue from the RM-15 and R-2 zone districts to the PC zone district. However, the approval was overturned by voters via referendum in November 2013.</p> <p><b><u>Effectiveness:</u></b> Due to a lack of community support for the particular project, this program was not effective.</p> <p><b><u>Appropriateness:</u></b> This program is complete and has been removed in the Housing Element update.</p>
<p><i>PROGRAM H2.2.8:</i> <i>To maintain adequate sites are available throughout the planning period to accommodate the City's RHNA, on a project basis, pursuant to Government Code Section 65863, the City will monitor available residential capacity and evaluate development applications on Housing Inventory Sites in mixed use zoning districts. Should an approval of development result in a reduction of capacity below the residential capacity needed to accommodate the remaining need for lower-income households, the City will identify and zone sufficient sites to accommodate the shortfall.</i></p>	<p><b><u>Progress:</u></b> The City tracks the development of the Housing Sites by reviewing development proposals against the Housing Element Sites list every two months. While there have been sites on the Housing Sites list that did not develop housing, there were other sites that produced more than the realistic capacity.</p> <p><b><u>Effectiveness:</u></b> Because the City had a small surplus of housing sites available to accommodate the RHNA during this planning cycle, this program was effective in ensuring adequate sites were available to accommodate the RHNA during the 2007-2014 cycle.</p> <p><b><u>Appropriateness:</u></b> The City provides appropriate land use designations</p>

Program	Accomplishments
	for a variety of residential development and has identified sufficient surplus of sites in the Housing Element for the 2015-2023 planning cycle to adequately meet the RHNA. Therefore, this program is no longer needed and is thus removed from the Housing Element.

**POLICY H3.1:**

**Encourage, foster and preserve diverse housing opportunities for very-low, low, and moderate income households.**

Program	Accomplishments
<p><i>PROGRAM H3.1.1:</i>  Amend the City's BMR ordinance to lower the BMR requirement threshold from projects of five or more units to three or more units and to modify the BMR rental section to be consistent with recent court rulings related to inclusionary rental housing.</p>	<p><b><u>Progress:</u></b>  The BMR Ordinance has not yet been amended.</p> <p><b><u>Effectiveness:</u></b>  The BMR program is an effective means of contributing toward affordable housing in the City of Palo Alto. Amendments to the BMR ordinance will be necessary to continue to comply with legal precedence.</p> <p><b><u>Appropriateness:</u></b>  This program is appropriate for continuation in the Housing Element update.</p>
<p><i>PROGRAM H3.1.2:</i>  Implement the City's "Below Market Rate" (BMR) Program ordinance to reflect the City's policy of requiring:</p> <p>a) At least 15 percent of all housing units in projects must be provided at below market rates to very low-, low-, and moderate-income households. Projects on sites of five acres or larger must set aside 20 percent of all units as BMR units. Projects that cause the loss of existing rental housing may need to provide a 25 percent component as detailed in Program H 1.2.1. BMR units must be comparable in quality, size and mix to the other units in the development.</p> <p>b) Initial sales price for at least two-thirds of the BMR units must be affordable to a household making 80 to 100 percent of the Santa Clara County median income. The initial sales prices of the remaining BMR units may be set at higher levels affordable to</p>	<p><b><u>Progress:</u></b>  The City actively implements the BMR Ordinance and provides program information on the City's website. The BMR program is consistent with the goals and policies of the City.</p> <p><b><u>Effectiveness:</u></b>  The BMR program is an effective tool in the provision of affordable housing.</p> <p><b><u>Appropriateness:</u></b>  This program is appropriate for continuation in the Housing Element update.</p>

Program	Accomplishments
<p><i>households earning between 100 to 120 percent of the County's median income. For the projects with a 25 percent BMR component, four-fifths of the BMR units must be affordable to households in the 80 to 100 percent of median range, and one-fifth may be in the higher price range of between 100 to 120 percent of the County's median income. In all cases, the sales price should be sufficient to cover the estimated cost to the developer of constructing the BMR unit, including financing, but excluding land, marketing, off-site improvements, and profit.</i></p> <p><i>c) If the City determines that on-site BMR units are not feasible, off-site units acceptable to the City, or vacant land determined to be suitable for affordable housing, construction, may be provided instead. Off-site units should normally be new units, but the City may accept rehabilitated existing units when significant improvement in the City's housing stock is demonstrated.</i></p> <p><i>d) If the City determines that no other alternative is feasible, a cash payment to the City's Residential Housing Fund, in lieu of providing BMR units or land, may be accepted. The in-lieu payment for projects subject to the basic 15 percent BMR requirement shall be 7.5 percent of the greater of the actual sales price or fair market value of each unit. For projects subject to the 20 percent requirement, the rate is 10 percent; for projects with a 25 percent requirement, (as described in Program 1.2.1 regarding the loss of rental housing) the rate is 12.5 percent. The fee on for-sale projects will be paid upon the sale of each market unit in the project.</i></p> <p><i>e) When the BMR requirement results in a fractional unit, an in-lieu payment to</i></p>	



Program	Accomplishments
<p><i>the City's Residential Housing Fund may be made for the fractional unit instead of providing an actual BMR unit. The in-lieu fee percentage rate shall be the same as that otherwise required for the project (7.5 percent, 10 percent, or 12.5 percent). The fee on for-sale projects will be paid upon the sale of each market unit in the project. Larger projects of 30 or more units must provide a whole BMR unit for any fractional unit of one-half (0.50) or larger; an in-lieu fee may be paid, or equivalent alternatives provided, when the fractional unit is less than one-half.</i></p> <p><i>f) Within fifteen days of entering into a BMR agreement with the City for a project, the developer may request a determination that the BMR requirement, taken together with any inclusionary housing incentives, as applied the project, would legally constitute a taking of property without just compensation under the Constitution of the United States or of the State of California. The burden of proof shall be upon the developer, who shall provide such information as is reasonably requested by the City, and the initial determination shall be made by the Director of Planning and Community Environment. The procedures for the determination shall generally be those described in Chapter 18.90 of the Palo Alto Municipal Code, including the right of appeal to the City council under Chapter 18.93, or such other procedures as may be adopted in a future BMR ordinance. Notice of the hearing shall be given by publication but need not be sent to nearby property owners. If the City determines that the application of the BMR requirement as applied to the project would constitute a taking of property without just compensation, then the BMR agreement for the project shall be modified, reduced or waived to the</i></p>	

Program	Accomplishments
<p><i>extent necessary to prevent such a taking.</i></p> <p><i>g) Consider allowing smaller BMR units than the market rate units if the developer provides more than the required BMR amount in the R-1 Zoning district for new single family residential subdivisions subject to compliance with appropriate development standards.</i></p> <p><i>h) Revise BMR policy language to clarify the City's BMR program priorities in producing affordable housing units including exploring the option of requiring land dedication as the default option on sites of three or more acres.</i></p> <p><i>i) Evaluate revising the method of calculating the number of required BMR units by basing the number of BMR units required on the maximum density allowable on the site instead of the total number of proposed units in the development.</i></p> <p><i>j) Conduct a nexus study to identify the impacts of market rate housing and the need for affordable housing and develop BMR rental policies based on the results of the study.</i></p>	
<p><b>PROGRAM H3.1.3:</b></p> <p><i>Continue implementation of a Below Market Rate (BMR) Program Emergency Fund to prevent the loss of BMR units and to provide emergency loans for BMR unit owners to maintain and rehabilitate their units</i></p>	<p><b><u>Progress:</u></b></p> <p>This fund was authorized by City Council in September 2002 to provide funding on an ongoing basis for loans to BMR owners for special assessment loans and for rehabilitation and preservation of the City's stock of BMR ownership units. As of March 13, 2014 the BMR Emergency Fund had a balance of approximately \$450,000.</p> <p><b><u>Effectiveness:</u></b></p> <p>The BMR Program Emergency Fund is useful in aiding the preservation of BMR housing stock.</p> <p><b><u>Appropriateness:</u></b></p> <p>This program is appropriate for continuation in the</p>

Program	Accomplishments
<p><i>PROGRAM H3.1.4:</i>  <i>Consider expansion of the BMR Program Emergency Fund to provide financial assistance to help BMR homeowners maintain and rehabilitate older BMR units.</i></p>	<p>Housing Element update.</p> <p><b><u>Progress:</u></b>  The BMR Program Emergency fund was not expanded during the 2007-2014 Housing Element period.</p> <p><b><u>Effectiveness:</u></b>  The BMR Program Emergency Fund is useful in aiding the preservation of BMR housing stock, including rehabilitation of BMR units.</p> <p><b><u>Appropriateness:</u></b>  This program is consolidated with Program H3.1.3 for inclusion in the 2015-2023 Housing Element.</p>
<p><i>PROGRAM H3.1.5:</i>  <i>Preserve affordable housing stock by monitoring compliance, providing tenant education, and seeking other sources of funds for affordable housing developments at risk of market rate conversions. The City will continue to renew existing funding sources supporting rehabilitation and maintenance activities.</i></p>	<p><b><u>Progress:</u></b>  The City regularly monitors program compliance and status of affordable housing projects. In addition the City allocates CDBG funds towards supporting programs, services, and activities that help to preserve the City's affordable housing stock.</p> <p><b><u>Effectiveness:</u></b>  In 2013, the City allocated over \$560,000 in CDBG funds for public services including SRO support, domestic violence services, and fair housing services. Funds were also used in rehabilitation of rental housing and to support the Workforce Development Program.</p> <p><b><u>Appropriateness:</u></b>  This program is a critical contribution toward the preservation and provision of affordable housing in Palo Alto. Therefore, this program is included in the Housing Element.</p>
<p><i>PROGRAM H3.1.6:</i>  <i>Encourage the use of flexible development standards including floor area ratio limits, creative architectural solutions and natural resource conservation, in the design of projects with a substantial BMR component.</i></p>	<p><b><u>Progress:</u></b>  The City employs flexible development standards and provides regulatory incentives and concessions for all affordable housing developments. In addition, the City's Architectural Review Board and Planning and Transportation Commission continue to encourage creative architectural solutions in the design of projects with substantial BMR component.</p> <p><b><u>Effectiveness:</u></b>  The provision of flexibility and incentives for affordable housing helps facilitate new BMR units as part of proposed residential projects. This program has been effective in fostering and preserving diverse housing opportunities and creating attractive living environments both for the project and adjacent</p>

Program	Accomplishments
	<p>development addressing specific project needs, such as the provision of open space.</p> <p><b><u>Appropriateness:</u></b> This program increases opportunities for BMR development in Palo Alto and is therefore included in the Housing Element update.</p>
<p><i>PROGRAM H3.1.7: Amend the Zoning Code to allow Single Room Occupancy (SRO) units in commercial and high density residential zoning districts subject to development standards that would encourage the construction of the maximum number of units consistent with the goals of preserving the character of adjacent neighborhoods. Sites that have access to community services and public transportation for SRO residents are highly desired.</i></p>	<p><b><u>Progress:</u></b> SRO units are allowed in commercial districts and the Zoning Ordinance was recently amended to permit transitional and supportive housing, including SROs, as a regular multi-family use, consistent with State law.</p> <p><b><u>Effectiveness:</u></b> This program expanded the opportunity for affordable efficiency units.</p> <p><b><u>Appropriateness:</u></b> This program was completed and therefore not included in the Housing Element update.</p>
<p><i>PROGRAM H3.1.8: Require developers of employment-generating commercial and industrial developments to contribute to the supply of low- and moderate-income housing through the provision of commercial in-lieu fees as prescribed in a nexus impact fee study.</i></p>	<p><b><u>Progress:</u></b> The City has a commercial impact fee of \$19.31 per square foot for net new non-residential projects. The fee was based on a 2001 nexus study and is updated periodically.</p> <p><b><u>Effectiveness:</u></b> The in-lieu fees contribute toward the creation of low- and moderate-income housing by providing funding for special housing programs and supporting incentives and concessions for affordable housing.</p> <p><b><u>Appropriateness:</u></b> This program is appropriate and included in the Housing Element update.</p>
<p><i>PROGRAM H3.1.9: Ensure that the Zoning Code permits innovative housing types, such as co-housing, and provides flexible development standards that will allow such housing to be built provided the character of the neighborhoods in which they are proposed to be located is maintained.</i></p>	<p><b><u>Progress:</u></b> Palo Alto facilitates the development of innovative housing types through the provision of flexible zoning regulations.</p> <p><b><u>Effectiveness:</u></b> The Zoning Code includes development standards and procedures to help facilitate and encourage various housing types, including emergency, transitional and supportive housing, single-room occupancy housing, and affordable housing.</p> <p><b><u>Appropriateness:</u></b> This program is appropriate and included in the</p>

Program	Accomplishments
<p><i>PROGRAM H3.1.10:</i>  <i>Adopt a revised density bonus ordinance that allows up to a maximum zoning increase of 35 percent in density and grants up to three concessions or incentives. The density bonus ordinance will meet State standards for the provision of housing units for very low- and lower-income renters, seniors and moderate-income condominium buyers in compliance with Government Code Section 65915, et seq.</i></p>	<p>Housing Element update.</p> <p><b><u>Progress:</u></b>  In 2014, the City amended its Density Bonus Ordinance in compliance with applicable State laws.</p> <p><b><u>Effectiveness:</u></b>  Density bonuses and flexible development standards, including concessions and incentives, assist in the development of affordable housing.</p> <p><b><u>Appropriateness:</u></b>  This program was completed and no longer included in the Housing Element.</p>
<p><i>PROGRAM H3.1.11:</i>  <i>Recognize the Buena Vista Mobile Home Park as providing low- and moderate income housing opportunities. Any redevelopment of the site must be consistent with the City's Mobile Home Park Conversion Ordinance adopted to preserve the existing units. To the extent feasible, the City will seek appropriate local, state and federal funding to assist in the preservation and maintenance of the existing units in the Buena Vista Mobile Home Park.</i></p>	<p><b><u>Progress:</u></b>  The Buena Vista Mobile Home Park is located at 3980 El Camino Real and consists of 104 mobile homes, 12 studio units, and one single family home. The studios and single family units are rental units.</p> <p><b><u>Effectiveness:</u></b>  Redevelopment of the Buena Vista Mobile Home Park requires compliance with the City's Mobile Home Conversion Ordinance. An application to close the Park has been submitted. By Ordinance, the Park owner and the City are required to follow a set of rules for determining the potential impacts of the closure on the mobile home owners residing in the Park and to determine appropriate relocation assistance for the Park residents. The Ordinance requires that a Relocation Impact Report (RIR) must be provided to the City after individual meetings between a "relocation specialist" and residents, with the RIR outlining proposed terms for relocation. In 2014, the RIR was deemed complete, and a hearing date on the closure application will occur during 2014.</p> <p><b><u>Appropriateness:</u></b>  This program is under review due to the ongoing closure application. It is appropriate for continuation in the Housing Element in the Housing Element Update pending conclusion of the closure process.</p>
<p><i>PROGRAM H3.1.12:</i>  <i>Continue enforcing the Condominium Conversion Ordinance.</i></p>	<p><b><u>Progress:</u></b>  The City continues to implement its Condominium Conversion Ordinance.</p> <p><b><u>Effectiveness:</u></b>  This program has effectively maintained and preserved the number of available multi-family rental housing units.</p>

Program	Accomplishments
	<p><b><u>Appropriateness:</u></b> This program is appropriate for continuation in the Housing Element update.</p>
<p><i>PROGRAM H3.1.13:</i> <i>Annually monitor the City's progress in the construction or conversion of housing for all income levels including the effectiveness of housing production in mixed use developments.</i></p>	<p><b><u>Progress:</u></b> The City monitors and reports its progress accomplishment of housing goals on an annual basis through the HCD Annual Element Progress Report and the HUD Consolidated Annual Performance and Evaluation Report.</p> <p><b><u>Effectiveness:</u></b> This program is an effective tool in tracking compliance with the City's housing goals and striving to meet objectives and goals.</p> <p><b><u>Appropriateness:</u></b> This program is appropriate for continuation in the Housing Element update.</p>
<p><i>PROGRAM H3.1.14:</i> <i>Evaluate the provisions of the Below Market Rate (BMR) Program to determine if additional incentives are needed to encourage development of housing given current market conditions.</i></p>	<p><b><u>Progress:</u></b> No revisions to the BMR Program were initiated during the 2007-2014 period.</p> <p><b><u>Effectiveness:</u></b> The BMR program is an effective means of contributing toward affordable housing in the City of Palo Alto. Amendments to the BMR ordinance will be necessary to continue to comply with legal precedence.</p> <p><b><u>Appropriateness:</u></b> This program will be consolidated with program H3.1.1 and included in the 2015-2023 Housing Element.</p>
<p><i>PROGRAM H3.1.15:</i> <i>When using its Housing Development funds for residential projects, the City shall give a strong preference to those developments which serve extremely low-income (ELI) households.</i></p>	<p><b><u>Progress:</u></b> Affordable housing funding guidelines give priority to ELI seniors. This City anticipates revising guidance to expand priority for all ELI households.</p> <p><b><u>Effectiveness:</u></b> This program is effective in promoting and facilitating opportunities for ELI households.</p> <p><b><u>Appropriateness:</u></b> This program is appropriate for continuation in the Housing Element update.</p>
<p><i>PROGRAM H3.1.16:</i> <i>Amend the Zoning Code to provide additional incentives to developers who provide extremely low-income (ELI) housing units, above and beyond what is</i></p>	<p><b><u>Progress:</u></b> Additional incentives for development of ELI housing have not been established.</p> <p><b><u>Effectiveness:</u></b></p>

<b>Program</b>	<b>Accomplishments</b>
<i>required by the Below Market Rate (BMR) program, such as reduced parking requirements for smaller units, reduced landscaping requirements and reduced fees.</i>	<p>The effectiveness of this program in increasing opportunities for ELI housing cannot be determined.</p> <p><b><u>Appropriateness:</u></b> This program is appropriate for continuation in the Housing Element update.</p>
<p><b>PROGRAM H3.1.17:</b> <i>Any affordable development deemed a high risk at market rate conversion, within two years of the expiration of the affordability requirements, the City will contact the owner and explore the possibility of extending the affordability of the development.</i></p>	<p><b><u>Progress:</u></b> The City monitors affordable housing developments on a regular basis. Projects at risk of conversion are approached by the City in effort to preserve the affordability status.</p> <p><b><u>Effectiveness:</u></b> This program is effective in preserving affordable housing units.</p> <p><b><u>Appropriateness:</u></b> This program is appropriate for continuation in the Housing Element update.</p>

**Policy H3.2:**

**Reduce the cost of housing by continuing to promote energy efficiency, resource management, and conservation for new and existing housing.**

<b>Program</b>	<b>Accomplishments</b>
<p><b>PROGRAM H3.2.1:</b> Continue to assist very low-income households in reducing their utility bills through the Utilities Residential Rate Assistance Program (RAP).</p>	<p><b><u>Progress:</u></b> The City's Utilities Department continues to offer utilities discounts to provide financial relief to low-income households. Qualified households receive a 20 percent discount in their utilities including, gas, water, electricity and storm drainage.</p> <p><b><u>Effectiveness:</u></b> The program is effective in providing relief, reducing housing costs, particularly for low-income households. Almost 800 households are currently enrolled in the program and receiving a utilities discount.</p> <p><b><u>Appropriateness:</u></b> This program is appropriate for continuation in the Housing Element update</p>
<p><b>PROGRAM H3.2.2:</b> <i>Use existing agency programs such as Senior Home Repair to provide rehabilitation assistance to very low- and low-income households.</i></p>	<p><b><u>Progress:</u></b> The City provides grants to agencies for programs that provide rehabilitation assistance to very low- and low-income households using Community Development Block Grant (CDBG) funds and/or General Fund monies.</p>

Program	Accomplishments
	<p><b><u>Effectiveness:</u></b> Since 2009, over 650 moderate- and lower-income households were provided rehabilitation assistance using CDBG funds.</p> <p><b><u>Appropriateness:</u></b> This program is appropriate for continuation in the Housing Element update.</p>

**POLICY H3.3:**

**Support the reduction of governmental and regulatory constraints and advocate for the production of affordable housing.**

Program	Accomplishments
<p><i>PROGRAM H3.3.1:</i> <i>Where appropriate and feasible, require all City departments to expedite processes and allow waivers of development fees as a means of promoting the development of affordable housing.</i></p>	<p><b><u>Progress:</u></b> When appropriate and feasible, affordable housing developments are given priority in review processes and fee waivers.</p> <p><b><u>Effectiveness:</u></b> Reductions in processing times and fees are a key factor in facilitating the provision of affordable housing.</p> <p><b><u>Appropriateness:</u></b> This program remains appropriate for inclusion in the Housing Element update.</p>
<p><i>PROGRAM H3.3.3:</i> <i>Continue to exempt permanently affordable housing units from any infrastructure impact fees that may be adopted by the City.</i></p>	<p><b><u>Progress:</u></b> The City exempts permanently affordable housing units from any infrastructure impact fees that may be adopted by the City, including impact fees for community facilities, traffic, and parkland dedication.</p> <p><b><u>Effectiveness:</u></b> The exemption has assisted a number of affordable housing projects developed by nonprofit affordable housing developers.</p> <p><b><u>Appropriateness:</u></b> This program is appropriate for continuation in the Housing Element update.</p>
<p><i>PROGRAM H3.3.4:</i> <i>Promote legislative changes and funding for programs that subsidize the acquisition, rehabilitation, and operation of rental housing by housing assistance organizations, nonprofit developers, and for-profit developers.</i></p>	<p><b><u>Progress:</u></b> The City of Palo Alto is an active member of the Non-Profit Housing Association of Northern California, an advocacy non-profit organization focusing on housing, and continues to collaborate with the group to promote legislative changes and funding for programs relating to housing.</p>



Program	Accomplishments
	<p><b><u>Effectiveness:</u></b> This program has been effective in supporting the City, other agencies and organizations that provide housing, and related services to very low-, low-, and moderate-income households.</p> <p><b><u>Appropriateness:</u></b> This program is appropriate for continuation in the Housing Element update.</p>
<p><i>PROGRAM H3.3.5: Support the development and preservation of group homes and supported living facilities for persons with special housing needs by assisting local agencies and nonprofit organizations in the construction or rehabilitation of new facilities for this population.</i></p>	<p><b><u>Progress:</u></b> The City complies with State law regarding group homes, and supports group homes and special needs services as part of its CDBG Consolidated Plan. The Zoning Ordinance has also been amended to facilitate the development of transitional and supportive housing.</p> <p><b><u>Effectiveness:</u></b> The CDBG program provides potential funding for special needs services and affordable housing. Current development standards in the City further facilitate housing for special needs households.</p> <p><b><u>Appropriateness:</u></b> This program is appropriate for continuation in the Housing Element update.</p>
<p><i>PROGRAM H3.3.6: Continue to participate in the Santa Clara County Homeless Collaborative as well as work with adjacent jurisdictions to develop additional shelter opportunities.</i></p>	<p><b><u>Progress:</u></b> The City of Palo Alto continues to participate in the Santa Clara County Housing and Homeless Collaborative that addresses issues of homelessness on a regional basis. The Collaborative establishes the County's Continuum of Care program. City staff serves as a member of the CDBG and HOME Program coordinators group of entitlement jurisdictions from Santa Clara County that addresses multi-jurisdictional funding and other issues of common interest.</p> <p><b><u>Effectiveness:</u></b> Since homelessness is a regional issue, the City's participation in various countywide collaborative efforts has resulted in better utilization and leveraging of the City's resources to address homelessness.</p> <p><b><u>Appropriateness:</u></b> This program is appropriate for continuation in the Housing Element update. The City of Palo Alto will continue to participate in regional efforts to address homelessness.</p>
<p><i>PROGRAM H3.3.7:</i></p>	<p><b><u>Progress:</u></b></p>

<b>Program</b>	<b>Accomplishments</b>
<i>Continue to participate with and support agencies addressing homelessness.</i>	<p>The City of Palo Alto continues to participate in the Santa Clara County Housing and Homeless Collaborative that addresses issues of homelessness on a regional basis. The Collaborative establishes the County's Continuum of Care program. City staff serves as a member of the CDBG and HOME Program coordinators group of entitlement jurisdictions from Santa Clara County that addresses multi-jurisdictional funding and other issues of common interest.</p> <p><b><u>Effectiveness:</u></b> Since homelessness is a regional issue, the City's participation in various countywide collaborative efforts has resulted in better utilization and leveraging of the City's resources to address homelessness.</p> <p><b><u>Appropriateness:</u></b> This program is appropriate for continuation in the Housing Element update.</p>
<p><b>PROGRAM H3.3.8:</b> <i>Amend the Zoning Code to allow transitional and supportive housing by right in all multifamily zone districts which allow residential uses only subject to those restrictions that apply to other residential uses of the same type in the same zone.</i></p>	<p><b><u>Progress:</u></b> In 2014, the City amended the Zoning Ordinance to include transitional and supportive housing as multifamily residential uses.</p> <p><b><u>Effectiveness:</u></b> This program helped to expand opportunities for establishment of transitional and supportive housing.</p> <p><b><u>Appropriateness:</u></b> This program was completed and is no longer needed in the Housing Element update.</p>

**Policy H3.4:**

**Pursue funding for the acquisition, construction or rehabilitation of housing that is affordable to very low, low, and moderate-income households.**

<b>Program</b>	<b>Accomplishments</b>
<p><b>PROGRAM H3.4.1:</b> <i>Maintain a high priority for the acquisition of new housing sites near public transit and services, the acquisition and rehabilitation of existing housing, and the provision for housing-related services for affordable housing. Seek funding from all appropriate state and federal programs whenever they are available to support the development or rehabilitation of housing for very low, low, or moderate-income households.</i></p>	<p><b><u>Progress:</u></b> The City encourages development of housing newer public transit and services. In 2013, 801 Alma Family Housing, with 50 units, was constructed in downtown Palo Alto (two blocks from the downtown multi-modal transit station, and it is situated within easy walking distance of groceries, parks, schools, stores, medical services and other downtown amenities). In 2011, Tree House was developed, with 35 affordable units. Tree House is located within steps of El Camino Real and bus transit. The City also allocates CDBG funding to rehabilitate housing for low-, very low-,</p>

Program	Accomplishments
	<p>and moderate-income households.</p> <p><b><u>Effectiveness:</u></b> In 2013, over \$162,000 in CDBG funds were used for rehabilitation activities affecting housing for low-, very low-, and moderate-income households.</p> <p><b><u>Appropriateness:</u></b> This program is appropriate for continuation in the Housing Element update.</p>
<p><b>PROGRAM H3.4.2:</b> <i>Support and expand local funding sources including the City's Housing Development Fund, Housing Trust of Santa Clara County, CDBG Program, County of Santa Clara's Mortgage Credit Certificate Program (MCC) or similar program. Continue to explore other mechanisms to generate revenues to increase the supply of low- and moderate-income housing.</i></p>	<p><b><u>Progress:</u></b> The City of Palo Alto continues to participate in the County of Santa Clara's Mortgage Credit Certificate (MCC) Program. The program provides financial assistance to first-time homebuyers for the purchase of single-family homes, townhomes, and condominiums. The City also maintains local housing funding acquired through housing in-lieu fees (Residential Housing Fund and BMR Program Emergency Fund), utilizes CDBG funding, and participates in the Housing Trust of Santa Clara County.</p> <p><b><u>Effectiveness:</u></b> Participation in various housing programs help to expand affordable housing opportunities for lower income households in Palo Alto.</p> <p><b><u>Appropriateness:</u></b> This program is appropriate for continuation in the Housing Element update.</p>
<p><b>PROGRAM H3.4.3:</b> <i>Periodically review the housing nexus formula as required under Chapter 16.47 of the Municipal Code to fully reflect the impact of new jobs on housing demand and cost.</i></p>	<p><b><u>Progress:</u></b> The City periodically reviews the housing nexus formula as required by Chapter 16.47 of the Municipal Code. On March 25, 2002, the City Council approved modifications and additions to Impact Fees collected for residential and commercial development projects based on a nexus study and required that an annual cost of living adjustment be made.</p> <p><b><u>Effectiveness:</u></b> Periodic reviews of the nexus formula allow the City to better gauge the impact of new jobs on housing demand and cost and to make necessary adjustments to the required impact fees as needed.</p> <p><b><u>Appropriateness:</u></b> This program is appropriate for continuation in the Housing Element update.</p>
<p><b>PROGRAM H3.4.4:</b> <i>The City will work with affordable</i></p>	<p><b><u>Progress:</u></b> The City employs local housing funds and CDBG</p>

<b>Program</b>	<b>Accomplishments</b>
<i>housing developers to pursue opportunities to acquire, rehabilitate and convert existing multi-family developments to long term affordable housing units to contribute to the City's fair share of the region's housing needs.</i>	<p>funds as mechanisms for acquisition, rehabilitation, and preservation of affordable housing. These activities are often joint efforts between the City and affordable housing developers.</p> <p><b><u>Effectiveness:</u></b> The City regularly works with affordable housing developers on acquisition and rehabilitation efforts for affordable housing.</p> <p><b><u>Appropriateness:</u></b> This program is appropriate and would help the City meet its regional housing goals. Therefore, this program is continued in the Housing Element.</p>

**Policy H3.5:**

**Support the provision of emergency shelter, transitional housing and ancillary services to address homelessness.**

<b>Program</b>	<b>Accomplishments</b>
<p><i>PROGRAM H3.5.1:</i> <i>Amend the Zoning Code to allow emergency shelters by right with appropriate performance standards to accommodate the City's unmet need for unhoused residents within an overlay of the ROLM zone district located east of Highway 101.</i></p>	<p><b><u>Progress:</u></b> In January 2014, the City amended the Zoning Ordinance to designate the ROLM(E) zone to permit emergency shelters as a permitted use.</p> <p><b><u>Effectiveness:</u></b> Amendment of the ROLM(E) zone provides opportunities for and facilitates the establishment of emergency shelters.</p> <p><b><u>Appropriateness:</u></b> This program has been completed and therefore not included in the Housing Element update.</p>

**POLICY H3.6:**

**Support the creation of workforce housing for City and school district employees if feasible.**

<p><i>PROGRAM H3.6.1:</i> <i>Conduct a nexus study to evaluate the creation of workforce housing for City and school district employees.</i></p>	<p><b><u>Progress:</u></b> As of May 2014, the nexus study is underway.</p> <p><b><u>Effectiveness:</u></b> This program is in the beginning stages and so its effectiveness cannot be assessed at this time.</p> <p><b><u>Appropriateness:</u></b> Given the timeline for completion of this project, this program is appropriate for continuation in the Housing Element update.</p>
--	--

**HOUSING DISCRIMINATION****Goal H4:**

**Promote an environment free of discrimination and the barriers that prevent choice in housing.**

**POLICY H4.1:**

**Support programs and agencies that seek to eliminate housing discrimination.**

<b>Program</b>	<b>Accomplishments</b>
<p><i>PROGRAM H4.1.1:</i>  <i>Work with appropriate state and federal agencies to ensure that fair housing laws are enforced.</i></p>	<p><b><u>Progress:</u></b>  The City works with appropriate State and federal agencies to ensure that fair housing laws are enforced.</p> <p><b><u>Effectiveness:</u></b>  This program has been effective in addressing housing discrimination.</p> <p><b><u>Appropriateness:</u></b>  This program is appropriate for continuation in the Housing Element update, and is consolidated with Program H4.1.2.</p>
<p><i>PROGRAM H4.1.2:</i>  <i>Continue to support groups that provide fair housing services, such as Mid-Peninsula Citizens for Fair Housing.</i></p>	<p><b><u>Progress:</u></b>  The City of Palo Alto continues to support groups that provide fair housing services. During the planning period, the City of Palo Alto has provided approximately \$180,000 in CDBG funds to groups that provide fair housing services, such as Project Sentinel.</p> <p><b><u>Effectiveness:</u></b>  This program has been effective in promoting fair housing and reducing discrimination. The City plans to continue supporting groups that provide fair housing services.</p> <p><b><u>Appropriateness:</u></b>  This program will be continued in the Housing Element update.</p>
<p><i>PROGRAM H4.1.3:</i>  <i>Continue the efforts of the Human Relations Commission to combat discrimination in rental housing, including mediation of problems between landlords and tenants.</i></p>	<p><b><u>Progress:</u></b>  The City's Human Relations Commission is charged with the discretion to act with respect to any human relations matter when the Commission finds that any person or group does not benefit fully from public or private opportunities or resources in the community or is unfairly or differently treated due to factors of concern to the Commission. The City's Human Relations Commission continues to hold public meetings and forums to combat discrimination in</p>

Program	Accomplishments
	<p>rental housing, including mediation of problems between landlords and tenants.</p> <p><b><u>Effectiveness:</u></b> The Human Relations Commission’s efforts are effective in preventing and eliminating housing discrimination.</p> <p><b><u>Appropriateness:</u></b> This program is appropriate for continuation in the Housing Element update.</p>
<p><i>PROGRAM H4.1.4:</i></p> <p><i>Continue implementation of the City’s ordinances and state law prohibiting discrimination in renting or leasing housing based on age, parenthood, pregnancy or the potential or actual presence of a minor child. Develop written procedures describing how Palo Alto will process and treat reasonable accommodation requests for projects proposing housing for special needs households.</i></p>	<p><b><u>Progress:</u></b> The City continues to implement the City’s ordinances prohibiting discrimination in renting or leasing housing based on age, parenthood, pregnancy or the potential or actual presence of a minor child.</p> <p>In 2014, the City established Reasonable Accommodations procedures with information and application procedures in the Zoning Ordinance.</p> <p><b><u>Effectiveness:</u></b> In addition to federal and State laws against housing discrimination, the City’s ordinances are an effective tool to facilitate housing opportunities for all.</p> <p><b><u>Appropriateness:</u></b> This program continues to be a critical tool in ensuring upholding anti-discrimination policies and is therefore included in 2015-2023 Housing Element, with modification since Reasonable Accommodations procedures have been established.</p>
<p><i>PROGRAM H4.1.5:</i></p> <p><i>Continue the City’s role in coordinating the actions of various support groups that are seeking to eliminate housing discrimination and in providing funding and other support for these groups to disseminate fair housing information in Palo Alto, including information on referrals to pertinent investigative or enforcement agencies in the case of fair housing complaints.</i></p>	<p><b><u>Progress:</u></b> The City’s Office of Human Services (OHS) continues to sponsor housing information and referral coordination meetings for service providers seeking to eliminate housing discrimination. Through the Human Service Resource Allocation Process (HSRAP), the City of Palo continues to provide funding and other support for these groups to disseminate fair housing information in Palo Alto.</p> <p><b><u>Effectiveness:</u></b> The program is effective in addressing and eliminating housing discrimination and in affirmatively furthering fair housing.</p> <p><b><u>Appropriateness:</u></b> This program is appropriate for continuation in the Housing Element update.</p>

<b>Program</b>	<b>Accomplishments</b>
<p><i>PROGRAM H4.1.6:</i>  <i>Amend the Zoning Code to provide individuals with disabilities reasonable accommodation in rules, policies, practices and procedures that may be necessary to ensure reasonable access to housing. The purpose of this program is to provide a process for individuals with disabilities to make requests for reasonable accommodation in regard to relief from the various land use, zoning, or building laws, rules, policies, practices and/or procedures of the City.</i></p>	<p><b><u>Progress:</u></b>  In 2014, the City established Reasonable Accommodations procedures with information and application procedures in the Zoning Ordinance.</p> <p><b><u>Effectiveness:</u></b>  The City's Reasonable Accommodation procedures provide additional opportunities for people with disabilities.</p> <p><b><u>Appropriateness:</u></b>  This program was completed. However, continued promotion of reasonable accommodations policies is important for providing opportunities for persons with disabilities; thus, this program has been modified and is included in the Housing Element update.</p>
<p><i>PROGRAM H4.1.7:</i>  <i>Continue to implement the "Action Plan" of the City of Palo Alto's Community Development Block Grant (CDBG) Consolidated Plan or its successor documents.</i></p>	<p><b><u>Progress:</u></b>  The City continues to implement its Annual Action Plan and to use CDBG funds to provide for increased use and support of tenant/landlord educational mediation opportunities.</p> <p><b><u>Effectiveness:</u></b>  The City of Palo Alto's Human Service Resource Allocation Process (HSRAP) allows the City to provide funding to Project Sentinel, a nonprofit organization, for support of tenant/landlord educational mediation opportunities.</p> <p><b><u>Appropriateness:</u></b>  This program is appropriate for continuation in the Housing Element update, with inclusion of implementation of the City's CDBG-required Analysis of Impediments to Fair Housing Choice.</p>

**POLICY H4.2:**

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

<b>Program</b>	<b>Accomplishments</b>
<p><i>PROGRAM H4.2.1:</i>  <i>Ensure that the Zoning Code facilitates the construction of housing that provides services for special needs households and provides flexible development standards for special service housing that will allow such housing to be built with access to transit and community services while</i></p>	<p><b><u>Progress:</u></b>  The City has amended the Zoning Code to provide for flexibility in development standards for special needs households, including homeless, lower-income households, seniors, and persons with disabilities. The City allows for residential and mixed use developments in commercial zones which facilitates the siting of housing near services and transit. The</p>

<b>Program</b>	<b>Accomplishments</b>
<i>preserving the character of the neighborhoods in which they are proposed to be located.</i>	<p>City also allows for higher density in the Pedestrian and Transit Oriented Development District (PTOD), encouraging the development of affordable housing near community services and transit stations.</p> <p><b><u>Effectiveness:</u></b> This program was an effective tool for establishing regulations that facilitate the development of affordable and special housing near services. Furthermore, the City has strategically planned for residential and mixed use development where adequate urban service and amenities can be provided.</p> <p><b><u>Appropriateness:</u></b> This program was carried out through completion of various other programs in the 2007-2014 Housing Element. However, as the population continues to increase, so does the need for services and housing for special needs groups. Thus, periodic review of the Zoning Code is necessary to evaluate its ability to ensure appropriate development standards to meet the needs of special needs households. This program is appropriate and included in the 2015-2023 Housing Element.</p>
<p><b>PROGRAM H4.2.2:</b> <i>Work with the San Andreas Regional Center to implement an outreach program that informs families in Palo Alto about housing and services available for persons with developmental disabilities. The program could include the development of an informational brochure, including information on services on the City's website, and providing housing-related training for individuals/families through workshops.</i></p>	<p><b><u>Progress:</u></b> This program was not completed.</p> <p><b><u>Effectiveness:</u></b> The effectiveness of this program cannot be evaluated at this time. However, a concerted effort with the Regional Center would magnify promotion and availability of services persons with disability.</p> <p><b><u>Appropriateness:</u></b> This program will be continued in the Housing Element update.</p>

## **SUSTAINABILITY IN HOUSING**

### **Goal H5:**

**Reduce the environmental impact of new and existing housing.**

#### **POLICY H5.1:**

**Reduce long term energy cost and improve the efficiency and environmental performance of new and existing homes.**

<b>Program</b>	<b>Accomplishments</b>
<b>PROGRAM H5.1.1:</b>	<b><u>Progress:</u></b>



<b>Program</b>	<b>Accomplishments</b>
<p><i>Periodically report to the City on the status and progress of implementing the City's Green Building Ordinance, intended to improve indoor air quality and assess the environmental performance and efficiency of homes in the following areas:</i></p> <ul style="list-style-type: none"> <li>- Greenhouse gas emissions</li> <li>- Energy use</li> <li>- Water use (indoor and outdoor)</li> <li>- Material efficiency</li> <li>- Stormwater runoff</li> <li>- Alternative transportation</li> <li>- Site preservation</li> </ul>	<p>The Green Building Ordinance was approved in 2008. In 2010, the City's Green Building Ordinance was amended to reflect the 2010 California Green Building Standards (CALGreen). The City consistently tracks the status and performance of Green Building Program which includes implementation of the Green Building Ordinance, the Climate Protection Plan, and the Zero Waste Program.</p> <p><b><u>Effectiveness:</u></b> As of 2013, the Green Building Program has received over 350 applications since it began in July of 2008. Two-thirds of the applications received were residential. The program so far has influenced \$8,306,638 and 98,275 square feet of construction to be "green". The City has over 10 LEED registered projects and over 35 Green Point Rated projects under construction. This program has been effective in reducing energy cost and improving efficiency and environmental performance of residential developments in the City.</p> <p><b><u>Appropriateness:</u></b> This program is appropriate for continuation in the Housing Element update.</p>
<p><b>PROGRAM 5.1.2:</b> <i>Continue providing support to staff and public (including architects, owners, developers and contractors) through training and technical assistance in the areas listed under Program H5.1.1.</i></p>	<p><b><u>Progress:</u></b> The City of Palo staff consistently works with the public on compliance with all applicable local and state building regulations through the permit application and project review processes. In addition, information about the City's Green Building Program is available on the City's website.</p> <p><b><u>Effectiveness:</u></b> This program has been effective in reducing energy cost and improving efficiency and environmental performance of residential developments in the City.</p> <p><b><u>Appropriateness:</u></b> This program is appropriate and will be continued in the Housing Element update.</p>
<p><b>PROGRAM H5.1.3:</b> <i>Participate in regional planning efforts to ensure that the Regional Housing Needs Allocation (RHNA) targets areas that support sustainability by reducing congestion and greenhouse gas emissions.</i></p>	<p><b><u>Progress:</u></b> The City's Regional Housing Mandate Committee, comprised of representatives from the City Council, Planning and Transportation Commission, and School District was convened to actively participate in the RHNA process.</p> <p><b><u>Effectiveness:</u></b> This program is effective at ensuring the City is</p>

Program	Accomplishments
	<p>actively engaged in regional planning efforts.</p> <p><b><u>Appropriateness:</u></b> This program is appropriate for continuation in the Housing Element update.</p>
<p><i>PROGRAM H5.1.4:</i> <i>Review Federal, State, and regional programs encouraging the improvement of environmental performance and efficiency in construction of buildings and incorporate appropriate programs into Palo Alto's policies, programs and outreach efforts.</i></p>	<p><b><u>Progress:</u></b> The City consistently reviews federal, State and regional programs, and when necessary revises its policies and programs for compliance. In 2010, the CALGreen building regulations were adopted. The City also adopted a Climate Protection Plan (CPP) which implements sustainability programs on a local level. One of the goals of the CPP is to develop land use patterns that reduce travel-related emissions and support pedestrian, bicycle and transit use. This CPP goal translated into facilitation of mixed use developments, such as College Terrace Center and Alma Plana. It also supports the Pedestrian-Transit Oriented Development (PTOD) zone which allows for mixed use and higher density around transit stations, and provision of Transportation Demand Management (TDM) program for projects that are nearby transit and/or require parking reductions.</p> <p><b><u>Effectiveness:</u></b> This program is effective in ensuring the City maintains compliance with applicable laws and regulations.</p> <p><b><u>Appropriateness:</u></b> This program remains appropriate for inclusion in the Housing Element update.</p>
<p><i>PROGRAM H5.1.5:</i> <i>Enhance and support a proactive public outreach program to encourage Palo Alto residents to conserve resources and to share ideas about conservation.</i></p>	<p><b><u>Progress:</u></b> The City continues to develop a proactive public outreach program to encourage residents to conserve energy and to share ideas regarding energy conservation working in collaboration with the City's Planning and Community Environment, Public Works and Utilities Departments. The City's website and Development Center serve as resources for valuable information relating to energy conservation.</p> <p><b><u>Effectiveness:</u></b> Brochures and materials relating to energy conservation are available at City Hall, recreational facilities, libraries and other public locations throughout the community to provide valuable information promoting energy conservation.</p> <p><b><u>Appropriateness:</u></b></p>

Program	Accomplishments
	This program remains appropriate for inclusion in the Housing Element update.
<p><i>PROGRAM H5.1.6:</i>  <i>Provide financial subsidies, recognition, or other incentives to new and existing home owners or developers to achieve performance or efficiency levels beyond minimum requirements.</i></p>	<p><b><u>Progress:</u></b>  The City’s Green Building Program includes financial incentives and recognition for developments that achieve efficiency levels beyond the minimum requirements.</p> <p><b><u>Effectiveness:</u></b>  This program promotes sustainable developments.</p> <p><b><u>Appropriateness:</u></b>  This program is appropriate for continuation in the Housing Element update.</p>

**TABLE B-1: HOUSING INVENTORY SITES**

SITE TYPE	APN	ADDRESS	ZONING	MAX. DENSITY	MAX. YIELD	LAND USE	SIZE (acres)	REALISTIC CAPACITY	EXISTING USES	OPPORTUNITIES AND CONSTRAINTS	A/V RATIO
Vacant Land	137-08-080	3606 El Camino Real	CN	20 du/ac	13	CN	0.65	13	Vacant Lot	Current Maximum Residential Density is 15 du/ac	0
Vacant Land	137-24-034	4146 El Camino Real	RM-15	15 du/ac	11	MF	0.77	11	Vacant Lot	Current Maximum Residential Density is 15 du/ac	
Vacant Land	000-00-000	1170 Welch Rd	RM-40	40 du/ac	84	RO	2.11	71	Vacant Lot	Opportunity for expansion of adjacent existing multifamily residential	0
Vacant Land	132-31-071	2747 Park Bl	GM	40 du/ac	6	LI	0.3	6	Vacant Lot	Within PTOD	0.51
Vacant Land	137-25-109	595 Maybell Av	RM-15	15 du/ac	26	MF	1.85	27	Vacant Lot		
Commercially Zoned Site	132-41-085	3707 El Camino Real	CN	20 du/ac	3	CN	0.18	3	1 Story Personal Service; Retail	Existing Commercial Use; Current Maximum Residential Density is 15 du/ac	0.99
Commercially Zoned Site	124-32-013	470 Cambridge Av	CC (2)	30 du/ac	7	CC	0.23	5	1 Story Religious Institution: Surface Parking	Existing Non-Residential Use	1.64
Commercially Zoned Site	124-33-005	410 Sherman Av	CC (2)	30 du/ac	7	CC	0.24	5	2 Story Office Commercial	Existing Commercial Use	4.17
Commercially Zoned Site	124-29-007	251 California Av	CC (2)(R)(P)	30 du/ac	7	CC	0.26	5	1 Story retail	Existing Commercial Use	1.19
Commercially Zoned Site	124-32-035	334 California Av	CC (2)(R)(P)	30 du/ac	8	CC	0.27	5	2 Story Retail; Eating Drinking; Commercial	Existing Commercial Use	0.74
Commercially Zoned Site	124-33-061	479 California Av	CC (2)(R)(P)	30 du/ac	7	CC	0.24	5	1 Story commercial; Financial Service	Existing Commercial Use	0.55
Commercially Zoned Site	120-15-090	595 Bryant St	CD-C (GF)(P)	40 du/ac	8	CC	0.22	5	1 Story Retail; Eating Drinking	Small lot ; consolidation opportunity	0.75
Commercially Zoned Site	120-03-021	581 University Av	CD-C (P)	40 du/ac	10	CC	0.26	5	1 Story Financial Service	Existing Commercial Use	0.73
Commercially Zoned Site	120-03-037	578 University Av	CD-C (P)	40 du/ac	8	CC	0.22	5	1 Story Office	Existing Commercial Use	3.45
Commercially Zoned Site	120-03-067	541 Cowper St	CD-C (P)	40 du/ac	9	CC	0.23	5	1 Story commercial	Existing Commercial Use	1.47
Commercially Zoned Site	120-15-007	401 Waverley St	CD-C (P)	40 du/ac	8	CC	0.22	5	1 Story Retail; personal Service	Small lot ; consolidation opportunity	1.09
Commercially Zoned Site	120-15-013	420 Cowper St	CD-C (P)	40 du/ac	10	CC	0.25	5	2 story office	Existing Commercial Use	2.12
Commercially Zoned Site	120-26-109	542 High St	CD-C (P)	40 du/ac	10	CC	0.25	5	1 Story Commercial; Retail office	Existing Commercial Use	1.38
Commercially Zoned Site	124-31-059	2101 El Camino Real	CN	20 du/ac	5	CN	0.25	5	1 Story Retail; Personal Service; Surface parking	Existing Commercial Use; Current Maximum Residential Density is 15 du/ac	0.91
Commercially Zoned Site	132-40-062	480 Wilton Av	CN	20 du/ac	5	CN	0.25	5	1 Story Eating Drinking; Surface parking	Existing Commercial Use; Current Maximum Residential Density is 15 du/ac	0.91
Commercially Zoned Site	132-46-106	4112 El Camino Wy	CN	20 du/ac	5	CN	0.25	5	1 Story Eating Drinking	Existing Commercial Use; Current Maximum Residential Density is 15 du/ac	2.41
Commercially Zoned Site	137-01-116	2000 El Camino Real	CN	20 du/ac	5	CN	0.27	5	1 Story Eating Drinking; Surface parking	Existing Commercial Use; Current Maximum Residential Density is 15 du/ac	1.13
Commercially Zoned Site	137-08-078	3636 El Camino Real	CN	20 du/ac	5	CN	0.25	5	1 Story Eating Drinking	Existing Commercial Use; Current Maximum Residential Density is 15 du/ac	0.09
Commercially Zoned Site	137-08-097	3666 El Camino Real	CN	20 du/ac	5	CN	0.25	5	1 Story Retail: Commercial; Surface Parking	Existing Commercial Use; Current Maximum Residential Density is 15 du/ac	0.44
Commercially Zoned Site	137-11-091	3972 El Camino Real	CN	20 du/ac	5	CN	0.25	5	Gas Station	Underground Storage Tanks; Current Maximum Residential Density is 15 du/ac	0.27
Commercially Zoned Site	137-11-098	3780 El Camino Real	CN	20 du/ac	5	CN	0.24	5	1 Story Retail; Commercial; Surface Parking	Existing Commercial Use; Current Maximum Residential Density is 15 du/ac	0.13
Commercially Zoned Site	132-38-011	3275 Ash St	CS	30 du/ac	8	CS	0.27	5	1 Story Office; Commercial; Surface Parking	Existing Commercial Use	2.47
Commercially Zoned Site	132-38-017	460 Lambert Av	CS	30 du/ac	6	CS	0.22	5	Surface parking	Small lot ; consolidation opportunity	0.04
Commercially Zoned Site	132-38-018	460 Lambert Av	CS	30 du/ac	6	CS	0.22	5	Surface parking	Small lot ; consolidation opportunity	0.04
Commercially Zoned Site	132-38-067	435/455 Portage Av	CS	30 du/ac	19	CS	0.45	14	1 Story Commercial Offices	Small lot ; consolidation opportunity; Existing Commercial Use	4.26/0.34
Commercially Zoned Site	132-38-047	3260 Ash St	CS	30 du/ac	6	CS	0.22	5	SFD	Small lot ; consolidation opportunity	5.62
Commercially Zoned Site	137-08-079	3516 El Camino Real	CS	30 du/ac	6	CS	0.23	5	1 Story Personal Service	Existing Commercial Use	0.09
Commercially Zoned Site	137-08-088	3508 El Camino Real	CS	30 du/ac	7	CS	0.24	5	Automotive Service; Surface Parking	Existing Commercial Use	0.16
Commercially Zoned Site	124-28-003	2260 Park Bl	CC (2)	30 du/ac	8	CC	0.29	6	Surface parking	Parking serving adjacent commercial uses	0
Commercially Zoned Site	124-32-034	300 California Av	CC (2)(R)(P)	30 du/ac	8	CC	0.27	6	2 Story Eating Drinking; Commercial	Existing Commercial Use	0.73
Commercially Zoned Site	120-15-045	353 University Av	CD-C (GF)(P)	40 du/ac	12	CC	0.3	6	1 Story Commercial; Retail; Office	Existing Commercial Use	2.95
Commercially Zoned Site	120-16-020	635 Waverley St	CD-C (P)	40 du/ac	12	CC	0.31	6	2 Story Office	Existing Commercial Use	0.9
Commercially Zoned Site	120-27-038	658 High St	CD-C (P)	40 du/ac	12	CC	0.32	6	2 Story Commercial Surface Parking	Existing Commercial Use	1.89
Commercially Zoned Site	124-30-015	1963 El Camino Real	CN	20 du/ac	6	CN	0.28	6	Gas Station	Underground Storage Tanks; Current Maximum Residential Density is 15 du/ac	0.04
Commercially Zoned Site	132-35-045	3705 El Camino Real	CN	20 du/ac	6	CN	0.28	6	1 Story Retail	Existing Commercial Use; Current Maximum Residential Density is 15 du/ac	0.26
Commercially Zoned Site	120-33-004	67 Encina Av	CS	30 du/ac	8	CS	0.27	6	1 Story Commercial; Office	Existing Commercial Use	1.17
Commercially Zoned Site	132-37-055	3051 El Camino Real	CS	30 du/ac	9	CS	0.3	6	1 Story Retail; Surface Parking	Existing Commercial Use	0.45
Commercially Zoned Site	132-38-058	320 Lambert Av	CS	30 du/ac	8	CS	0.28	6	1 Story Office Commercial; Light Industrial	Existing Commercial Use	6.46
Commercially Zoned Site	132-38-060	280 Lambert Av	CS	30 du/ac	8	CS	0.28	6	1 Story Office Commercial; Light Industrial	Existing Commercial Use	0.53
Commercially Zoned Site	132-38-061	292 Lambert Av	CS	30 du/ac	9	CS	0.32	6	1 Story Office Commercial; Light Industrial	Existing Commercial Use	0.93
Commercially Zoned Site	132-39-087	455 Lambert Av	CS	30 du/ac	9	CS	0.32	6	1 Story Commercial	Existing Commercial Use	0.56
Commercially Zoned Site	142-20-055	3160 El Camino Real	CS	30 du/ac	8	CS	0.29	6	2 Story Office; Surface Parking	Existing Commercial Use	0.03
Commercially Zoned Site	124-32-040	414 California Av	CC (2)(R)(P)	30 du/ac	11	CC	0.37	7	2 Story Financial Services; Surface Parking	Existing Commercial Use	0.49
Commercially Zoned Site	120-15-015	469 University Av	CD-C (GF)(P)	40 du/ac	13	CC	0.34	7	1 Story Commercial; Retail; Eating Drinking	Existing Commercial Use	1.7
Commercially Zoned Site	120-15-103	360 University Av	CD-C (GF)(P)	40 du/ac	13	CC	0.34	7	1 Story Retail	Existing Commercial Use	1

**TABLE B-1: HOUSING INVENTORY SITES**

SITE TYPE	APN	ADDRESS	ZONING	MAX. DENSITY	MAX. YIELD	LAND USE	SIZE (acres)	REALISTIC CAPACITY	EXISTING USES	OPPORTUNITIES AND CONSTRAINTS	A/V RATIO
Commercially Zoned Site	120-16-011	630 Cowper St	CD-C (P)	40 du/ac	13	CC	0.34	7	1 Story Office	Existing Commercial Use	0.45
Commercially Zoned Site	120-26-002	130 Lytton Av	CD-C (P)	40 du/ac	13	CC	0.34	7	2 Level Parking Structure	Parking serving adjacent commercial uses	0.36
Commercially Zoned Site	132-46-100	4115 El Camino Real	CN	20 du/ac	7	CN	0.35	7	1 Story Eating Drinking	Existing Commercial Use; Current Maximum Residential Density is 15 du/ac	1.03
Commercially Zoned Site	137-08-081	3630 El Camino Real	CN	20 du/ac	7	CN	0.37	7	2 Story Office; Surface Parking	Existing Commercial Use; Current Maximum Residential Density is 15 du/ac	0.36
Commercially Zoned Site	137-11-078	3700 El Camino Real	CN	20 du/ac	7	CN	0.36	7	1 Story Personal Service; Retail; Surface Parking	Existing Commercial Use; Current Maximum Residential Density is 15 du/ac	0
Commercially Zoned Site	137-11-083	3896 El Camino Real	CN	20 du/ac	7	CN	0.32	7	1 Story Retail; Eating Drinking; Surface Parking	Existing Commercial Use; Current Maximum Residential Density is 15 du/ac	0.56
Commercially Zoned Site	132-37-033	2905 El Camino Real	CS	30 du/ac	9	CS	0.32	7	2 Story Commercial; Surface Parking	Existing Commercial Use	0.17
Commercially Zoned Site	132-37-052	2951 El Camino Real	CS	30 du/ac	9	CS	0.32	7	1 Story Retail; Commercial	Existing Commercial Use	0.62
Commercially Zoned Site	132-37-056	3001 El Camino Real	CS	30 du/ac	9	CS	0.33	7	1 Story Retail; Surface Parking	Existing Commercial Use	1.08
Commercially Zoned Site	132-38-048	268 Lambert Av	CS	30 du/ac	10	CS	0.35	7	1 Story Office Commercial; Light Industrial	Existing Commercial Use	0.64
Commercially Zoned Site	132-41-088	3801 El Camino Real	CS	30 du/ac	10	CS	0.35	7	1 Story Office; Surface Parking	Existing Commercial Use	1.14
Commercially Zoned Site	132-46-119	4195 El Camino Real	CS	30 du/ac	10	CS	0.35	7	1 Story Automotive Services	Existing Commercial Use	0.88
Commercially Zoned Site	132-46-120	4193 El Camino Real	CS	30 du/ac	10	CS	0.36	7	1 Story Medical Office; Automotive Services	Existing Commercial Use	0.56
Commercially Zoned Site	124-33-066	2585 El Camino Real	CN	20 du/ac	8	CN	0.4	8	Surface parking	Parking serving adjacent commercial uses	0
Commercially Zoned Site	132-40-059	3609 El Camino Real	CN	20 du/ac	8	CN	0.42	8	Gas Station	Underground Storage Tanks; Current Maximum Residential Density is 15 du/ac	0
Commercially Zoned Site	132-41-083	3783 El Camino Real	CN	20 du/ac	8	CN	0.42	8	1 Story Eating Drinking; Retail; Commercial; Surface Parking	Existing Commercial Use; Current Maximum Residential Density is 15 du/ac	1.33
Commercially Zoned Site	137-01-070	2200 El Camino Real	CN	20 du/ac	8	CN	0.41	8	Gas Station	Underground Storage Tanks; Current Maximum Residential Density is 15 du/ac	0.11
Commercially Zoned Site	132-38-068	425 Portage Av	CS	30 du/ac	12	CS	0.4	8	1 Story Commercial; Office	Existing Commercial Use	0.31
Commercially Zoned Site	132-38-045	3200 Ash St	CS	30 du/ac	11	CS	0.39	8	1 Story Office; Surface Parking	Existing Commercial Use	4.6
Commercially Zoned Site	132-38-046	3250 Ash St	CS	30 du/ac	11	CS	0.38	8	2 Story Office Commercial	Existing Commercial Use	1.13
Commercially Zoned Site	148-09-010	4335 El Camino Real	CS	30 du/ac	12	CS	0.4	8	2 Story Commercial; Office	Existing Commercial Use	1.21
Commercially Zoned Site	120-34-014	98 Encina Av	CC	30 du/ac	13	CC	0.44	9	Surface parking	Parking serving adjacent commercial uses	0.01
Commercially Zoned Site	124-30-017	1921 El Camino Real	CN	20 du/ac	9	CN	0.43	9	1 Story Eating Drinking; Surface parking	Existing Commercial Use; Current Maximum Residential Density is 15 du/ac	0.97
Commercially Zoned Site	132-46-104	4128 El Camino Wy	CN	20 du/ac	9	CN	0.45	9	2 Story Office	Existing Commercial Use; Current Maximum Residential Density is 15 du/ac	0.32
Commercially Zoned Site	137-01-113	2280 El Camino Real	CN	20 du/ac	9	CN	0.43	9	1 Story Eating Drinking; Surface parking	Existing Commercial Use; Current Maximum Residential Density is 15 du/ac	0.06
Commercially Zoned Site	137-01-125	2257 Yale St	CN	20 du/ac	9	CN	0.43	9	2 Story Office; Surface Parking	Existing Commercial Use; Current Maximum Residential Density is 15 du/ac	1.23
Commercially Zoned Site	132-39-071	429 Lambert Av	CS	30 du/ac	13	CS	0.45	9	1 Story Automotive Services; Office	Existing Commercial Use	0.23
Commercially Zoned Site	167-08-036	4232 El Camino Real	CS	30 du/ac	12	CS	0.43	9	1 Story Daycare School	Existing Commercial Use	1.07
Commercially Zoned Site	137-01-069	559 College Av	CN	20 du/ac	10	CN	0.47	10	2 Story Retail; Surface Parking	Existing Commercial Use; Current Maximum Residential Density is 15 du/ac	1.81
Commercially Zoned Site	124-33-067	2501 El Camino Real	CN; CC (2)	20/30 du/ac	10	CN	0.51	10	1 Story Eating Drinking	Existing Commercial Use; Current Max Res Density is 15 du/ac on portion of lot	0.33
Commercially Zoned Site	132-39-090	415 Lambert Av	CS	30 du/ac	15	CS	0.51	10	1 Story Commercial	Existing Commercial Use	3.44
Commercially Zoned Site	132-41-096	3885 El Camino Real	CS	30 du/ac	14	CS	0.47	10	1 Story Eating Drinking; Surface parking	Existing Commercial Use	3.51
Commercially Zoned Site	167-08-030	4230 El Camino Real	CS	30 du/ac	15	CS	0.52	10	1 Story Automotive Service	Existing Commercial Use	0.04
Commercially Zoned Site	167-08-035	4200 El Camino Real	CS	30 du/ac	14	CS	0.48	10	1 Story Automotive Service	Existing Commercial Use	0
Commercially Zoned Site	124-29-020	150 Grant Av	CC (2)	30 du/ac	17	CC	0.59	12	1 Story Commercial; Office	Existing Commercial Use	0.23
Commercially Zoned Site	132-38-062	435 Acacia Av	CS	30 du/ac	18	CS	0.62	12	1 Story Office	Existing Commercial Use	7.47
Commercially Zoned Site	167-08-042	4256 El Camino Real	CS	30 du/ac	17	CS	0.59	12	1 Story Eating Drinking	Existing Commercial Use	0.14
Commercially Zoned Site	132-36-077	2675 El Camino Real	CN	20 du/ac	13	CN	0.63	13	1 Story Eating Drinking; Surface parking	Existing Commercial Use; Current Maximum Residential Density is 15 du/ac	0.59
Commercially Zoned Site	132-44-022	4115 El Camino Wy	CN	20 du/ac	13	CN	0.64	13	1 Story Commercial; Surface Parking	Existing Commercial Use; Current Maximum Residential Density is 15 du/ac	0.75
Commercially Zoned Site	120-34-001	841 El Camino Real	CS	30 du/ac	19	CS	0.64	13	Automotive Service	Existing Commercial Use	0
Commercially Zoned Site	167-08-037	4222 El Camino Real	CS	30 du/ac	19	CS	0.63	13	1 Story Eating Drinking	Existing Commercial Use	0.41
Commercially Zoned Site	132-43-153	4085 El Camino Wy	CN	20 du/ac	14	CN	0.71	14	1 Story Retail; Surface Parking	Existing Commercial Use; Current Maximum Residential Density is 15 du/ac	0.7
Commercially Zoned Site	132-44-100	4135 El Camino Wy	CN	20 du/ac	15	CN	0.75	15	2 Story Office; Underground Parking	Existing Commercial Use; Current Maximum Residential Density is 15 du/ac	4.06
Commercially Zoned Site	137-01-129	2390 El Camino Real	CN	20 du/ac	15	CN	0.76	15	2 Story Commercial Surface Parking	Existing Commercial Use; Current Maximum Residential Density is 15 du/ac	0
Commercially Zoned Site	142-20-054	3150 El Camino Real	CS	30 du/ac	22	CS	0.75	15	1 Story Eating Drinking; Surface parking	Existing Commercial Use	0.3

**TABLE B-1: HOUSING INVENTORY SITES**

SITE TYPE	APN	ADDRESS	ZONING	MAX. DENSITY	MAX. YIELD	LAND USE	SIZE (acres)	REALISTIC CAPACITY	EXISTING USES	OPPORTUNITIES AND CONSTRAINTS	A/V RATIO
Commercially Zoned Site	132-39-088	3399 El Camino Real	CS; CN	30/20 du/ac	15	CS;CN	0.74	15	1 Story Eating Drinking; Surface parking	Existing Commercial Use	0.29
Commercially Zoned Site	137-08-083	3400 El Camino Real	CS (H); RM-15	30/15 du/ac	19	MF;CS	0.96	19	1 Story Eating Drinking	Existing Commercial Use	1.74
Commercially Zoned Site	132-38-056	430 Lambert Av	CS	30 du/ac	30	CS	1.03	21	2 Story Office Commercial	Existing Commercial Use	4.49
Commercially Zoned Site	124-28-045	154 California Av	CC (2)(R)(P)	30 du/ac	34	CC	1.14	23	2 Story Retail	Existing Commercial Use	0.29
Commercially Zoned Site	148-09-014	4291 El Camino Real	CS	30 du/ac	34	CS	1.16	23	1 Story Eating Drinking; Surface parking	Existing Commercial Use	0.33
Commercially Zoned Site	132-31-042	130 Sheridan Av	GM	40 du/ac	34	LI	1.13	34	Within PTOD	Needs Rezoning to allow Residential Use	0
Commercially Zoned Site	142-20-035	3128 El Camino Real	CS	30 du/ac	35	CS	1.18	24	1 Story Eating Drinking; Surface parking	Existing Commercial Use	0.93
Commercially Zoned Site	147-03-041	768-790, 796A San Antonio Ave	CS	30 du/ac	17	CS	0.57	11	Automotive Service	Existing Commercial Use	0.82
Commercially Zoned Site	147-05-092	780 San Antonio	CS	30 du/ac	13	CS	0.42	8	Automotive Service	Existing Commercial Use	0.37
Commercially Zoned Site	147-05-086	4201 Middlefield	CS	30 du/ac	10	CS	0.32	6	Automotive Service Jiffy Lube	Existing Commercial Use	1.09
Commercially Zoned Site	147-05-088	744 San Antonio	CS	30 du/ac	38	CS	1.27	25	Automotive Service General Business Service	Existing Commercial Use	7.08
Commercially Zoned Site	147-05-091	760 San Antonio Ave	CS	30 du/ac	20	CS	0.65	13	General Office	Existing Commercial Use	0.49
Commercially Zoned Site	147-05-089	748-750	CS	30 du/ac	19	CS	0.65	13	General Business Service	Existing Commercial Use	0.63
Commercially Zoned Site	147-03-043	808-810 San Antonio Ave	CS	30 du/ac	13	CS	0.43	9	Personal Service	Existing Commercial Use	1.14
Commercially Zoned Site	147-03-038	800-802 San Antonio Ave	CS	30 du/ac	13	CS	0.43	9	General Business Office	Existing Commercial Use	1.64
Commercially Zoned Site	147-03-042	792-796B San Antonio Ave	CS	30 du/ac	13	CS	0.43	9	Personal Service Retail	Existing Commercial Use	1.96
Commercially Zoned Site	147-03-065	910 Charleston Rd	CS	30 du/ac	14	CS	0.48	10	Gas Station	Existing Commercial Use	1.43
Commercially Zoned Site	147-03-064	840 San Antonio Ave	CS	30 du/ac	15	CS	0.49	10	Gas Station	Existing Commercial Use	0.12
Commercially Zoned Site	147-03-040	824 San Antonio Ave	CS	30 du/ac	13	CS	0.44	9	General Business Office	Existing Commercial Use	2.2
Commercially Zoned Site	147-03-039	816-814 San Antonio Ave	CS	30 du/ac	13	CS	0.44	9	General Business Office	Existing Commercial Use	0.18
Commercially Zoned Site	147-05-087	716-720 San Antonio	CS	30 du/ac	41	CS	1.36	27	General Business Service Light Industrial Grocery	Existing Commercial Use	0.44
SOFA II Sites	120-27-073	718 Emerson St	RT-35	25-50 du/ac	4	SOFA II CAP	0.12	2	1 Story; Automotive Service	Small lot ; consolidation opportunity	0.53
SOFA II Sites	120-28-084	918 Emerson St	RT-35	25-50 du/ac	3	SOFA II CAP	0.08	2	1 Story; Automotive Service	Small lot; consolidation opportunity	0
SOFA II Sites	120-27-072	721 Emerson St	RT-35	25-50 du/ac	4	SOFA II CAP	0.12	3	1 Story Professional Office; Surface Parking	Small lot ; consolidation opportunity	0.93
SOFA II Sites	120-28-004	160 Homer Av	RT-35	25-50 du/ac	4	SOFA II CAP	0.12	3	Surface Parking	Small lot ; consolidation opportunity	0.05
SOFA II Sites	120-28-033	839 Emerson St	RT-35	25-50 du/ac	4	SOFA II CAP	0.12	3	1 Story Personal Service; Surface Parking	Small lot ; consolidation opportunity	0.02
SOFA II Sites	120-28-036	825 Emerson St	RT-35	25-50 du/ac	4	SOFA II CAP	0.12	3	1 Story Personal Service; Surface Parking	Small lot ; consolidation opportunity	0.31
SOFA II Sites	120-28-080	943 Emerson St	RT-35	25-50 du/ac	3	SOFA II CAP	0.11	3	1 Story Professional Office	Small lot; consolidation opportunity	1.04
SOFA II Sites	120-28-081	935 Emerson St	RT-35	25-50 du/ac	3	SOFA II CAP	0.11	3	1 Story Personal Service	Small lot; consolidation opportunity	0.59
SOFA II Sites	120-28-082	929 Emerson St	RT-35	25-50 du/ac	3	SOFA II CAP	0.11	3	1 Story SFD	Small lot; consolidation opportunity	0.01
SOFA II Sites	120-28-085	926 Emerson St	RT-35	25-50 du/ac	3	SOFA II CAP	0.11	3	2 Story Personal Service; Office	Small lot; consolidation opportunity	0.34
SOFA II Sites	120-28-090	931 High St	RT-35	25-50 du/ac	4	SOFA II CAP	0.12	3	1 story light manufacturing	Small lot ; consolidation opportunity	0.19
SOFA II Sites	120-28-091	925 High St	RT-35	25-50 du/ac	5	SOFA II CAP	0.14	3	Vacant; Auto Storage	Small lot ; consolidation opportunity	0.01
SOFA II Sites	120-28-093	960 High St	RT-35	25-50 du/ac	4	SOFA II CAP	0.12	3	1 Story Automotive Service	Small lot ; consolidation opportunity	0.59
SOFA II Sites	120-30-048	1027 Alma St	RT-35	25-50 du/ac	4	SOFA II CAP	0.12	3	1 Story Professional Office	Small lot ; consolidation opportunity	0.79
SOFA II Sites	120-30-049	1019 Alma St	RT-35	25-50 du/ac	4	SOFA II CAP	0.12	3	1 Story Retail; Surface Parking	Small lot ; consolidation opportunity	1.25
SOFA II Sites	120-28-003	815 High St	RT-35	25-50 du/ac	4	SOFA II CAP	0.13	4	1 Story Professional Office	Small lot ; consolidation opportunity	1.55
SOFA II Sites	120-28-005	160 Homer Av	RT-35	25-50 du/ac	5	SOFA II CAP	0.14	4	Surface Parking	Small lot ; consolidation opportunity	0.02
SOFA II Sites	120-28-051	190 Channing Av	RT-35	25-50 du/ac	6	SOFA II CAP	0.17	5	1 Story Professional Office	Small lot ; consolidation opportunity	1.45
SOFA II Sites	120-28-092	940 High St	RT-35	25-50 du/ac	6	SOFA II CAP	0.18	5	1 story light manufacturing	Small lot ; consolidation opportunity	0.62
SOFA II Sites	120-28-094	145 Addison Av	RT-35	25-50 du/ac	6	SOFA II CAP	0.17	5	1 Story Professional Office	Small lot ; consolidation opportunity	0.77
SOFA II Sites	120-28-099	829 Emerson St	RT-35	25-50 du/ac	6	SOFA II CAP	0.19	5	1 Story Personal Service; Office; Surface Parking	Small lot ; consolidation opportunity	0.89
SOFA II Sites	120-27-048	700 Emerson St	RT-35	25-50 du/ac	8	SOFA II CAP	0.24	6	1 Story Professional Office; Surface Parking	Existing Commercial Use	1.55
SOFA II Sites	120-27-049	701 Emerson St	RT-35	25-50 du/ac	8	SOFA II CAP	0.22	6	1 Story Personal Service; Surface Parking	Existing Commercial Use	1.04
SOFA II Sites	120-28-040	849 High St	RT-35	25-50 du/ac	8	SOFA II CAP	0.24	6	1 Story Professional Office	Existing Commercial Use	0.89
SOFA II Sites	120-28-050	901 High St	RT-35	25-50 du/ac	11	SOFA II CAP	0.32	6	Vacant; Auto Storage	Existing Commercial Use	0
SOFA II Sites	120-28-095	999 Alma St	RT-35	25-50 du/ac	8	SOFA II CAP	0.24	6	1 Story Retail	Existing Commercial Use	1.3
SOFA II Sites	120-30-050	100 Addison Av	RT-35	25-50 du/ac	8	SOFA II CAP	0.24	6	1 Story Retail; Surface Parking	Existing Commercial Use	0
SOFA II Sites	120-28-097	925 Alma St	RT-50	25-50 du/ac	8	SOFA II CAP	0.24	6	1 Story Professional Office	Existing Commercial Use	1.2
SOFA II Sites	120-28-038	882 Emerson St	RT-35	25-50 du/ac	8	SOFA II CAP	0.25	7	2 Story Personal Service; Medical Office; Surface Parking	Existing Commercial Use	8.86
SOFA II Sites	120-28-086	930 Emerson St	RT-35	25-50 du/ac	8	SOFA II CAP	0.25	7	1 Story Automotive Service	Existing Commercial Use	2.04
SOFA II Sites	120-28-089	965 High St	RT-35	25-50 du/ac	12	SOFA II CAP	0.35	9	1 Story Professional Office; Surface Parking	Existing Commercial Use	0.47
SOFA II Sites	120-27-046	700 High St	RT-50	25-50 du/ac	12	SOFA II CAP	0.36	9	1 Story Office	Existing Commercial Use	1.64
SOFA II Sites	120-27-075	774 Emerson St	RT-35	25-50 du/ac	16	SOFA II CAP	0.48	13	1 Story Retail	Existing Commercial Use	1.76
SOFA II Sites	120-28-037	840 Emerson St	RT-35	25-50 du/ac	16	SOFA II CAP	0.48	13	Surface Parking	Parking serving adjacent commercial uses	0.03
Residentially Zoned Site	132-41-025	397 Curtner Ave.	RM-30	30 du/ac	6	MF	0.19	4	2 story duplex	Existing Residential	0.73
Residentially Zoned Site	003-02-021	725 University Av	RM-30	30 du/ac	7	MF	0.25	5	1 Story Office; Surface Parking	Existing Commercial Use	0.4
Residentially Zoned Site	003-02-022	489 Middlefield Rd	RM-30	30 du/ac	7	MF	0.25	5	1 Story Office; Surface Parking	Existing Commercial Use	0.12
Residentially Zoned Site	120-04-043	704 Webster St	RM-30	30 du/ac	7	MF	0.22	5	1 Story Professional Office; Surface Parking	Existing Commercial Use	0.67
Residentially Zoned Site	120-16-046	720 Cowper St	RM-30	30 du/ac	7	MF	0.23	5	1 Story Office; Surface Parking	Existing Commercial Use	0.49
Residentially Zoned Site	124-27-038	2185 Park Bl	RM-30	30 du/ac	7	MF	0.25	5	2 Story Office; Surface Parking	Existing Commercial Use	1.21
Residentially Zoned Site	124-27-039	2149 Park Bl	RM-30	30 du/ac	7	MF	0.25	5	2 Story Office; Surface Parking	Existing Commercial Use	0.74

TABLE B-1: HOUSING INVENTORY SITES

SITE TYPE	APN	ADDRESS	ZONING	MAX. DENSITY	MAX. YIELD	LAND USE	SIZE (acres)	REALISTIC CAPACITY	EXISTING USES	OPPORTUNITIES AND CONSTRAINTS	A/V RATIO
Residentially Zoned Site	120-03-038	610 University Av	RM-40	40 du/ac	8	MF	0.22	5	2 Story Professional Office; Surface Parking	Existing Commercial Use	0.22
Residentially Zoned Site	003-02-043	575 Middlefield Rd	RM-30	30 du/ac	8	MF	0.28	6	2 Story Office; Podium Parking	Existing Commercial Use	0.19
Residentially Zoned Site	003-02-048	547 Middlefield Rd	RM-30	30 du/ac	10	MF	0.36	7	2 Story Office; Surface Parking	Existing Commercial Use	1.61
Residentially Zoned Site	124-28-043	2211 Park Bl	RM-30	30 du/ac	10	MF	0.34	7	1 Story Office; Surface Parking	Existing Commercial Use	1.26
Residentially Zoned Site	003-02-047	720 University Av	RM-30	30 du/ac	12	MF	0.41	8	1 Story Office; Surface Parking	Existing Commercial Use	0.37
Residentially Zoned Site	137-01-121	531 Stanford Av	RM-30	30 du/ac	12	MF	0.4	8	2 Story Hotel; Surface Parking	Existing Commercial Use	4.91
Residentially Zoned Site	120-16-041	400 Forest Av	RM-40	40 du/ac	18	SOFA I CAP	0.45	9	1 Story Medical Office; Podium Parking	Existing Commercial Use	1.6
Residentially Zoned Site	120-16-042	430 Forest Av	RM-40	40 du/ac	20	SOFA I CAP	0.51	13	1 Story Automotive Service	Existing Commercial Use	0.91
Residentially Zoned Site	137-37-004	4102 El Camino Real	RM-30	30 du/ac	19	MF	0.64	13	1 Story Religious Institution	Existing Non-Residential Use	0.02
Residentially Zoned Site	127-15-023	4151 Middlefield Rd	RM-15	15 du/ac	18	MF	0.93	18	2 Story Office; Surface Parking	Existing Commercial Use	1.46
Residentially Zoned Site	132-42-074	3945 El Camino Real	RM-30; CS	30 du/ac	26	MF;CS	0.89	18	1 to 2 Story Professional Office; Surface Parking	Existing Commercial Use	1.35
Residentially Zoned Site	132-42-073	3901 El Camino Real	RM-30	30 du/ac	33	MF	1.1	22	2 Story Motel; Surface Parking	Existing Commercial Use	1.39
Residentially Zoned Site	132-38-059	340 Portage Ave	RM-30	30 du/ac	374	MF	12.47	221	1 Story Commercial/Retail	Existing Commercial Use	4.68