



## DISCUSSION ITEMS

### Agenda Item # 10

#### AGENDA REPORT SUMMARY

**Meeting Date:** November 15, 2016

**Subject:** Loyola Corners Specific Plan Update

**Prepared by:** Jon Biggs, Community Development Director  
David Kornfield, Planning Services Manager—Advance Planning

**Reviewed by:** Jon Biggs, Community Development Director

**Approved by:** Chris Jordan, City Manager

**Attachments:**

1. Draft Update to Loyola Corners Specific Plan
2. Notes from the Loyola Corners Specific Plan Community Conversation

**Initiated by:**

City Council

**Fiscal Impact:**

Undetermined

**Environmental Review:**

An Initial Study will be completed on the Loyola Corners Specific Plan Update

**Policy Questions for Council Consideration:**

- Are the draft amendments to the Loyola Corners Specific Plan in line with City Council expectations?
- Are there other areas to explore or analyze?

**Summary:**

- This is a report on the Loyola Corners Specific Plan. It includes the most significant updates to the plan and information on the next steps in this process.

**Staff Recommendation:**

Council should review and discuss the draft Plan, provide input and suggest modifications and direct staff to complete the Plan and the economic analysis



**Subject:** Loyola Corners Specific Plan Update

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### **Purpose**

The purpose of this report is to inform the City Council on the updates to the Loyola Corners Specific Plan and obtain feedback on whether the updates to the document are in line with expectations.

### **Background**

The Loyola Corners Neighborhood Commercial Center Specific Plan, also referred to as the Loyola Corners Specific Plan (Specific Plan), was adopted in 1990 and amended in 1993. It is an ambitious plan that identifies potential growth, vehicle circulation and parking, building design standards and an implementation schedule for area enhancements.

In 2015, three development applications were proposed in the Loyola Corners commercial area. Two of the proposals incorporated three-story building designs and one proposal on the former Allied Auto Works site is a two-story design. Given the two-story height limits of the plan, there were questions on whether development proposals reflected the intent of the Specific Plan and if there was a need to amend the Specific Plan. A building moratorium was established in September 2015 to provide time to review and update the plan prior to approving any new development applications within the Specific Plan area.

In addition, Santa Clara County was in the process of upgrading Loyola Drive Bridge over Foothill Expressway and the City was upgrading the bridge on Fremont Avenue, which also provided an opportunity to review and update the plan.

### **Discussion/Analysis**

The intent of this specific plan update was to simplify the plan and clarify the policies and standards. It was also the goal of staff to clarify implementation of the plan and remove outdated and unnecessary requirements plus make clear those development standards that are mandatory. The five primary subjects that have been addressed in the plan include Land Use, Circulation, Parking, Building and Community Design, and Implementation. Following is a list of the key amendments to the plan:

#### *Land Use*

- Identified policies for specific parcels, including the Post Office Site, California Water Site, and Liquor Store. Specific policies for each of the sites was developed, which provide clear direction on community expectations for future development;
- For those parcels in the core of Loyola Corners fronting on Fremont Avenue – provide for up to three floors with a requirement that the first floor be retail and having the upper floors step back in a sloped roof form from the Fremont Avenue frontage plus allowing for residential units on these upper floors;
- Encourage the aggregation or consolidation of sites to provide greater flexibility in site development and to help accomplish circulation goals;



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- Allow product retail uses on the first level along Fremont Avenue and Miramonte Avenue without the need to provide on-site parking. On-street parking would provide the parking needed to accommodate these uses;
- Developed policies for the future development of the Post Office site to include an extension of Dolores Avenue that would separate residential uses on the north and commercial use of the south side of the parcel. Additionally, this policy would allow for a connection to the future Permanente Creek trail;
- Developed policies for the California Water Service Company site to facilitate retention of the desired quasi-public land use;
- Developed policies for the JP Liquor Store site to encourage relocation of the land use to the retail core and facilitate the site's conversion to a single-family land use;
- Allow residential development up to a density of 16 dwelling units per acre to facilitate additions and redevelopment of parcels; and
- Developed an incentive to facilitate product retail land uses along Fremont Avenue and Miramonte Avenue tied to the use of on-street parking.

#### *Circulation*

- Revise the A Street/Miramonte Avenue intersection to improve traffic flow and retain a southbound leg of Miramonte Avenue; and
- Provide for vehicle access to the Post Office an extension of Dolores Avenue should the property be developed with a new uses in the future.

#### *Parking*

- Allow for flexibility in developing the central parking area and/or developing a village style pedestrian and parking area along B Street and Carob Lane; and
- Retain on-street parking and loading on Fremont Avenue.

#### *Building and Community Design*

- Added language to minimize the massing of building elements above the second story;
- Clarified language about providing simple roof forms;
- Added language to require a tight and continuous building pattern along the street but allow for indentations for courtyards and plazas;
- Incorporated the streetscape improvements from the 2009 Loyola Corners Concept Plan, including on-street landscaping and on-street site elements; and
- Emphasized the desire for public art and banners identifying the area as a shopping district.

#### *Implementation*

- Added a policy to require street dedications and street improvements with redevelopment; and



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- Added a policy regarding requiring reciprocal access easements to facilitate common parking areas where appropriate.

#### *Next Steps*

As part of this update, staff enlisted the assistance of an economic consultant and a circulation consultant. Each of these consultants has started their review and analysis of the Loyola Corners area and the components of the Specific Plan. Although these reviews are not complete at this stage, their input will be crucial in guiding the final policies and programs that will become a part of the final document. Staff is working closely with these consultants and will use the results of these studies to guide the final draft document. Once this is done, staff will proceed with completing the environmental analysis of the project and have that in place and ready for consideration at a public hearing on the draft by the Planning and Transportation Commission as it develops a recommendation to the City Council, which must review and act on the final environmental determination and the proposed amendments.

The November 15 discussion is an opportunity for the City Council to provide guidance on the draft Plan and suggest other modifications not currently included. Staff would appreciate this feedback so that it captures all appropriate updates before moving forward with the environmental analysis and public review process. Note that the maps, drawings, and diagrams have been left out of this version of the specific plan so that the focus at this stage can be on the document's language. They will be included in the drafts circulated for the public hearings.

#### **Options**

- 1) Provide feedback on the draft amendments to the Specific Plan and continue on identified path towards adoption of the amended plan

**Advantages** Allows for early feedback on the Specific Plan by the City Council

**Disadvantages** None identified

- 2) Decline to proceed any further with amendments to the Specific Plan

**Advantages:** May provide for the lifting of the Moratorium

**Disadvantages:** May not provide appropriate direction for the Loyola Corners future

#### **Recommendation**

The staff recommends Option 1.

# Loyola Corners

## Specific Plan Update

A Revision to the 1990 Loyola Corners Neighborhood Commercial Center Specific Plan

November 2016



# Loyola Corners

## Specific Plan Update

### 1990 Loyola Corners Neighborhood Commercial Area Specific Plan

In conjunction with a City-commissioned committee, in 1990 the firm of Donald A. Woolfe & Associates prepared the Loyola Corners Neighborhood Commercial Area Specific Plan. The Plan was adopted to:

*Encourage and facilitate the long term viability of commercial activity at Loyola Corners.*

The 1990 Specific Plan intended to revitalize the area and included unique polices for certain parcels and a reduced parking ratio for commercial land uses. The 1990 Specific Plan relied on private actions and public funding to accomplish ambitious goals that to date remain largely unfulfilled. The City developed a related Loyola Corners Concept Plan for streetscape improvements for the area in in 2009; however the Concept Plan remains unfunded by the City.

Following community concerns about the scale and nature of potential redevelopment, the City Council enacted a development moratorium and directed staff to update the Specific Plan. This effort uses the original plan as a starting point, replaces outdated policies and creates new implementation tools. This plan replaces the 1990 plan in its entirety.

This update relies on the 1990 Specific Plan illustrative plan (Phase II) which remains a viable concept. This plan carries forward such elements as:

- A realignment of A Street at Miramonte Avenue;
- Converting Fremont Avenue to a two-way street;
- Realigning the Foothill Expressway on-ramp with Dolores Avenue;
- Discouraging cut-through traffic on Dolores Avenue;
- A central plaza at the intersection of A Street and Fremont Avenue; and

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- A trail along Permanente Creek.

The 1990 Specific Plan has a growth limitation strategy that requires a retail-first development, then service retail, then office space with allotments of 15,000 square feet, 4,000 square feet and 4,000 square feet, respectively. The goal is to reach a commercial mix of 70 percent retail to 30 percent other. The 1990 Specific Plan also advocated a limit on residential development to 20 dwelling units. Finally, the Specific Plan regulated the development of specific parcels with policies such as on the former Bank of America parking lot site, Whitecliff building site, the Alcheck Properties clock tower site and the former Photo Drive-up parcel; by the implementing Municipal Code for the area, the development on the outlined specific parcels was discounted from the overall development limitations.

Considering the expansion limits in the 1990 Specific Plan, accounting for subsequently removed buildings and additions and new buildings, the area has the following net potential under the current 1990 Specific Plan:

- 19,061 square feet of ground level retail;
- 4,000 square feet of second story service;
- 4,000 square feet of second story office; and
- 16 dwelling units.

## *Goals of the Loyola Corner Specific Plan Update*

This update to the 1990 Specific Plan incorporates many of the essential design elements and goals identified in the earlier plan while removing the 1990 growth limits and providing incentives to create new retail and restaurant uses. This plan creates a more practical implementation strategy of private enhancements associated with future growth and public capital improvements to improve the economic vitality and circulation planning for the area.

This Specific Plan update focusses on the central portions of Fremont Avenue and Miramonte Avenue as the retail core of the area. The parcels West of Dolores Avenue (Bank of America parcel) and South East of Fremont Avenue (the Alcheck site) with their office development are seen as supporting the focused retail and restaurant area of the core.

Staff held a community meeting on May 26, 2016 to engage the stakeholders as to the concerns and issues facing development at Loyola Corners. The meeting was well attended by commercial property and business owners within Loyola Corners, nearby residents and interested community members. The meeting informed staff of the underlying concerns and requests for moving forward and shaped the following Guiding Principles of the this Specific Plan update:

1. Enhance the viability of Loyola Corners with active retail and restaurants by providing parking incentives;
2. Maintain the existing “mom and pop” establishments;
3. Improve all forms of access to and through the area;
4. Protect adjacent residential areas from traffic, noise and visual impacts;

## Loyola Corners



5. Maintain the character and scale of Loyola Corners;
6. Celebrate the uniqueness of Loyola Corners and do not attempt to emulate a traditional strip mall shopping center; and
7. Develop the public areas with appropriate amenities.

Loyola Corners has the advantage of being within walking distance of several thousand homes and adjacent to the major Foothill Expressway commute corridor. The area is also frequented daily by school children walking and bicycling to and from school. Weekend traffic includes a substantial amount of bicycle traffic. This character as a neighborhood commercial center is important to the success and viability of Loyola Corners.



## Economic Strategy

Loyola Corners is one of five shopping areas located along the Foothill Expressway extending from Foothill Crossing to Downtown Los Altos. Additionally, Blossom Valley center is located one mile north on Miramonte Avenue. These shopping areas are within walking and bicycling distance of the nearby residential areas and enhance the sense of community for the surrounding neighborhoods. The relative trade area is shown in Figure 4.

The success of a community shopping area is typically dependent on the competitive edge it has relative to all nearby retail facilities. All of the surrounding centers are highly visible from the Foothill Expressway or in the case of Blossom Valley Center from Miramonte Avenue. All are anchored by grocery stores except Loyola Corners. The other retail areas also have common, visible parking, signage and a coordinated leasing management with the exception of Downtown Los Altos.

Loyola Corners is unlike any of the nearby centers. This lack of coordination and organization gives it a home-grown “organic” small-town charm. The merchants and owners should work with the City to market the area and seek “home grown” local serving tenants who rely on lower rental rates and can benefit from this charm. Some examples include smaller format retail such as coffee shops, ice cream and yogurt shops or independent book stores and fruit stands, *et cetera*. It also has the potential to attract single proprietor office and artist workshops. Loyola Corners should seek out tenants that rely on less formal areas that have a high degree of uniqueness or personality and celebrate that it is different.

It may be possible to signify the presence of the area from the expressway with signage, public art or sculpture and/or “way finding.” A consistent campaign of advertising flyers/emails to the surrounding neighborhoods featuring businesses and events could enhance the viability of the area.

While Loyola Corners does not have a common parking area it is advisable to consider designing center parking area in the triangle to be as efficient as possible and use the on-street parking areas to support the demand from product retail and restaurant businesses. These strategies will be discussed more fully in the Parking section.

Policies supporting the economic strategy are under development pending an economic study.



## *Land Use and Development*

Redevelopment of existing properties is encouraged. Expansion may occur in new single-story or two story developments. With the exception of product retail and restaurants redevelopment is limited by the total number of parking spaces located on private property. In allocating space for expansion, the following definitions apply:

- **Product Retail** stores are commercial establishments which predominantly sell products rather than services, directly to the general public. Examples include grocery stores, produce markets, liquor stores, furniture stores, sporting goods and gas stations. Product Retail is permitted throughout the area and is encouraged on Fremont and Miramonte Avenues. These types of establishments tend to draw other people into the area;
- **Commercial Services** are commercial establishments which predominantly sell services directly to the general public. Commercial services are also known as personal services; and
- **Personal Services, offices and residential** uses are permitted on 'B' Street, Carob Lane and on the second floor areas above retail and restaurants throughout the area. Examples include the repair shops exercise studios, pottery making and tutoring businesses and the Post Office. The magnitude of expansion of these uses is limited by the availability parking.

The following policies guide the land use for Loyola Corners 3.0:

### **LU-1 Retail Uses on the First Floor**

As properties redevelop product retail and restaurant uses are required on the first floor of commercial buildings fronting on Fremont Avenue from Miramonte Avenue to Dolores and on Miramonte from Dolores to Fremont Avenue.

### **LU-2 Street Parking**

All available on-street parking is assigned to allow expansion of retail product commercial and restaurant floor area along Fremont Avenue and Miramonte Avenue without adding any additional parking. Mixed-use developments are conditionally permitted on any parcel designated for neighborhood commercial uses provided that retail uses are located as required by Policy LU-1 and the site can accommodate sufficient parking to supply land uses not otherwise covered by policy LU-1.

### **LU-3 Mixed Use Developments**

Mixed-use developments are permitted on any parcel designated for neighborhood commercial uses provided that retail uses are located as required by Policy LU-1 and the site can accommodate sufficient parking to supply land uses not otherwise covered by policy LU-1.



#### **LU-4 Permanente Creek Trail**

Create a publicly accessible linear park and pedestrian trail along Permanente Creek in conjunction with redevelopment of the adjacent parcels. The trail shall be designed to minimize potential impacts on the adjacent properties and nearby residents. The trail shall be monitored with security cameras provided by the adjacent development in conjunction with systems to monitor their parking areas.

#### **LU-5 Residential Density**

The residential density is limited to 16 dwelling units per net acre with an additional density bonus in accordance with California State Law, for projects that provide at least 10% affordable housing units.

#### **LU-7 Building Placement**

Buildings fronting on Fremont and Miramonte Avenues shall provide a covered arcade adjacent to the public sidewalk where practical and form a continuous pattern to frame the street and enhance the storefront experience. The arcade shall be of an appropriate depth to create a wider public walkway to facilitate the overall retail shopping experience.

#### **LU-8 Property Aggregation**

The potential for aggregation of parcels in the Central Triangle—between Fremont Avenue, A Street and B Street—is high given the ownership pattern. Aggregating properties would help the City achieve its circulation goals and to provide for additional opportunities for pedestrian amenities such as plazas and courtyards. Aggregating properties in the Central Triangle could facilitate the redevelopment of the central parking area and/or facilitate the development of a village style pedestrian and parking area along B Street and Carob Lane related to Parking Policy P1.

*Insert Land Use Buildout Table here*



## *Neighborhood Protection*

Loyola Corners is surrounded by residential neighborhoods that could be impacted by the adjacent commercial uses. The following policies are aimed at protecting these residential areas from negative impacts:

### **NP-1 Noise Impacts**

Reduce noise impacts along the creekside properties through careful site planning and control of the hours of operation and uses along the east side of Miramonte Avenue.

### **NP-2 Separate Commercial Uses from Residential**

Rezone and/or separate commercial activities from adjacent residential uses including the Post Office and the liquor store.

### **NP-3 Retain Residential Zoning and Uses**

All residential zoning and uses shall be retained including the residential parcels facing Miramonte Avenue at Dolores Avenue.

### **NP-4 Dolores Avenue**

Reduce or remove cut-through traffic from Dolores Avenue when Fremont Avenue is converted to two-way service.

### **NP-5 Restrict Parking on Residential Streets**

Restrict parking on nearby residential streets to two-hour parking if necessary to discourage employee parking.



## *Traffic Circulation*

The traffic circulation objective is to develop a more efficient system that improves access to the commercial area and optimizes safety for pedestrians and bicyclists while minimizing cut-through traffic. There is no continuous bus service along the Foothill Expressway or serving Loyola Corners. The following polices and standards are intended to improve the traffic circulation for all modes:

### **CIR-1 Loyola Drive Bridge**

The widening of Loyola Drive Bridge over Foothill Expressway to four travel lanes and improvements for pedestrians and bicycles was completed in June 2016.

### **CIR-2 Two-way Fremont Avenue**

Convert the one-way portion of Fremont Avenue to a two-way traffic from A Street to Dolores Avenue when the present north-bound on-ramp to Foothill Expressway is relocated to the intersection of Fremont and Dolores Avenues.

### **CIR-3 Relocate the Foothill Expressway Northbound On-Ramp**

Relocate the Foothill Expressway on-ramp to the north near the intersection with Dolores Avenue and Fremont Avenue and provide two-way traffic on Fremont Avenue to enhance commercial access to Loyola Corners and remove cut-through and commercial traffic from the residential Dolores Avenue. The relocation of the on-ramp is dependent upon grants or County funding along with City funds set aside for this effort.

### **CIR-4 Retain Parking on Fremont Avenue**

Retain on-street parking and loading on Fremont Avenue without widening the right-of-way.

### **CIR-5 Realign A Street and Miramonte Avenue**

Realign Miramonte Avenue to the present location of A Street and widen A Street to provide for two lanes of traffic (two-way), sidewalks and separated bike lanes. This improvement will require additional dedication of right-of-way when the property to the north redevelops or the City acquires the right-of-way.

### **CIR-6 Realign the South Leg of Miramonte Avenue**

The portion of Miramonte located to the south of A Street must be “squared-up” with A Street to create a conventional Stop sign.

### **CIR-7 Pedestrians and Bicycles**

Provide adequate and safe pedestrian and bike paths to and through Loyola Corners. Sidewalks shall be a minimum width of 10 feet measured from curb. The 10 feet may be a combination of public right of way and private property.



**CIR-8 Reduce Traffic on Dolores Avenue**

Commercial and cut-through traffic on Dolores Avenue will be reduced in conjunction with relocating the Foothill Expressway on-ramp and converting Fremont Avenue to two-way traffic. This could include making Dolores Avenue one-way from Miramonte Avenue to Fremont Avenue contingent upon a two-way Fremont Avenue.

**CIR-9 Develop On-Street Parking on B Street**

In conjunction with development on B Street the development of additional on-street parking shall be considered for B Street.

**CIR-10 Pedestrian and Bicycle Paths**

Provide adequate and safe pedestrian and bicycle paths to and through Loyola Corners.



## Parking

There are approximately 450 parking spaces in the Loyola Corners area including on-site and on-street spaces. Full utilization of parking facilities occurs only within peak periods. This means that even a moderate increase in business in the Central Triangle might be constrained by a lack of peak period parking. Further, no commercial building expansion is now allowed on many sites because parking on the individual sites is inadequate. The following policies and standards guide the parking in the Loyola Corners Specific Plan area:

### **P-1 Parking Assessment District Options**

Property owners may elect to establish a Parking Assessment District or similar organizational structure to design and construct a parking area along B Street and Carob Lane and to carry out other steps needed to implement the Plan. The City will assist with this effort if initiated by a majority of the affected property owners.

Such a parking assessment district area design could provide for an aesthetically pleasing and functional landscaped pedestrian and parking area along B Street and Carob Lane, in the Central Triangle and facilitate the development of the Potential Plaza Site (SP5).

### **P-2 Product Retail & Restaurants Park “Free” Incentive**

Properties along Fremont Avenue, Miramonte Avenue and B Street are allowed to expand their buildings to establish and reestablish a base product retail and restaurant use areas at the ground level relying on on-street parking to meet the demand. Development beyond the base product retail and restaurant must provide commensurate on-site parking.

*The base product retail area is defined as a tenant space 40 feet deep by 80 percent of the parcel width. By way of example, if a parcel is 50 feet wide, then the base product retail incentive area would be 40 x (50 x 0.8), or 1,600 square feet. The example 1,600 square-foot product retail tenant space could be developed without providing the necessary parking relying on the on-street parking.*

### **P-3 Fremont Avenue Parking, Loading and Deliveries**

Provide for on-street parking and loading within the space provided by the existing right-of-way on Fremont Avenue. Retain parking and loading on Fremont Avenue without widening the right-of-way.

### **P-4 Employee Parking**

Parking Management Plans (PMP) are required of all new commercial development to optimize parking available for customers. Parking Management Plans shall include incentives for employees to bicycle, carpool, ride the bus or walk to work.



**P-6 Parking Ratio for Retail, Restaurants and Office Uses**

Parking for retail, restaurant and office uses shall be one space for each 300 square feet of net building area except for retail and restaurants located on the ground floor of buildings within the base allotment on Fremont Avenue and Miramonte Avenue per Policy P-2.



## *Building and Community Design*

Many of the buildings in Loyola Corners were constructed in the 1950s and 1960s and reflect a simple, informal design using wood and stucco siding and principally roofed with asphalt or wood shingles on single-story buildings with fully pitched roofs.

Buildings within the triangle along Fremont Avenue have broad roof overhangs with covered pedestrian arcades. This traditional building style reflects a residential scale and tends to incorporate simple shapes with muted colors. In some cases the building was used for residential purposes when they were originally constructed. Also, some of the buildings have an eclectic combination of pitched roof elements facing the public street with more utilitarian flat roofed or mansard roof structures on the rear areas.

The challenge is to blend new structures with the existing context when many of the market driven design formats have significantly changed over the past 50+ years especially affecting taller floor to ceiling heights, roofing materials and a greater reliance on larger glass expanses for retail uses.

New construction does not have to replicate existing buildings but rather is expected to blend their design with the past while addressing the present. This can be accomplished by stepping the building height down and/or creating a sloped roof at the edges and incorporating similar materials and colors of existing buildings.

New buildings and additions should incorporate sloping roofs with gables and hip elements. Partial mansards and flat roofs may be interspersed with sloped elements to add variety and interest but should not dominate the roof lines. Building forms shall create a continuous pattern of storefronts. The parcel and street relationships warrant, however, that some structures will be stand-alone buildings.

Community design refers to the visual appearance and functional relationships of the various physical components. Most of the following recommendations were included in the original 1990 Specific Plan prepared by Donald A. Wolfe and Associates. The objective is to retain the informal building character and organize the public elements.

The following policies and standards are to help maintain and promote the distinctive and unique building and community design character of Loyola Corners:

### **BD-1 Architectural Character**

Architectural character should be informal and unpretentious.

### **BD-2 Building Massing**

The size and mass of structures and building elements should be moderately small (one- and two-stories) and reduced in height at the edges to reflect a human scale. The massing of building elements above the second story should be minimized and recessed.



### **BD-3 Remodeled Buildings**

The original design of certain older buildings should be respected if they are renovated. Building modifications should include the entire structure so that the structure remains a coherent whole. Avoid adding unrelated facades or fragmented building elements.

### **BD- 4 Design Compatibility**

Design new buildings, additions and other renovations to be compatible in terms of scale, color and materials with surrounding structures. Buildings shall be designed to align windows and doors and have well balanced architectural proportions. Larger buildings on Fremont Avenue should differentiate their design to reduce their scale and relate to the smaller overall pattern of structures.

### **BD- 5 Design Professionals**

Building designs shall be prepared by licensed design professionals qualified to perform the work.

### **BD- 6 Simple Roof Forms**

Roofs should be limited to simple forms and materials which tend to visually tie structures together rather than produce discord. Sloping roofs are desired with low to medium pitches with gable, hip and shed forms.

### **BD- 7 Building Materials**

Basic building materials should be conducive to maintaining a small scale, warm, human quality. Exclusive or excessive use of glossy “high tech” or “machine age” materials such as glass block, porcelain-enamel, metallic surfaces, chrome and plastic should be avoided. Second floor glass surfaces should be subordinated to solid wall surfaces.

### **BD-8 Building Placement**

Buildings fronting on Fremont and Miramonte Avenues shall be arranged in a tight and continuous pattern to frame the street and enhance the storefront experience.

### **BD- 9 Building Setbacks**

New buildings must frame the street along Fremont Avenue and Miramonte Avenue. Buildings shall be placed within five feet of the property line with the exception that indentations of 10-15 feet are allowed for outdoor dining or patios and private plaza spaces.

### **BD-10 Building Colors**

Building color palates should be monochromatic, highlighted by the limited use of bright colors for accessories such as awnings and signs.

Wall colors should be muted (organic) earth tones on painted surfaces, or natural materials such as brick or stone.



Use of intense white or very light colors should be avoided (especially on large surfaces).

Building trim should be painted the same color, but in a lighter or darker tone than the building wall in order to emphasize the building form and scale.

### **BD-11 Signs**

- A. The size, scale and location of individual building signs shall be designed and oriented to be read primarily by pedestrians.
- B. The area should have at least one larger, central focus “theme” sign or architectural feature such as a clock tower/sign to be read from Foothill Expressway.
- C. Flashing, moving, internally illuminated (plastic) and neon tube signs shall be prohibited.
- D. The maximum height of freestanding signs shall be four feet.
- E. All signs shall be designed and located to be compatible with and subordinate to the architectural character of the building. Wall signs shall be integrated into the architecture of the building walls. Use of coordinated wall graphics such as murals is encouraged. Exotic super graphics are not allowed.
- F. All commercial signs shall be located within the first story.
- G. The design of signs shall be as simple as possible in lettering, color and logo design. The use of simple serif lettering is encouraged rather than the use of overly ornate or exotic letters.
- H. Applied letters rather than painted letters should be used if a sign is located on primary building surfaces.
- I. Small, pedestrian-oriented signs may project from buildings; however, and elevation clearance of eight feet must be maintained. Front edge or end panel awning signs may be permitted. Small signs may be suspended from awnings if they are perpendicular to the primary building wall.

### **BD-12 Awnings**

Awnings are envisioned as a principal unifying visual element. Awnings shall be coordinated on individual buildings regulating the size, shape, color, material and location to ensure a harmonious appearance.

### **BD-13 Covered Arcade**

The existing covered arcade along Fremont Avenue shall be retained as a principal unifying design element. The addition of decorative knee braces at posts and planters is encouraged.

### **BD-14 Lighting**

- A. Night lighting should be provided on pedestrian walks and parking areas.
- B. Exterior light sources should be shielded from view from adjacent residential properties and streets.
- C. Intensity shall be limited to that necessary for safety identification.
- D. Lighting hues shall be warm rather than cool colors.



### **CD-1 Loyola Corners Concept Plan Implementation**

The 2009 Loyola Corners Concept Plan for streetscape improvements shall be incorporated into developments to the extent feasible and determined appropriate. Adjacent and nearby off-site improvements shall be considered to avoid a patchwork of implementation. Implementation of the Loyola Corners Concept Plan is considered a highly valued public benefit.

### **CD- 2 Reduce Visual Clutter**

Relocate utilities underground and remove antennas and other nonessential wires from roofing. Incorporate trash enclosures and utilities into building and landscape designs.

### **CD- 3 Bump-Outs**

Create friendly pedestrian "bump-outs" with room for trees and planting to create more inviting streetscape. Bump-outs improve pedestrian safety and provide space for seating, bike racks, news racks, etc. and keep walkways clear.

### **CD- 4 Paving**

Use warm colored pavers to highlight entries, crosswalks and pedestrian nodes. Pavers will also provide a visual and physical link to all shopping areas and facilitate handicapped access. Replace concrete sidewalks as needed.

### **CD- 5 Public Art and Banners**

Incorporate public art to enhance attention and visibility from Foothill Expressway. Provide banners at major intersections and parking areas to identify "Loyola Corners" as a shopping district.

### **CD- 6 Lighting**

Add pedestrian scale lighting to create an inviting and safe atmosphere at night.

### **CD-7 On-Street Landscaping**

Street trees, shrubs and grasses shall be implemented in accordance with the 2009 Loyola Corners Concept Plan.

### **CD-8 On-Street Site Elements**

On-street site elements such corner bulbouts, sidewalk treatments entry features, parking fingers, drain features, crosswalk treatments, light fixtures, seating, pots/planters, bollards, news racks, trash receptacles and bike racks shall be in accordance with the 2009 Loyola Corners Concept Plan.

### **CD-9 Public Plazas**

Create public plazas to encourage use of the area by customers and to create a sense of destination.



**CD- 10 Architectural Features**

Use architectural features (such as sculptures, clock or sign tower, signs) to create focus and identity.

**CD-11 Parking Area Design**

- A. Redesign the B Street and Carob Lane rights-of-way to provide a village style pedestrian and parking area.
- B. Redesign existing rear parking area of the Central Triangle to achieve a pleasant and functional pedestrian and parking plaza.

**CD-12 Recognize Permanente Creek**

Where possible, recognize the existence of Permanente Creek in future planning for businesses east of Miramonte Avenue.

**CD-13 Access to Parking Plaza**

Redesign stores facing Fremont Avenue and Miramonte Avenue to provide access to the central pedestrian and parking plaza whenever possible.

**DB-14 Identifiable Edges**

Provide clearly identifiable edges separating traffic and pedestrian land use, landscaping and other functions.



## *Implementation*

Implementation of the Loyola Corners Specific Plan including all street improvements, utility enhancements and undergrounding, etc., is the responsibility of each parcel owner as each parcel redevelops. Street improvements shall include any pedestrian/curb bump-outs, street furniture, street lighting, signal enhancements, curb gutter and sidewalks. The following policies and standards help implement the area's public and quasi-public improvements:

### **I-1 Street Improvements**

Private redevelopment of any parcel shall include conditions of approval to provide right-of-way dedications and street improvements as required by this plan.

### **I-2 Parking Improvements**

New development adjacent to Carob Lane and 'B' Street shall develop a plan that optimizes the available on-street and public right-of-way parking.

### **I-3 Reciprocal Ingress/Egress**

All new development shall record a covenant and deed restriction requiring existing and future property owners to provide reciprocal ingress/egress easements and rights of public access over private parking areas. If adjacent property owners are unwilling to allow reciprocal access then the covenants shall require such easements at the time the City is able to require the same of the adjacent property owner(s).

### **I-4 Parking District Option**

The property owners adjacent to Carob Lane and 'B' Street may form a parking assessment district to generate funding to pay for parking improvement with consent of the City Council.

### **I-5 Plan Amendments**

Any property owner may make an application to amend the Loyola Corners Specific Plan to the City Council. The property owner shall be responsible for all City processing fees and environmental assessment. The City will evaluate the proposals based on their ability to implement the overriding goals and policies of this plan.

### **I-6 Capital Improvement Funding**

The City Council may consider use of capital improvement funding as appropriate to cover public improvements in the Loyola Corners area including relocation of the Foothill Expressway on-ramp and funding a public plaza at Fremont Avenue and 'A' Street.



## *Policies for Specific Parcels and Areas*

### **SP1 Fremont Avenue Frontage Parcels from A Street to Dolores**

The parcels fronting on Fremont Avenue from Miramonte Avenue to Dolores Avenue are the most visible and iconic within the Loyola Corners area creating the core of the district. Redevelopment of these parcels is also the most challenging due to the initial 25 foot wide parcel widths that occurred in the early 1900s and the fact that the first floor is typically already built out and leased. Yet most of the properties are older buildings occupied by commercial services instead of retail or restaurant uses. It will more difficult for these properties to privately redevelop without incentives.

#### **SP1-1 Ground Floor Product Retail/Restaurant**

Properties with Fremont Avenue frontage are required to provide a product retail or restaurant ground floor when they redevelop.

#### **SP1-2 Height Incentive**

The height of buildings is limited to two stories and 30 feet unless the applicant commits to extraordinary public benefits including at least three of the following elements

1. Building residential with at least 10% affordable units;
2. Extensive public street dedication and public improvements beyond the typical 10 feet back of the planned public right-of-way;
3. A public paseo linking public frontage sidewalks with rear parking areas; and/or
4. A significant public plaza located at the intersection of two public streets.

If a project satisfies at least three of the above criteria then they may propose a partial third floor element that shall be designed under the roof element of the second floor as viewed from Fremont Avenue and A Street. The design may incorporate roof dormers limited to no more than 25% of the roof area. With the incentive, the total building height may not exceed 35 feet measured from finished grade to the peak of the roof. In no case shall a building above 30 feet high or a third story be located within 100 feet of a residentially zoned property.

#### **SP1-4 Residential Density and Bonus**

The residential density is limited to 16 dwelling units per net acre with an additional density bonus in accordance with California State Law, for projects that provide affordable housing units.

#### **SP1-5 Covered Arcade**

The existing covered arcade along Fremont Avenue shall be retained and extended to the east and west as a principal unifying design element. The arcade element may be raised slightly to conform to the first floor ceiling height.



### **SP1-6 Building Design**

The third floor may equal a height of up to 35 feet from the natural or finished grade to the highest point of the roof. Any third story must be set within the overall roof form of the structure and may incorporate dormer roof elements.

### **SP2 Post Office Site**

The Post Office site is the largest parcel in Loyola Corners at 1.34 acres and the largest building at 22,250 square feet. The Post Office building is out of scale and incompatible with the remainder of the smaller format neighborhood oriented buildings in Loyola Corners.

This plan anticipates the eventual redevelopment of the Post Office site into a smaller commercial format and/or breaking up the site to allow conventional residential on the northern portion of the site (roughly aligning with the extension of Dolores Avenue into the site) and commercial on the south side. Breaking up the parcel provides an economic incentive for redevelopment and allows a public connection to the Permanente Creek trail. In the meantime the building can be reused for an anchor tenant as it was previously when Safeway store occupied the site.

The Post Office use is suspected of creating early morning (beginning around 3:00 am) noise that neighbors have complained about in public meetings. Any reuse of this building and site should site the buildings, trash and loading areas to avoid or minimize noise impacts.

### **SP2-1 Post Office Redevelopment**

Encourage uses on the north side of the Post Office site to convert to single-family residential when the site redevelops. The developer shall be required to construct a private drive separating the residential from the commercial area and use the private drive to provide pedestrian access to the Permanente Creek trail.

### **SP2-1 Trail and Security**

Setback any parking areas and construct a publicly accessible trail along Permanente Creek along with security lighting and cameras to be connected with on-site security systems.

### **SP3-JP Liquors and Delicatessen**

JP Liquors is located on the corner of Loraine Avenue and Miramonte Avenue directly across the street from the Post Office. JP Liquors has been in this location for 40+ years and is a valuable asset to the Loyola Corners area. Loraine Avenue is a residential street.

Ideally, the owner could find an opportunity in the future to relocate within the conventional retail area and/or convert the use to residential. The site is designated for residential use in this plan similar to the uses along Loraine Avenue. The liquors store use can remain in its present configuration as a legal non-conforming use and may maintain the existing structure and lot until such time in the future that the owner seeks to expand, rebuild or significantly remodel. At that time the use must conform to the residential designation. This plan allows the owner to consolidate the existing parcels into two lots



for residential purposes acknowledging that the lots are substandard in size but consistent with the established residential lot pattern.

### **SP3-1 JP Liquor Store Use**

The liquor store is incompatible with the residential uses on Loraine Avenue and is inconsistent with the goals of this plan. The owners of the liquor store on Loraine Avenue may choose to remain as presently configured as a non-conforming use or rezone their property to single-family with the potential for two lots. The Liquor store may remain and be maintained but the owner cannot expand the use or the building.

### **SP4 California Water Service Company Site**

California Water Service Company occupies a portion of an office building at the corner of Carob and B Street and owns three sites with two smaller buildings and a service yard on Miramonte Avenue located south of the Post Office site. The Miramonte property is the second largest site in the area at 1.24 acres. They intend to build a corporate office and retain their service yard. This policy acknowledges the importance of retaining their quasi-public land use and their need for a centralized office and service yard to maintain their highly responsive service to the City. Allowing California Water Service Company to consolidate their uses allows their existing office on B Street to convert to other uses that may benefit the retail core of the area. This policy expects that any new buildings on Miramonte Avenue blend with the smaller scale of the buildings in the area. It is expected that California Water Service Company will incorporate their customer service function into a prominent storefront area and provide customer parking. Retail land uses may be included at the property owner's discretion.

#### **SP4-1 Trail and Security**

Setback any parking areas and construct a publicly accessible trail along Permanente Creek along with subdued security lighting

#### **SP4-2 Service Yard**

With redevelopment of the site, California Water Service Company may retain the service yard function provided they ensure the area is secure and safe.

### **SP5-Potential Plaza Site**

Location: Intersection of Miramonte Avenue, A St. and Fremont Avenue

Assessor's Parcel Number: 189-15-092 (former Photo Drive-Up site)

This parcel should be combined with additional land made available by the realignment of Miramonte Avenue, which incorporates A Street. This will provide sufficient area needed for the larger public pedestrian plaza shown in the plan. The purpose of the plaza is to improve traffic safety and to create a highly visible public space along Fremont Avenue at the north-bound off ramp from Foothill Expressway. Also, this will allow a view into the center of Loyola Corners from the Expressway. In



In addition, the plaza is intended to link the Central Triangle Pedestrian and Parking Plaza with this site and the commercial buildings along Fremont Avenue at the southern end of Loyola Corners.

The existing building, currently occupying a portion of the site, should be removed. This is considered on the highest priority of the Specific Plan. If this is not financially feasible, the business could be relocated to another part of the center or the building moved from its current location (facing A Street) to a location on the site oriented on the same longitudinal axis as Miramonte Avenue. However, removing the structure is the preferred option.

**SP5-1 Purchase Site for a Public Plaza**

The City shall attempt to purchase the site for a public plaza. If this is not financially feasible the site the owner may propose to redevelop the site with a new building provided he/she provides a public plaza at the corner of Fremont Avenue and A Street.

**SP5-2 Development Potential if the Site is not Purchased**

The owner may propose to privately develop the site for product retail or restaurant uses on the ground floor and office/residential on a second floor not to exceed two stories and 30 feet in height measured from finished grade to the top of the roof provided he/she incorporates a publicly accessible plaza on the corner of Fremont Avenue and A Street.

**SP5-3 Parking on Miramonte Avenue**

Miramonte Avenue east of the site has three travel lanes and appears wide enough to accommodate parking by eliminating the free right turn lane.



## Utilities

Utilities for the planning area are provided as follows:

- Sanitary Sewer - City of Los Altos
- Storm Drainage - City of Los Altos
- Water - California Water Service
- Electricity - Pacific Gas and Electric
- Gas - Pacific Gas and Electric
- Telephone – AT&T
- Cable Television – Comcast

The following polices implement the area’s goals for minimizing the appearance of utilities:

### U-1 Underground Utilities

All overhead utilities serving the planning area shall be undergrounded in conjunction with new development.

### U-2 Surface Utilities

Surface utilities such as transformers, utility boxes, vaults, etc. should be located in areas of low visibility and where possible, in vaults, behind screens or landscaping or integrated into the building design. Fire Department and water service facilities should be minimized from view to the extent practical.

All of the utilities are adequate to serve existing needs and accommodate anticipated expansion. Utilities, in general, are located in public rights of way as follows:

Street	Services (size in inches)				
	Sanitary Sewer	Water	Gas	Storm Drain	Electric Phone, Cable TV
Miramonte Avenue	6	4, 8	3		yes
Fremont Avenue	6	6,12,18	4		yes
Dolores Street	6	8	2	12	yes
A Street		4,8			yes
B Street (Fremont to Carob)	6	6	1 3/4		yes
Carob Lane (South of Dolores)	6	6	1/2		yes
Carob Lane (north of Dolores)		6	1/2	12	yes
Maple Lane	6	6	2		yes



## *Design Examples*

LEGEND

- STUDY AREA BOUNDARY
- RESIDENTIAL BUILDINGS
- ▒ COMMERCIAL BUILDINGS
- ▨ NEW CONSTRUCTION
- ✱ FEATURE IN NEW PLAZA
- REVISED TRAFFIC FLOW
- ||||| PEDESTRIAN CONNECTOR
- ..... CREEKSIDE WALK / BIKE TRAIL
- EXISTING TREES
- ⊙ PROPOSED TREES

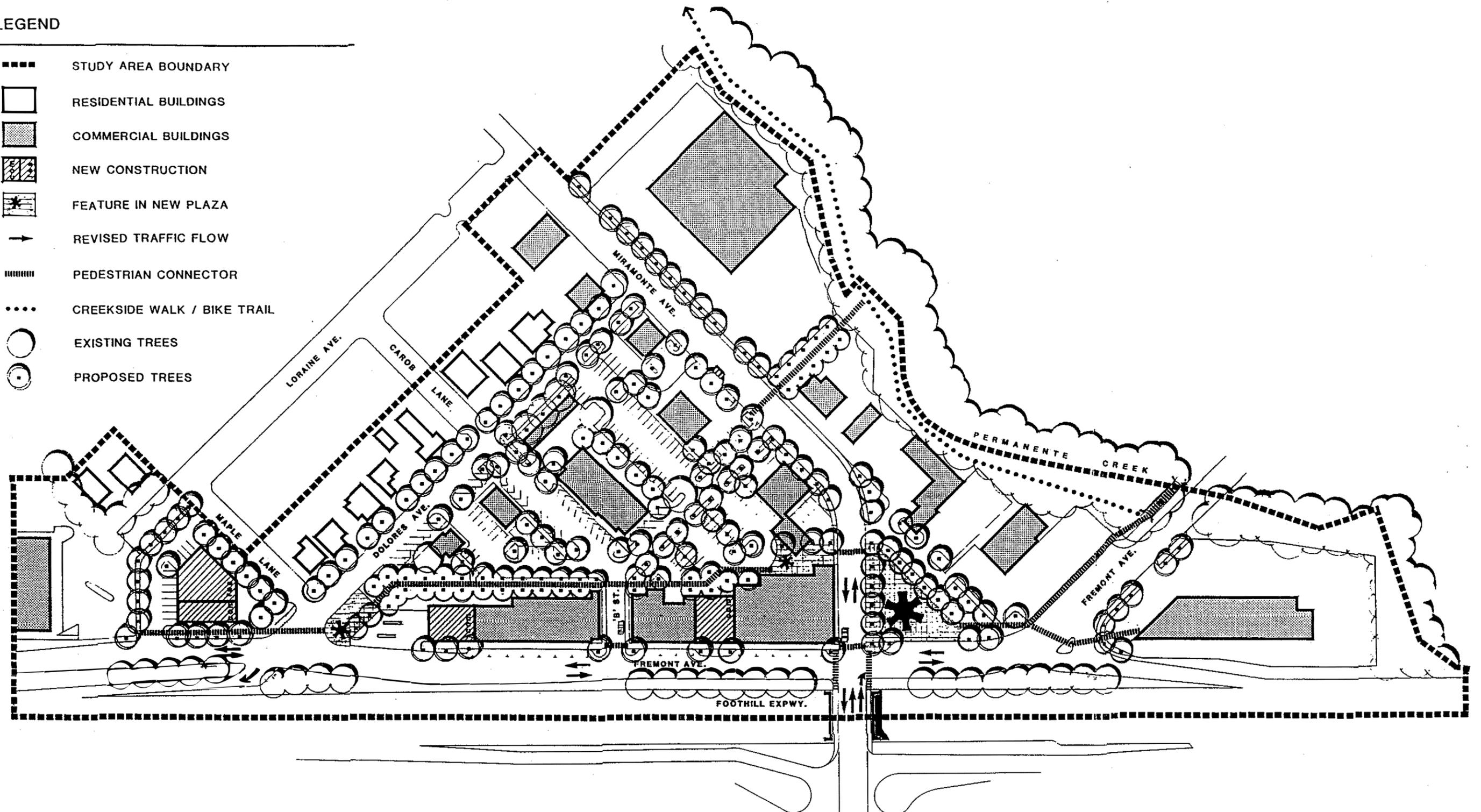
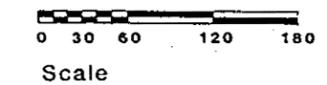


FIG. 4

ILLUSTRATIVE PLAN  
 PHASE II  
 LOYOLA CORNERS



Source: Donald A. Woolfe & Associates  
 Hardesty Associates, Landscape Architects

# Notes from the Loyola Corners Specific Plan Community Conversation (5-26-16)

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## VENUE

- Tom's Depot, 6:30 pm to approximately 9:00 pm
- Headcount, approximately 84 people (Jon B.)
- Sign-in sheet, 68 people
- Scatter map, mostly from immediate area, farthest resident Newcastle Drive

## HEIGHT, SCALE & INTENSITY

- Allow only two-story development/prohibit 3-story
- Maintain mountain views
- Low scale buildings desired/avoid tall buildings
- Need three-story development for project viability
- Higher heights appropriate near Foothill Expressway if stepped back massing (daylight plane)
- Maintain neighborhood feeling
- Three-story development allows underground parking
- Large development attracts traffic
- Poor visibility from Foothill Expressway negatively affects development—need three-story development to create visibility
- Create a development radius height to preserve views
- Trade taller heights for better development
- Developers want 3-story; residents want 2-story
- 3-story development on Fremont will affect residents across Foothill Expressway
- 3-story doesn't necessarily mean vitality
- Need economic study to justify 3-story development
- Measure height to the top of the roof; 30-foot maximum height; only 2-story
- Do not allow 300 new dwellings in the area
- Allow 30 feet of height and form-based zoning
- It's about what neighborhood we live in: 2-story and 30-feet in height
- 27 to 30 feet height only
- Redevelopment is not about generating sales taxes
- Maintain the existing Specific Plan
- Want successful district, but need to keep the quality and maintain a welcoming feel (not too tall)
- No tall walls for buildings
- Need economic incentives to redevelop; 3-stories necessary
- 2- and 3-story only okay if adds agreed upon value
- Second story only with residential

- Development intensity straw poll
  - Mixed-levels: 18
  - 2-story: 44
  - 3-story: 8
- Upper stories more valuable, driving desire for 3-stories

## DESIGN

- Want design continuity
- More like “Carmel”
- Simple beautification, reduce asphalt
- Aesthetics important
- Infrastructure needs a design theme, new bridges look good

## TRAFFIC & CIRCULATION

- Traffic is bad/unsafe now
- Higher density development creates traffic and congestion
- Keep A Street 2-way to allow better access out of Country Club area
- A Street/Miramonte Avenue intersection has line-of-sight problem
- Need bike lanes and clear pedestrian ways
- Traffic is not that bad
- Make Loyola bike and pedestrian friendly
- Make 999 Fremont Avenue into a roundabout
- No signals or street lights
- Need more parking
- Don't increase traffic
- A signal at A Street and Miramonte Avenue is a mistake
- Need to improve egress from Country Club area
- Need to “split” southbound Miramonte Avenue traffic at A Street
- Need realistic traffic plan
- Rush-hour traffic is bad
- Need sidewalk lighting
- Stop signs rather than signals
- Need to understand local versus regional traffic to determine the problem/solution
- School traffic is a problem in the morning
- Parking is a problem now, consider timed parking
- Parking lifts not realistic in development (used as storage not cars)
- Miramonte Avenue has cut-through traffic
- Speeding is a problem on Miramonte Avenue and Fremont Avenue

## USES

- Need quality and viability to attract retail uses
- Need anchor tenant
- Neighborhood-serving uses versus downtown-style uses
- Want restaurants and retail uses
- Landlord's limits on leases restrict better uses (holding out for re-development)
- Loyola Corners has changed, lower quality tenants
- Keep mom and pop businesses
- Loosing economic viability—need to get it back
- No more residential uses
- Mixed-use vision (commercial, office and residential)
- Avoid parking lots
- Create an European village feel: mix of uses including restaurants, bar, residential and retail
- Mixed-uses with underground parking
- 2-story townhouses over commercial
- Mixed-use with office and residential
- No residential
- Mixed-use okay with the correct ratio
- First-level retail, second story whatever is appropriate
- Underground parking may be okay but access ramps take away from first story use
- No office uses, more restaurants
- B Street and Carob Lane are destinations
- Keep existing businesses
- Mixed-use with shard parking desirable (e.g., CalWater)
- Questions retail viability
- Hardware store
- If sales tax not important, then let property/business owners decide appropriate uses
- Single-family houses rather than commercial

## CONTEXT

- Noise is a problem from deliveries an services
- Face noise generators away from residences
- Safeway and Echo left on their own accord, not because of the plan
- Local commercial owners are a benefit
- Demographics different now, more families

## PLAN IMPLEMENTATION

- Need certainty in regulations to develop, City commitment, no development exceptions
- 999 Fremont Avenue property should be planned as a separate property

- Close Miramonte Avenue at Fremont Avenue, combine 999 Fremont Avenue with the Bank site and widen A Street
- City should buy 999 Fremont Avenue and allow more development around the site
- City pays or developers need incentives to accomplish desired circulation improvements

## PROCESS

- Need more time to consider changes, public and commission
- Hire a professional land use/urban planner to create the correct plan
- Need to consider all issues and solve as a system
- What's the problem we're solving? (Specific Plan not implemented)
- Need a parking district or shared parking
- Clarify zoning and uses at the same time
- What's the City willing to invest? No City money means developer incentives
- Solicit planning solutions from the community
- Empower a committee of stakeholders to start the planning process
- City needs to invest in the area. City can invest in Civic Center, why not here?
- Share 3D model of the area for planning purposes (Tracy T/Bill Mason)
- Need realistic plan, no exceptions, reasonable and predictive outcomes

## QUESTIONS

- Do we need 12-foot tall first floors?
- What happened to the at-grade Loyola Drive intersection idea?
- What's the status of the 999 Fremont Avenue project and property?
- Why hasn't the Specific Plan accomplished the desired changes?
- How does 3-story development attract better uses?
- What will bring the Echo restaurant back?