

Project Background and Description
Planned Community District Request: TKCJL
901 San Antonio Road / File Nos. 05PLN-00295

Project Location- BUILD and TKCJL

The project area is located at 901 San Antonio Road. The project area is bounded by San Antonio Road to the east, Charleston Road to the south, Fabian Way to the west, and the Space Systems/Loral facility to the north, as shown on the project location map in Attachment A.

The existing site contains a five-story, 257,980 square foot, vacant office building, previously occupied by Sun Microsystems. An at-grade parking surrounds the building and contains parking lot trees and ground level landscaping.

The northern four-acre parcel or BUILD site is owned by BRIDGE Urban Infill Land Development (BUILD), and the southern 8.2-acre parcel is owned by Taube-Koret Campus for Jewish Life (TKCJL). The original 12.2-acre parcel was approved for subdivision by the City Council, with recommendation from the Planning & Transportation Commission, on March 3, 2003. City records, such as the Record of Land Use Action and previous staff reports pertaining to the decision, are available for review upon request.

Taube-Koret Campus for Jewish Life

The owner of the project is the Taube-Koret Campus for Jewish Life (TKCJL). The purpose of the TKCJL is, “to strengthen and enhance Jewish community life on the south peninsula by supporting development of a multi-purpose, intergenerational Jewish campus in Palo Alto.

“When completed, the project would become the new permanent home for a new Jewish Community Center, assisted living residences for older adults developed by the Jewish Home, the regional headquarters for the Jewish Community Federation, and offices for non-profits that would serve the Jewish community.”

Development Plan

The project contains two separate program components:

The *Jewish Senior Residences (JSR)*, would be a 193 unit residential building comprised of 118 units of congregate care and 75 assisted living units. The units would be located on a four level building on top of a parking podium that is approximately 12 feet above grade. The building would be designed to resemble smaller buildings, connected by bridges, walkways and corridors. Together, the JSR would contain approximately 298,000 square feet of living and circulation areas. The units will range in size from 751 square feet to 1742 square feet (11 assisted living units would be smaller, 311 square foot rooms for dementia care). Most units will have at least 82 square feet of private open space in the form of a balcony or patio. The building would be designed around two large landscaped courtyards, which will provide a private open space area for all residents. The building would contain common areas including a dining room, kitchen and lounge areas,

and a balcony facing Charleston Road, as well as administrative offices/services and nursing stations throughout the building. The height of the various building masses range from 55' to 58' above grade. Rooftop mechanical equipment would extend to approximately 70'.

The main entry to the JSR is adjacent to the porte cochere, accessible from Charleston Road. The main entry would include a lobby, elevators, reception and administrative areas. This area would also serve as the vehicular pick-up and drop off area for residents. There would be multiple pedestrian entries to the JSR at the podium level.

The *Jewish Community Center (JCC)*, would be a multiple-use facility contained in buildings throughout the TKCJL site at the podium and second levels. The uses and approximate area for each use include the following:

<u>Use</u>	<u>Area (square feet)</u>
Cultural Hall/Space	35,299
Fitness Center	55,127
Activity Rooms	7,204
Teen Center	1,904
Administration	7,043
Community Agencies	5,546
Ancillary Commercial	5,375
Preschool	16,650
Total	134,148

Significant uses and spaces are summarized below:

The *cultural hall/space*(Building F), located at the corner of San Antonio Road and Charleston Road, would be the primary facility for performances, lectures, and conferences with seating for up to 400 guests. The building would also have a library/learning center at the top level. Access to the cultural hall would be from the podium level and from the street level via a large stairway. The design of the hall at the street-level stairway would provide a design opportunity to connect the podium level activities and building with the street. An elevation view of this area (as seen from Charleston Road) can be found on Sheet A3.68, Detail 2. The height of this building would be 59'8" to the roof deck and 75' to the penthouse roof deck. The view of the building from San Antonio Road can be seen on Sheet A3.69. Secondary, smaller cultural space would be located in other buildings throughout the JCC

The *fitness center* would be located in two buildings (A and B) near the shared TKCJL and BUILD driveway from Fabian Way. These building would contain exercise equipment, an indoor pool, and outdoor pool, indoor sports courts, locker rooms, and common areas at the podium and second levels. Access to the fitness center is available from the parking garage and from the podium level. Exterior views of the fitness centers can be seen on Sheet A3.60 (view from shared driveway and from podium) and Sheet A3.61 (view from Fabian Way). The heights of these buildings would extend to approximately 55' for Building A and approximately 50' for Building B.

The *preschool* uses would be located in three buildings (C, D, and E). The preschool would be located at the east side near San Antonio Road and is intended to serve approximately 240 children in 12 classroom spaces. The preschool area would contain indoor and outdoor flexible use play areas, kitchen and restroom facilities, a multi-purpose room, and meeting/administration spaces. The preschool space will be located primarily at the podium level with after school and arts programs located on the second level of Building C. Units of the JSR would be located at the second, third and fourth levels of Building D and E. Access to the preschool would be from the podium level and from the garage via a stairway or elevator. Exterior views of the preschool can be seen on Sheets A3.63 and A3.64. The heights of Building C extend to approximately 45' above grade.

Central Sculptural Tower

A key element of the applicant's submittal includes a sculptural tower element that would serve as the symbolic center of the JSR and JCC programs. The tower would extend to approximately 96 feet above grade, which would be approximately 26 feet taller than the tallest mechanical room at the cultural hall. The final design of the tower has not been completed, but it is intended to have a solid lower portion that would extend to approximately 65' above grade and a light-framed clear portion that would extend an additional 30 feet. The maximum height within the PC district is 50'. Mechanical equipment rooms may extend an additional 15' above the maximum height to 65'. A Design Enhancement Exception (DEE) has been requested for this tower to exceed the height limits. Staff is evaluating the findings that would be required for a height exception.

Parking Garage

Automobile parking for the JSR and JCC is in the garage, as is the trash and recycling facilities, mail delivery, bicycle storage, and electrical/mechanical equipment. The garage would contain approximately 610 parking spaces, including 13 accessible spaces. Approximately 151 bicycle parking spaces would be provided for residents and guests. Pedestrian access from the podium level to the garage will be available at locations at the podium level via stairs and elevators. Vehicular traffic will enter and exit the garage from the BUILD/TKCJL shared driveway that provides access to Fabian Way. A right-turn only exit from the garage on to San Antonio Road would be a secondary exit from the project site.

The following is a table that summarizes the project components:

Summary Project Table- June 2006

Component	Units	Floor Area	FAR*	Parking Spaces
Jewish Senior Residences	193	298,130	0.81	
Jewish Community Center	NA	134,148	0.36	
Total	193 units	432,278	1.17	610 spaces

*For the entire 8.5 acre site

Landscaping

The landscape plan for the podium has been designed to be an integral part of the TKCJL project. Special design considerations were implemented in such a way to achieve the look of a vibrant, natural landscape on top of the concrete podium. This intent was achieved by using raised planter beds, meandering walkways, and the placement of large common areas that would take advantage of all the available natural light.

The landscape plan is defined by four significant landscaped areas: The Cultural Court, adjacent to the cultural hall entry; the Midrachov, a long pedestrian walkway between Buildings D,M and L containing landscaped planters and street furniture; the Town Square, containing large palm trees and landscaped amphitheater, and the Senior Outdoor Living courts, which provide common landscaped areas for the residents of the JSR. Each of these areas would be designed as unique outdoor spaces with plantings, trees, fixtures, lighting and furniture.

Landscape design at the perimeter was designed with specific purposes. The landscape plan along the shared drive would help define a residential street quality and would reinforce the formal TKCJL entry experience. The planting along the east side of the site would unify the entire San Antonio Road frontage with landscaping that would suggest a gateway feature to from the Highway 101 freeway into Palo Alto. The Fabian Way landscaping would be supplemented with private landscaping including ground cover, shrubs and trees. The Charleston Road landscape plan would be unique, in that it would utilize traditional landscaping beds for groundcover, shrubs and trees, but also include hardscape elements such as the stairway to the Cultural Court and street trees in sidewalk wells at the corner of the cultural hall. All proposed landscaping would be of a drought-tolerant variety that would minimize on-site water use.

Although most of the project is currently covered with buildings and pavement, redevelopment of the site with buildings on podium structures would increase the area covered with impervious surfaces. Stormwater runoff could increase. Program controls would be required to detaining the additional runoff on the project site through the use of oversized pipes and similar measures that provide adequate storage to detain the additional runoff.

Integration with BUILD

The design development of BUILD and the TKCJL projects have followed similar paths and timelines. BUILD and TKCJL were involved in the initial Tentative Map process (completed in 2003) to divide the site into two parcels. Steinberg Architects, the architects for both projects, has been on-board since the City Council prescreening in 2004. In addition, the DEIR was developed to analyze the cumulative environmental impacts of both projects. As a result of this early integration, the projects have been developed cooperatively with special attention given to the shared space between the two projects. The two elements that would define this shared space are the vehicular entry driveway from Fabian Way and the Building A for-sale townhomes that are located at the edge of the shared space.

The intent of the Fabian Way driveway is to provide a shared vehicular entry way, which would also function as the symbolic formal entry for both projects. The driveway consists of a two-way, two-lane “road”, including a pick-up and drop-off turnaround area. A third lane is located at the inbound side of the driveway for security purposes. Visitors needing security services would use this land before proceeding further into the site. A landscaped median would reinforce the formal entry. Immediately adjacent to the east of the pick-up and drop-off spaces is a pedestrian waiting area, shown on the site plans as a semi-circular area. This area is required for Fire Department access to the interior areas of both projects. During a typical operating day, this area would be used as a gathering area for visitors who are being pick-up or dropped off to the project. A wide stairway would extend down from the podium level of the BUILD project to the waiting area. The TKCJL project would also have a wide staircase from the parking podium on their site to the waiting area. This area will be a highly trafficked and lively area once both projects are developed and operating normally.

The BUILD townhomes in Building A would be oriented along the shared driveway. The intent of the Building A design is to bring a residential neighborhood and pedestrian scaled experience to the vehicular driveway. These units would be one and two-level townhomes. Townhomes oriented at the shared driveway will be single-level homes with main entrances located at the shared driveway. The two-level townhomes would have main entrances accessible from the podium level. Stoops would be located at the driveway level that would lead to the private patios. The sidewalks would be lined with trees along the Building A frontage. The TKCJL side of the driveway would be slightly more utilitarian, in that the location of community agency office space would be at the ground level driveway area. This elevation would have storefront window and glazing systems for the office space with low ground cover landscaping.

Secondary and Service Entrances

There will be two service entrances to the site. The primary service entry drive would be accessed from Charleston Road. This service drive would be the main delivery and pickup area for trash/recycling, site-wide deliveries, and access to the mechanical and transformer rooms. A secondary delivery area is proposed for San Antonio Road, and would serve the cultural hall (Building F). This area would allow a truck to pull into the site, parallel to the street, for deliveries and pick-ups.

Green Building Goals

The applicant has utilized the LEED checklist for commercial development projects to plan and develop their green building and energy efficiency program. Copies of the completed checklists are contained in the Supplemental Design Details binder, Section 4.

At a minimum, the project would be required to meet the State of California Title 24 energy requirements, as well as the City of Palo Alto Construction and Demolition program requirements for the removal and recycling of construction and demolition debris for the existing buildings on the site.

The applicant has also committed to investigate specific design features, construction methods, energy saving equipment, recycled products that could be incorporated into the project.

Planned Community and Comprehensive Plan Amendment Request

In accordance with the requirement of the Palo Alto Municipal Code, Title 18.68 (Planned Community districts), the applicant has submitted a development program statement and development schedule. These materials are contained in Attachments F. The findings include a description of the proposed public benefits.

A Comprehensive Plan amendment is requested to change the existing land use of Light Industrial to Mixed Use. According to the City's Comprehensive Plan, the *Mixed Use* designation allows a mix of uses including Live/Work, Retail/Office, Residential/Retail and Residential/Office development. Live/Work refers to one or more individuals living in the same building where they earn their livelihood, usually in professional or light industrial activities. Retail/Office, Residential/Retail, and Residential/Office provide other variations to mixed use with retail typically on the ground floor and residential on upper floors. Under this land use designation, floor area ratios (FARs) can range up to 1.15, although Residential/Retail and Residential/Office development located along transit corridors or near multi-modal centers can range up to 2.0 FAR with up to 3.0 FAR possible in areas resistant to revitalization. Mixed use may include permitted activities mixed within the same building or within separate buildings on the same site or on nearby sites.

Project Timeline

The BUILD and TKCJL projects have received discretionary approvals and preliminary reviews from boards, commissions and the City Council for specific project components. The following is a timeline of significant review milestones for the TKCJL project:

March 3, 2003	City Council Approval of Tentative Map, creating the BUILD and TKCJL parcels
June 14, 2004	City Council Prescreening Meeting for BUILD and TKCJL
December 2, 2004	Architectural Review Board Meeting Preliminary Review of the TKCJL initial design
April 19, 2005	Architectural Review Board Meeting Preliminary Review of the TKCJL revised design
September 14, 2005	Planning and Transportation Commission Meeting Initial Review
September 15, 2005	TKCJL, Preliminary ARB Meeting
October 20, 2005	TKCJL, Preliminary ARB Meeting
February 17, 2006	Release of the DEIR for TKCJL and BUILD projects for a 45-day public review period
March 29, 2006	Planning & Transportation Commission Meeting Public comment on Draft Environmental Impact Report

April 20, 2006

Architectural Review Board Formal Review Meeting #1

May 18, 2006

Architectural Review Board Formal Review Meeting #2

June 28, 2006

Planning & Transportation Commission Meeting
Second Formal Review of the PC Application

Planning and Transportation Commission, Initial Review

The Planning and Transportation Commission (PTC) completed their initial review of the PC application on September 14, 2005. The PTC reviewed the applicant's development program statement, development plan, and a development schedule in accordance with PAMC 18.86.065. The development plans included preliminary drawings of the plot plans, landscape development plan, and design plan for the residential structures and the parking garage. Verbatim minutes of the meeting are contained in this attachment.

Project Table- September 14, 2005

Component	Units	Floor Area, sqft.	FAR*	Parking Spaces
Jewish Senior Housing	180	287,000		
Jewish Community Center	NA	130,000		
Total	180 units	417,000	1.12	615 spaces
Design Highlights: <ol style="list-style-type: none"> Mix of uses and building types located in arrangements that foster multiple opportunities for interactions between users; Contemporary design of buildings and outdoor spaces; Residences that serve senior populations at various stages of life; Site located in flood zone. All uses except parking garage located on top of parking podium, approximately 12-16 feet above grade. Building heights at cultural hall and senior residences exceed 50' maximums. Height variance requested to accommodate floor zone requirements. 				

*For the entire 8.5 acre site

The PTC recommended that a detailed development plan be submitted to the ARB for their review and directed the ARB to make a recommendation on the design of the plan to the PTC based upon the adopted architectural review findings contained in PAMC 18.76.020.

In their testimony, the PTC provided the following comments to the applicant and staff:

- Building heights that exceed the 50' maximum could be supported as long as the buildings are sensitively designed and any roof-top equipment is well integrated into the buildings to minimize the additional height;
- Buildings should be designed to reduce the feeling of the apparent mass of the structures;

- Parking layout, drive isles, and paths of travel should be clear and easy understandable for users of the parking facilities;
- A traffic demand management program, including a form of a shuttle service that would be available to all users of both the TKCJL and BUILD projects, should be a part of this project;
- Public benefits to allow City use of on-site facilities should be extended to the senior residents of the adjacent BUILD project;
- The cultural hall at the corner of San Antonio Road and Charleston Road is appropriate in the proposed location;
- Public benefits associated with the project should sufficiently benefit the surrounding community neighborhoods. Below Market Rate units located on the project site are preferred;
- The tower structure is an innovative way to handle ventilation and other mechanical proposes;
- The parking podium is a design challenge, in that the uses of the project should be connected to the street, yet are on top of the 12-16' podium. The architect should continue to strengthen the design connections between the street and the users.
- The proposed height and massing of the building would create a design precedent in the neighborhood. The project would shape how this area of Palo Alto might be developed in the future.

Planning and Transportation Commission, Environmental Review

The Commission held a public hearing on March 29, 2006 to accept public testimony on the Draft Environmental Impact Report (DEIR), which was made available for a public review period from February 17 to April 3, 2006. The Commission and members of the public provided oral and written comments and questions to staff regarding the information contained in the report.

The Final Environmental Impact Report (FEIR), which was made available on June 15, 2006, addresses each comment and question received during the public review period. The report contains the verbatim minutes from the March 29, 2006 meeting. This report was distributed to each agency that provided comments, each board member and commissioner from the ARB and the Commission, the City Council and interested members of the public.

Architectural Review Board, Formal Reviews

The Architectural Review Board (ARB) reviewed the Development Plan at two meetings on April 20 and May 18, 2006. The reviews focused on the design of the individual buildings, the contextual relationships between the projects and the adjacent BUILD projects, and other adjacent properties, the landscape plan, colors and materials, and on-site automobile and pedestrian circulation. The ARB voted to recommend approval of the project to the Commission and the City Council, subject to additional design review of specific project details. The ARB recommended a condition of approval that would limit the height of the tower to 96 feet and that the final tower design would be required to return to the ARB for review and a decision.

The ARB responded to the Commission's comments regarding design and compatibility

with the adjacent neighborhoods. A summary of the ARB's responses is contained in the Summary of Key Issues section of the June 28, 2006 staff report. The verbatim minutes from the May 18, 2006 ARB meeting, at which date the formal recommendation on the project was made to the Commission and City Council, is provided in this attachment.