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LAND USE DESIGNATIONS

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chapter 2

land use

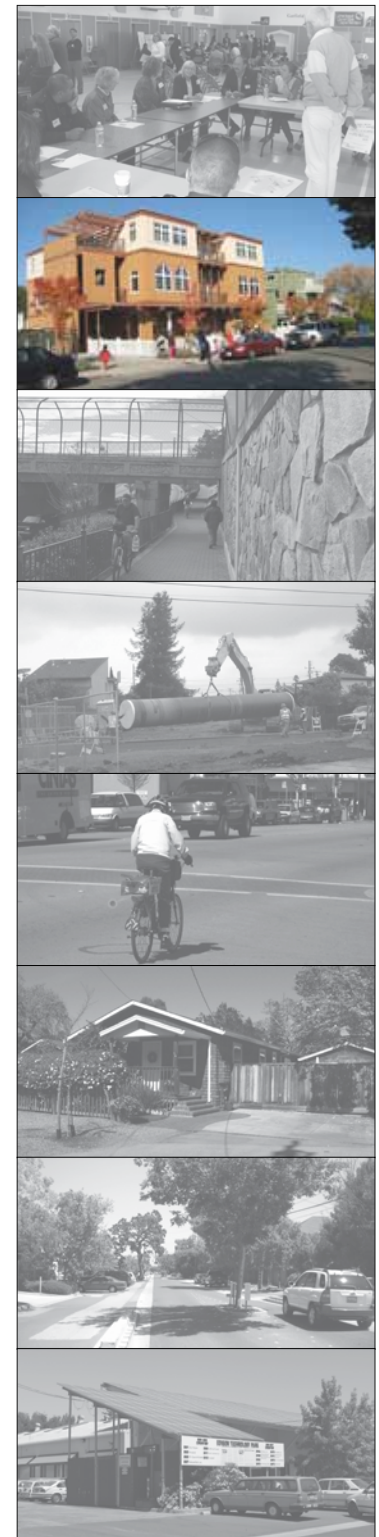
designations

This chapter presents the land use designations for North Fair Oaks, including the types of uses (housing, commercial, industrial, recreational, and other uses) allowed in each area of the community, and the permitted intensity (units or square feet per acre, height, and other factors) of each use. Some of these designations are consistent with, and continue, those incorporated in the 1979 Community Plan and subsequent amendments, while others are new designations that permit new types, mixes, and intensities of uses. These land use designations and regulations support the vision and goals for the growth and development of North Fair Oaks over the next 25 to 30 years, as described in Chapter 1: Introduction.

The goals and policies in this chapter are intended to guide future growth in North Fair Oaks, address the needs of current and future residents and workers and establish a framework for development of a vibrant mix of transit-oriented and locally-oriented uses and amenities. The uses and densities described in this chapter are consistent with and supported by the identified and prioritized improvements to circulation and infrastructure, housing and community facilities, health and wellness, and improvements to the public (streetscape, parks, and open space) and private (buildings) realms, as described in this and other chapters of the Plan.

Key goals of the land use designations for North Fair Oaks include:

- Support additional densities in key areas, particularly around existing or potential transit corridors and hubs.
- Preserve and enhance existing residential character in primarily single-family residential areas.





- Allow and encourage additional housing sufficient to support projected growth of the community, and to address current housing shortfalls.
- Allow a greater mix of uses throughout the community, with commercial, retail, housing, institutional and other uses developed in close proximity, to provide synergy and mutual support between these uses, while providing locally-oriented services and additional employment opportunities.
- Support new development and redevelopment on underutilized and vacant land throughout North Fair Oaks.
- Ensure that all parts of the community, and all community residents, have access to a full range of uses including housing, services, and open and recreational space.
- Facilitate and encourage transit use throughout the community.

The land use designations in this chapter are intended to provide clear direction for regulators and policymakers, for developers, and for community residents, and to provide sufficient flexibility to facilitate a broad range of development types and densities and encourage new investment in North Fair Oaks.

This chapter contains the following sections:

- 2.1 Land Use Findings
- 2.2 Land Use and Community Design Framework
- 2.3 Land Use Goals and Policies

2.4 Land Use Designations

2.5 Community Benefits - Development Incentives

These standards and guidelines build upon previous planning documents, including the goals and vision elements that were developed as part of the 1979 North Fair Oaks Community Plan effort and the North Fair Oaks Community Visioning completed in 2007. They also complement and build upon the zoning regulations for San Mateo County, particularly Section 6565.1, San Mateo County Zoning Regulations: Design Review (DR) Districts, which include design standards for Middlefield Road outlined in Section 6565.18. Design Standards for the Design of Commercial Structures on Middlefield Road in North Fair Oaks.

The land use standards and guidelines in the Plan will be further implemented through amendments to the County Zoning Code and other amendments to County ordinances and regulations. The land uses described here, including proposed types and intensities of development, establish the broad goals and parameters of development in North Fair Oaks, and represent the outside envelope of allowed development, as detailed in this Plan. Subsequent zoning amendments, subdivision amendments, and other implementation steps may allow lesser intensities of development, lesser building heights and building envelopes, and other modifications that fall within the general goals of land use goals and policies.

2.1 LAND USE FINDINGS

The Existing Conditions Analysis (see Appendix A) includes a detailed study of land use and development patterns in North Fair Oaks, including analysis of needs, opportunities, and community goals. The following Key Findings are drawn from that analysis.

Finding 1: North Fair Oaks is an affordable and diverse neighborhood with a distinct character that should be enhanced and strengthened through improved community facilities and infrastructure, amenities and services, and community design.

Finding 2: There is a significant amount of underutilized and vacant land in North Fair Oaks that can be redeveloped and revitalized to serve local and regional needs, and support community and economic development. These areas can be used to provide a higher density of development with a variety of residential types, locally-oriented commercial uses, job-generating uses and community amenities.

Finding 3: Current land use policies promote single-use development in the community. While this can minimize conflicts between uses, it also reduces the potential to create synergies between uses, and to achieve the mix and variety of uses that typifies a vibrant community.

Finding 4: North Fair Oaks currently has a large number of distinct land use designations, particularly for residential development, that

create a confusing and fragmented regulatory environment. The community would benefit from fewer, more comprehensible land use designations, which would provide a clearer, more streamlined land use policy framework for policymakers, developers, and the community.

Finding 5: Block and street patterns in North Fair Oaks are fragmented and disconnected, and limit residents' ability to easily traverse the area.

Finding 6: Existing industrial areas in North Fair Oaks are largely underutilized and have the capacity for beneficial reuse and redevelopment. Promoting a mix of uses in existing commercial and industrial areas can support a vibrant community that can provide a range of amenities close to residential neighborhoods, while also promoting walking, bicycling and public transit.

The land use designations described in this chapter address these key findings. In addition, the land uses also address existing conflicts and inconsistencies between land use designations, to maximize productive use of available land. The land use categories are intended to reflect and enhance the unique neighborhood and community character of North Fair Oaks. Additional information on specific design standards and guidelines for public and private development are included in Chapter 7: Design Standards and Guidelines.



2.2 LAND USE AND COMMUNITY DESIGN FRAMEWORK

TRANSIT-ORIENTED DEVELOPMENT (TOD)

TOD refers to residential and other development that is focused around a major transportation hub/stop (typically a major bus or train stop) or along a major transportation route, and that is designed to include and encourage a higher density and intensity of uses within walking/biking distance of transit, to maximize transit access, increase transit ridership, and reduce automobile dependency. TOD aims to integrate transportation and development and provide a broad range of accessible transportation options.

The Land Use and Community Design Framework (Framework) is the overarching concept for the physical development of North Fair Oaks. The Framework represents a broad vision of the totality of the physical development of the community, including areas identified as the most feasible and appropriate locations for significant future development and significant changes to allowed land uses (Opportunity Areas), areas identified for future improvements to facilities, infrastructure, and amenities, and other identified improvements. The new North Fair Oaks land use designations shown in Figure 2.5: North Fair Oaks Land Use Designations, the goals and policies described in section 2.3 of this chapter, and the land use designations described in section 2.4 are based on and consistent with the Framework presented here, and are intended to implement and achieve the vision of community design and development described in the Framework.

The Land Use and Community Design Framework is shown in Figures 2.1 – 2.3. The main land use and community design elements, as depicted in the corresponding maps, include:

LAND USE

The Land Use and Community Design Framework includes the following land use patterns and opportunity areas, as illustrated in the Land Use and Community Design Framework - Land Use, Corridors, Amenities and Opportunity Areas map (see Figure 2.1).

- The Framework depicts opportunity areas that are identified as areas where new land uses, a new mix of land uses, and higher intensities of development are appropriate. These are areas where changes to land uses can promote needed development of housing and businesses, support transit-oriented development (TOD), and promote a vibrant pedestrian-friendly community and a healthy mix of locally-oriented uses. These opportunity areas include the entirety of the areas along Middlefield Road and El Camino Real, parcels adjacent to the Dumbarton/Southern Pacific Rail tracks and Edison Way from the western edge of North Fair Oaks to 12th Avenue, and existing industrial parcels in the northwest corner of the Plan Area. In these areas, higher intensities of development and changes to allowed land uses are appropriate and beneficial.
- By encouraging a mix of land uses along major corridors in North Fair Oaks, the Framework addresses the issue posed by the existing separation of land uses within North Fair Oaks including single-use industrial and commercial corridors and disconnected residential neighborhoods.

FIGURE 2.1: Land Use and Community Design Framework - Land Use, Corridors, Amenities and Opportunity Areas





- The Framework identifies the preferred location for a potential future multi-modal transit hub that could accommodate bus, bus rapid transit (BRT), and potentially passenger rail service if the opportunity arises. This hub could improve both local and regional transit connections and act as a catalyst for transit-oriented development. The most appropriate location for the multi-modal transit hub is the existing commercial- and industrially-zoned area around the crossing of Middlefield Road and the Dumbarton Rail tracks. The ¼ mile radius around this crossing is an appropriate area for a higher intensity of transit-oriented uses, including a mix of commercial, residential, public, and institutional uses.
- The area along Middlefield Road from 1st Avenue to the western edge of North Fair Oaks is designated as an area of higher density development with a mix of commercial, residential, public, and institutional uses. The higher density and mix of uses would support

transit-oriented development in the area around the potential future multi-modal transit station, and is consistent with Middlefield Road's existing character as a main commercial destination in the community.

- The Plan prioritizes creation of open space and community amenities throughout North Fair Oaks as development occurs, to allow space for pocket parks, community gardens, plazas, and other community gathering spaces in every part of the community. Among other locations, the Framework identifies segments of the existing Hetch-Hetchy right-of-way extending from Marsh Road west to the Dumbarton Rail tracks and from Middlefield Road west across the tracks as appropriate areas for future community amenities such as parks, open space, and/or pedestrian and bicycle pathways.



CIRCULATION AND CONNECTIVITY

Existing deficiencies and the proposed improvements related to circulation and overall multi-modal connectivity in North Fair Oaks are described in detail in Chapter 4: Circulation and Parking.

This section presents a summary of relevant information from that Chapter, as illustrated in the Figure 2.2: Land Use and Community Design Framework - Roadway Classifications and Connections.

- Middlefield Road is identified as a “Destination Street.” Middlefield is recognized as the heart of North Fair Oaks, where a locally-oriented mix of uses and community amenities currently exists and will be supported and enhanced.
- Bay Road, Marsh Road, El Camino Real, and portions of Spring Street and Florence Street are identified as “Regional Connectors,” representing roadways that run along the periphery of North Fair Oaks and connect to adjacent communities and areas.
- As the only north/south street that travels completely uninterrupted through North Fair Oaks, 5th Avenue is designated as a “Primary Neighborhood Connector,” which connects to roadways around the periphery of the community. As a primary roadway, 5th Avenue also presents an opportunity for additional commercial development, particularly along stretches that are in close proximity to El Camino Real and Middlefield Road.
- Internal east/west and north/south residential streets that run throughout North Fair Oaks and provide direct access to a majority of

neighborhoods are designated as “Secondary Neighborhood Connectors.” Unlike Primary Neighborhood Connectors, Secondary Neighborhood Connectors do not connect all the way through North Fair Oaks. Some of these streets, as noted below, are identified as appropriate locations for future connectivity improvements.

- To provide greater connectivity throughout the community for all modes of transportation, particularly bicycle and pedestrian travel, the following locations have been designated as appropriate for new or improved connections between roadways:
 - Marlborough Avenue at Berkshire Avenue;
 - Berkshire Avenue across the Caltrain railroad tracks; and
 - 8th Avenue and Fair Oaks Avenue across the Southern Pacific Railroad tracks (any crossing in this vicinity would be limited to pedestrian and bicycle access only).
- To further enhance connectivity throughout North Fair Oaks and to surrounding communities, the Land Use and Community Design Framework designates Middlefield Road and 5th Avenue as the preferred route for any potential extension of a future trolley line from Redwood City. Redwood City’s General Plan describes a future downtown trolley line, which could connect through the North Fair Oaks area, and Middlefield Road is the appropriate route for such an extension. The preferred route extends east-west along Middlefield Road from the western edge of North Fair Oaks to 5th Avenue, and potentially north-south along 5th Avenue toward Broadway. The route is identified only as appropriate for a

possible future line; the feasibility and timing, as well as the technical details of any actual rail project, have not been determined, and would require further action by Redwood City and San Mateo County.

- As described in Chapter 4: Circulation and Parking, need for new crosswalks, including mid-block crossing, and for crosswalk improvements to address safety and accessibility issues have been identified, and are prioritized in the Plan.

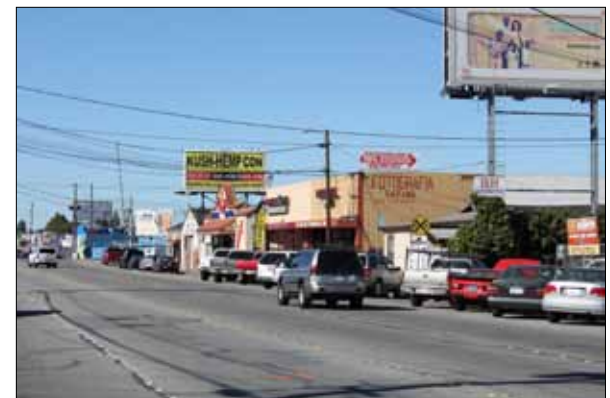
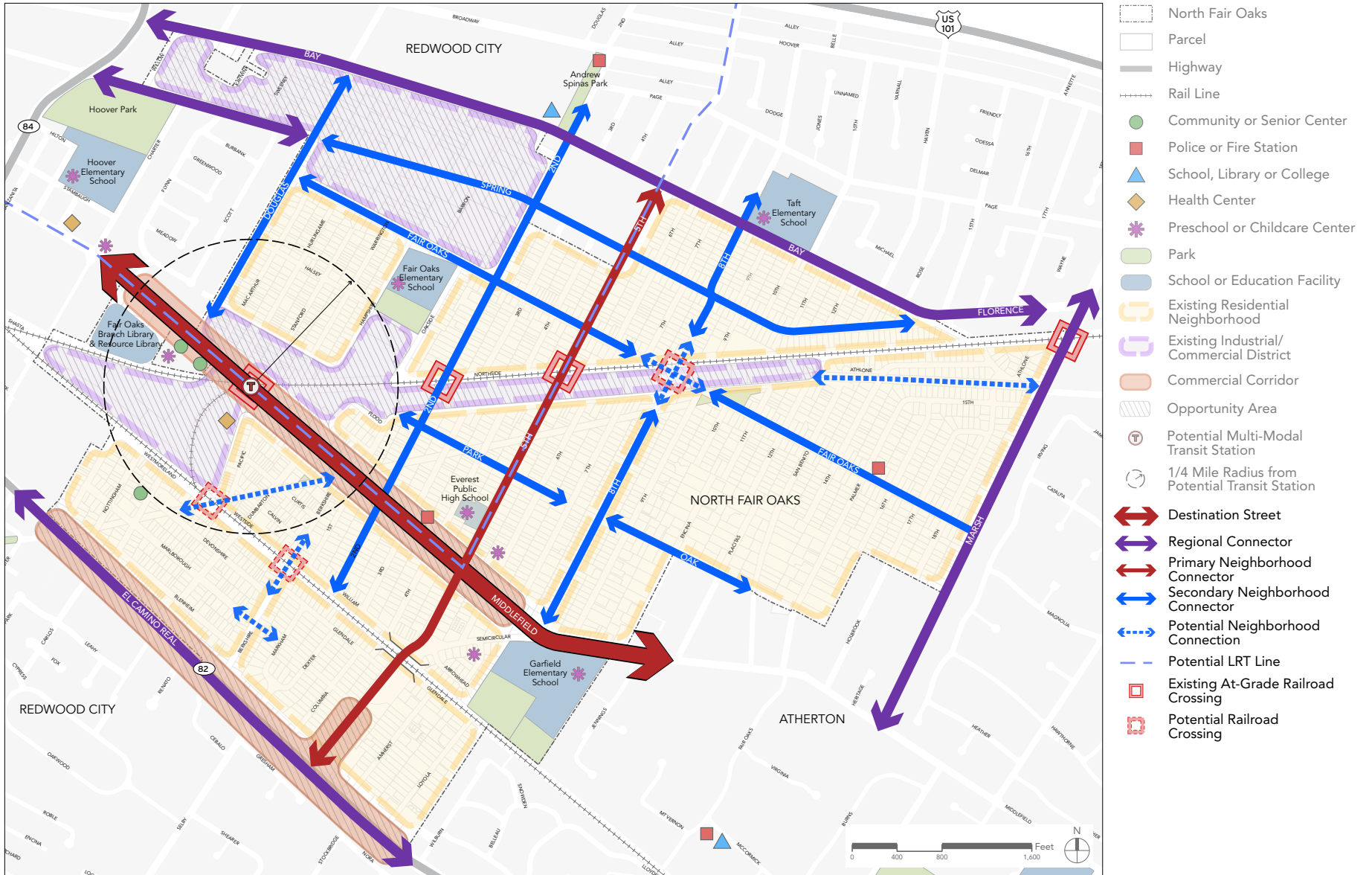


FIGURE 2.2: Land Use and Community Design Framework - Roadway Classifications and Connections



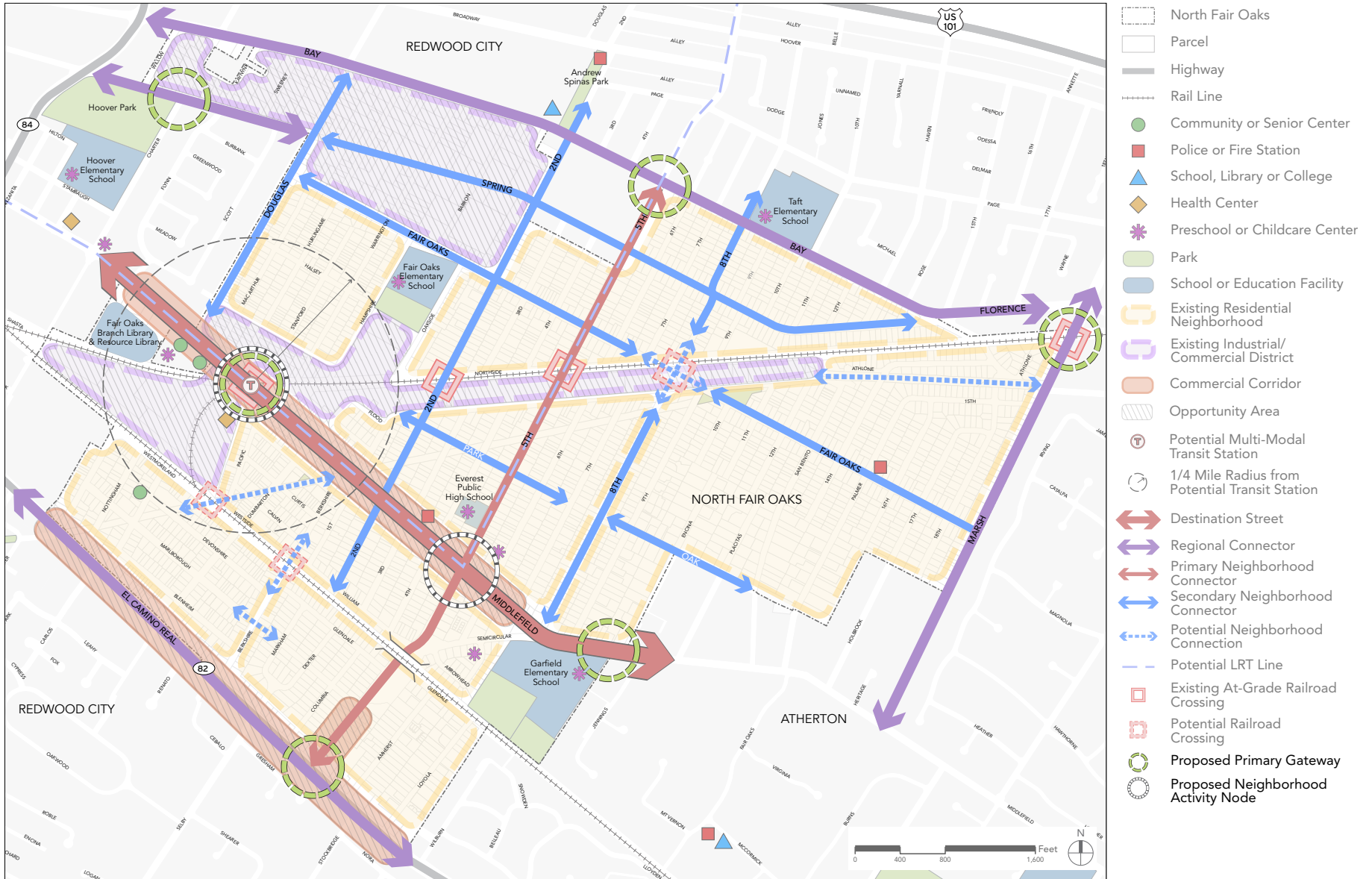
GATEWAYS AND NODES

Highlighted points of entry and key intersections in North Fair Oaks are described below and illustrated in the Land Use and Community Design Framework Gateways and Node map (see Figure 2.3).

- The Land Use and Community Design Framework Map identifies six potential Primary Gateways into North Fair Oaks. The gateways are located along major roadways and represent primary points of entry into North Fair Oaks. These entry points are appropriate locations for design treatments that reflect the community's unique character and clearly signal entry into and exit from the North Fair Oaks community. The gateways may be distinguished by a combination of design elements including signage, special building form, street trees, special sidewalks and crossings, and/or other intersection treatments. These Primary Gateway locations include:
 - El Camino Real and 5th Avenue;
 - Middlefield Road and 8th Avenue;
 - Middlefield Road at the Southern Pacific Railroad crossing;
 - Marsh Road at the Southern Pacific Railroad crossing;
 - Bay Road and 5th Avenue; and
 - Spring Street and Charter Street
- The intersection of Middlefield Road and 5th Avenue is identified as a Neighborhood Activity Node, representing an ideal location for a community gathering space such as a plaza or other communal space with public seating, tables and/or landmark elements such as a statue, water feature, or other amenities.



FIGURE 2.3: Land Use and Community Design Framework - Gateways and Node



2.3 LAND USE GOALS AND POLICES

The overarching Land Use and Community Design Framework provides a conceptual framework for changes and improvements to land uses and physical development in North Fair Oaks. The following goals and policies provide more detailed direction to achieve the concept described in the Framework, and to implement the changes and improvements identified throughout the Community Plan.

Goal 2.1: Encourage mixed-use development along major commercial corridors and within industrial areas to support a vibrant, urban community that integrates a range of amenities in close proximity to surrounding residential neighborhoods.

Policy 1A: Allow and promote appropriately-scaled mixed-use development along Middlefield Road, El Camino Real, and along segments of Edison Way and 5th Avenue, to encourage a range of commercial, residential, institutional, and industrial (by conditional use permit) development and community facilities.

Policy 1B: Promote mixed-use development in existing industrial areas along Edison Way to provide flexible space for a range of industrial, commercial, institutional and live-work residential (by conditional use permit) land uses and community facilities to revitalize underutilized and vacant land.

Policy 1C: Encourage continued and expanded industrial uses in the Spring Street area, with the potential for live-work residential (by conditional use permit) land uses and community facilities. Also allow limited commercial uses in this area, fronting on Bay Street only, to support adjacent industrial and institutional uses.

Policy 1D: Ensure that the design of the public and private realm land uses along residential and commercial streets promotes safe, convenient, and well-integrated walking, bicycling, and public transit use.





Policy 1E: Ensure that all new commercial, institutional, industrial, and mixed-use development provides space for or contributes to the creation of community-oriented facilities (i.e., pocket parks, community gardens, plazas, community gathering spaces, and other facilities).

Policy 1F: Identify key parcels with development potential, and potential barriers to such development. Address these barriers through creative solutions (rezoning, parcel consolidation, and others) to attract private developers and encourage higher intensity infill development.

Goal 2.2: Promote revitalization through redevelopment of underutilized and vacant land in North Fair Oaks to create jobs and housing and support community and economic development.

Policy 2A: Identify areas that should be preserved for current and future industrial and job-generating uses, particularly in existing industrial areas identified as appropriate for additional development. Designate and preserve these areas for activities that are consistent with industrial and job-generating uses, such as warehousing, office, research and development, and light manufacturing and assembly.

Policy 2B: Take advantage of potential demand generated by new job rich development, such as the Stanford Redwood City campus, to catalyze redevelopment and job creation in the industrial areas in the northern end of North Fair Oaks

in the Spring Street area along Bay Street. Allow a range of uses in this area, including warehouse and other industrial, institutional, live-work (by conditional use permit only), and retail (along Bay Street only).

Policy 2C: Allow residential infill development on vacant and underutilized residential parcels and within areas identified as appropriate for additional mixed use residential, commercial, and other development. Encourage multi-family residential and mixed-use residential development in these areas, and revise subdivision regulations to remove barriers to the development of multi-family attached for-sale housing in all appropriate areas in North Fair Oaks.

Policy 2D: Consider the use of centrally located vacant or underutilized parcels in residential neighborhoods for parks, play lots, community gardens and/or residential parking lots.

Policy 2E: Address incompatible industrial uses in residential and mixed-use areas, particularly along Middlefield Road, through County assistance to relocate uses to more appropriate industrial areas within North Fair Oaks, through fee waivers, incentives, identification of appropriate sites, and other measures.

Policy 2F: Explore opportunities to strengthen neighborhood-scaled and neighborhood-located commercial and retail locations, such as the existing commercially-

zoned area at 13th Avenue and Fair Oaks, through modifications to zoning designations, expansion of commercial areas, and other modifications to improve compatibility and appropriateness of local uses, and provide accessible local-serving retail throughout North Fair Oaks.

Goal 2.3: Amend and streamline land use categories to strengthen neighborhood and community character and to incentivize needed and appropriate development.

Policy 3A: Simplify and combine land use categories for residential uses to reduce redundancies and provide clear guidance on the type and density of development that is desired within residential areas.

Policy 3B: Implement new mixed-use land use categories to promote mixed-use development in appropriate areas.

Policy 3C: Update the County's General Plan map and zoning ordinance to be consistent with the new Community Plan land use map and land use designations for North Fair Oaks.

Goal 2.4: Encourage transit-oriented development within North Fair Oaks.

Policy 4A: Establish a higher density mixed-use district within a ¼ mile radius of the potential future multi-modal-transit hub at the intersection of the Southern Pacific Railroad tracks and Middlefield Road. Higher densities in this area will support transit, reduce automobile use, and maximize development of vacant and underutilized lots while providing needed housing and other uses.

Policy 4B: As part of Plan implementation, study appropriate timing and interrelation of 1)





increased development densities, and 2) transit improvements required to support higher intensity development, in the high density mixed use district, and explore appropriate methods, including specific zoning regulations and development phasing contingent on specific transit improvements, to ensure that higher density development is adequately supported by approved and funded transit, and that development densities are appropriately supportive of approved and funded public transit.

Policy 4C: Encourage transit-oriented uses through incentives such as unbundled parking and reduced parking standards, and through measures such as amendments to land use regulations to allow higher densities that will support future multi-modal transit improvements, including a potential multi-modal transit hub.

Policy 4D: Allow and encourage transit-oriented development and the integration of development with multiple transportation options along major corridors including El Camino Real, 5th Avenue, and Middlefield Road, if and as these transportation options emerge.

Goal 2.5: Create distinct gateways at key locations in North Fair Oaks that reflect the area’s unique identity.

Policy 5A: Designate the following six locations as primary gateways: El Camino Real and 5th Avenue; Middlefield Road at the Southern Pacific Railroad crossing

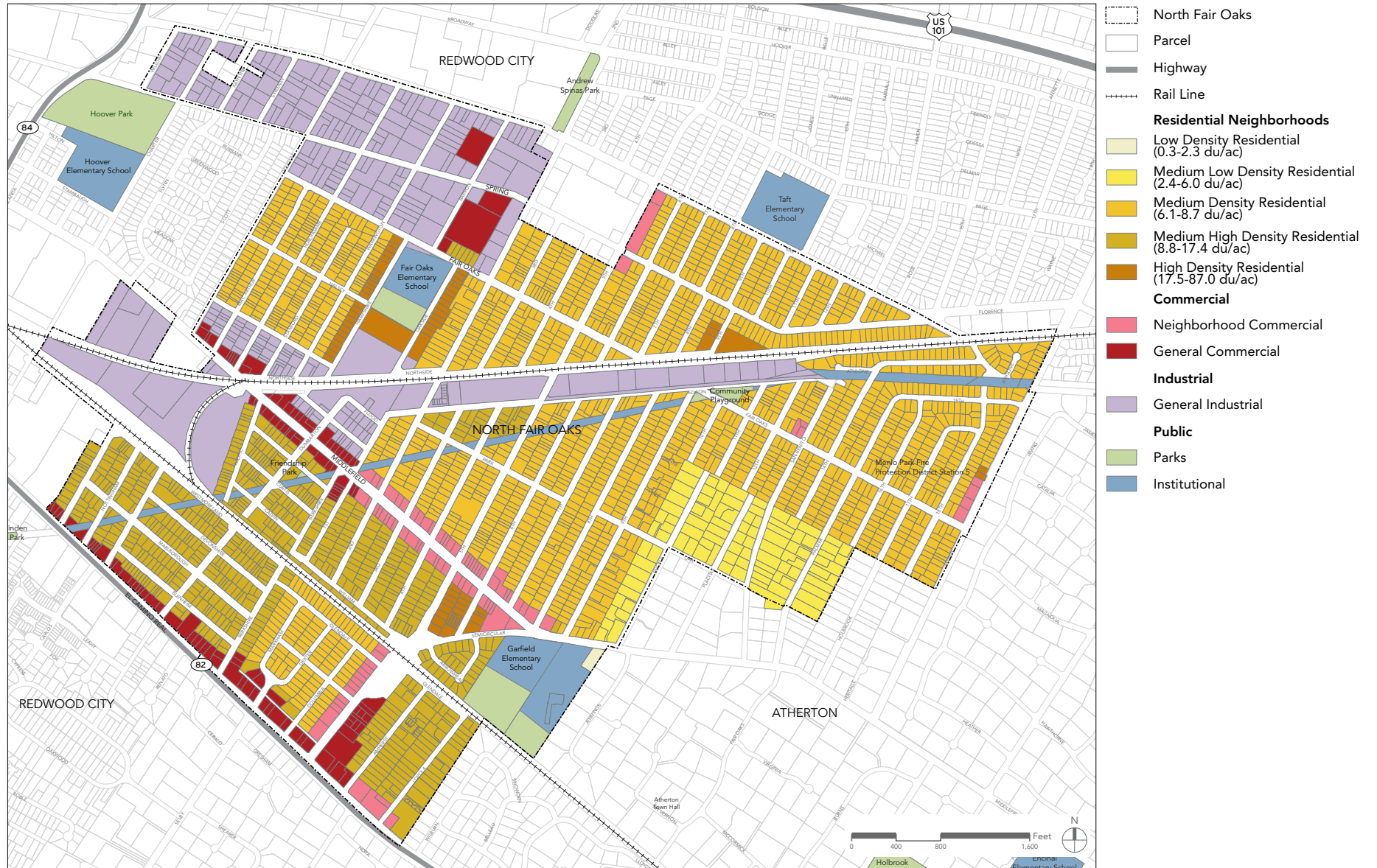
(at the potential site of the multi-modal transit hub); Middlefield Road and 8th Avenue; 5th Avenue and Bay Road; Spring Street and Charter Street; and Marsh Road at the Southern Pacific Railroad crossing. Apply distinctive design treatments and streetscape elements to distinguish gateways as key entry and exit points to and from North Fair Oaks. The intersection of Middlefield Road and 5th Avenue is also designated as a neighborhood activity node where special intersection and corner treatment (such as creation of a plaza or other community space) should be considered.

Policy 5B: Provide incentives and allow flexibility to encourage creative building forms and design elements that emphasize the prominence of gateway locations.

Goal 2.6: Adopt a development incentive and exception program to encourage the creation of community benefits as part of private development projects, in exchange for specified exceptions to development standards.

Policy 6A: As part of the Implementation Program for the adopted Community Plan, create a development incentive and exception program, as described in more detail in Section 2.5, which specifies the amount and type of contribution to the creation of community benefits required in order to be eligible for specified exceptions to normal development standards and restrictions.

FIGURE 2.4: Existing General Plan Land Use Designations



DEVELOPMENT STANDARDS

Floor Area Ratio (FAR), which typically regulates the intensity of non-residential development, is the ratio of the total floor area of a building to the size of the land or parcel on which it sits. Residential density is typically regulated through the allowed dwelling units per acre of land. This Plan follows these typical conventions.

Building height is typically measured from the sidewalk along the primary side of a building to the highest point of a building's roof line. At major intersections, corner buildings are encouraged to include special design elements such as tower features that may extend beyond the height limit with County approval.

Setbacks refer to the space between the property lines and the front, side, and back of buildings. While a consistent rhythm of building facades along the sidewalk edge is important, front setbacks allow privacy for the residential uses and encourage space for outdoor dining activities for retail uses. Side and rear setbacks are also important to ensure proper transition between uses, particularly between new development in the identified opportunity areas and adjacent residential neighborhoods. In addition, side

setbacks can provide public spaces such as paseos, courtyards, and outdoor seating opportunities, while rear setbacks could be used for open space as well as vehicle access, utility service, and parking.

Stepbacks are used to reduce the impact of a building's massing by stepping back upper floors.

Mixed-use development in this document is defined as a development form in which a mix of uses is located in close proximity to each other, sometimes within the same building. The land uses may be stacked on top of each other (i.e., a retail land use on the ground floor with multi-family residential units or offices above). Alternately, the mix could be "horizontal" in nature where, for example, commercial or institutional (school or civic) uses are placed directly next to multi-family residential uses. In all instances the intent of a mixed-use designation is to allow a higher density and intensity of uses that encourage pedestrian activity by placing residents within walking distance of daily needs, reducing automobile dependence.

2.4 LAND USE DESIGNATIONS

This Community Plan establishes land use designations that set the overall land use policy and development parameters for North Fair Oaks. The land use designations define the allowed and desired types, densities, and mix of land uses in North Fair Oaks, consistent with the vision for future growth and development of the community.

The new land use designations focus higher density development primarily in the existing underutilized industrial area surrounding the crossing of Middlefield and the Southern Pacific Railroad tracks and along existing commercial and mixed-use corridors. The designations generally aim to maintain the existing character of residential and smaller-scale commercial development in other areas of the community. The Community Plan envisions a balanced mix of residential, commercial, and other uses throughout North Fair Oaks, supported by community facilities such as parks, community gardens, plazas, and other community gathering spaces.

The land use designations applicable to all areas of North Fair Oaks are shown in Figure 2.5: North Fair Oaks Land Use Designations. The Community Plan includes four broad types of land use: Residential, Mixed-Use, Industrial, and Public. Within the Residential category, there are two land use designations: Single-Family Residential and Multi-Family Residential. Within the Mixed-Use category, there are three land use designations:

Neighborhood Mixed-Use, Commercial Mixed-Use, and Industrial Mixed-Use. The Industrial category includes the County's existing General Industrial land use designation, and the Public land use category includes two land use designations, Institutional and Parks. The General Industrial, Institutional, and Parks designations are carried over from the 1979 Community Plan and subsequent amendments without any modification of applicable standards, and these designations are consistent with the existing General Plan designations and the purposes of the updated Plan.

The land use standards for the new land use designations regulate Floor-Area-Ratio (FAR), dwelling units per acre (du/ac), building heights, setbacks, stepbacks, and parking. The land use standards work together with the accompanying parking standards (which are crafted to address minimum parking needs while supporting a mix of uses with the potential to share parking, while capitalizing on improvements that reduce the need for automobile use) to support and encourage the allowed and desired uses within each of the land use categories.

A. RESIDENTIAL

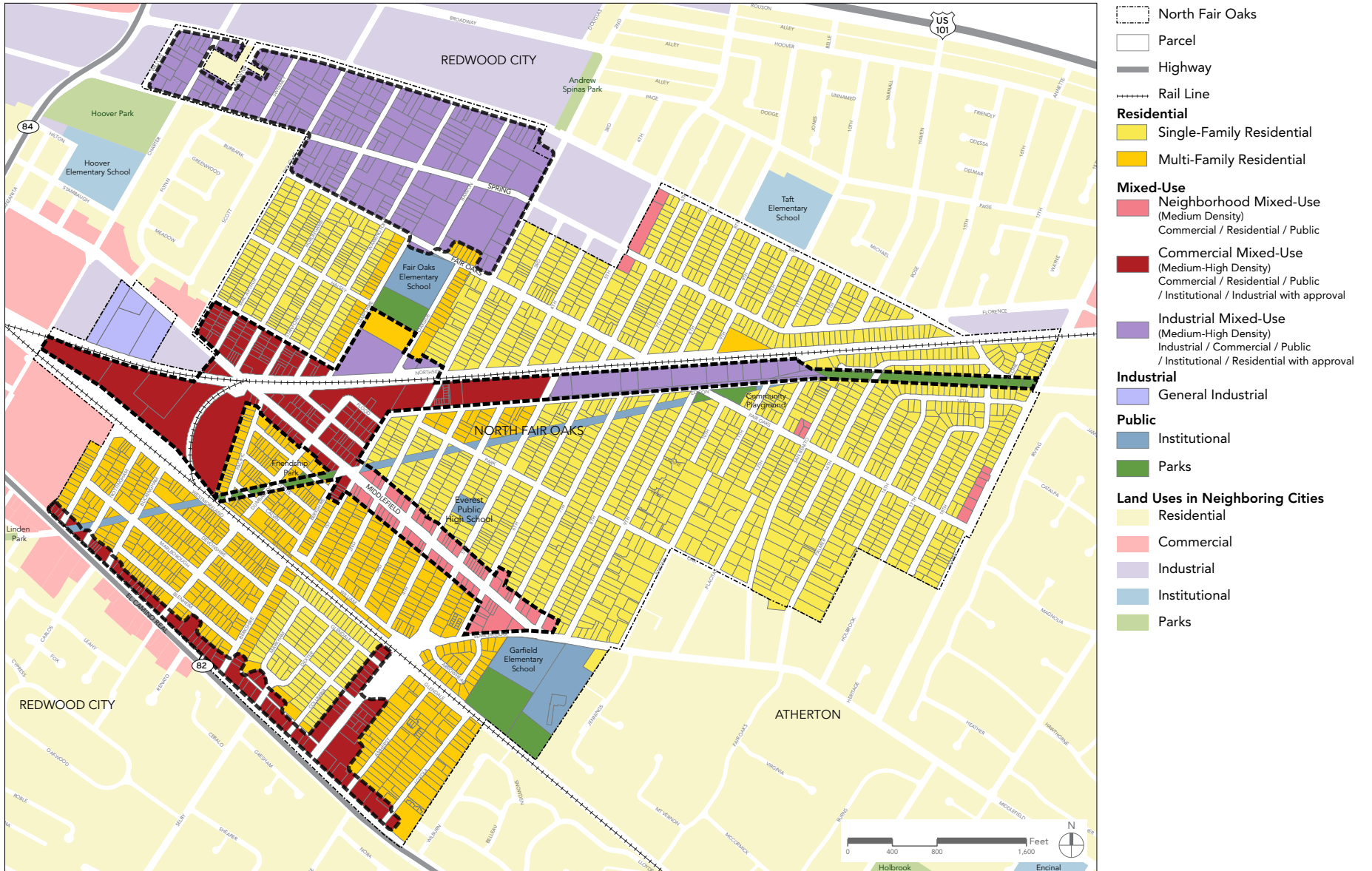
Single-Family Residential

This Single-Family Residential designation combines the County's existing Low, Medium-Low, and Medium Density Residential designations into a single designation. As illustrated on the Community Plan Land Use map, the Single-Family Residential land use designation covers more than half of the Plan Area. This land use designation includes areas adjacent to residential neighborhoods in Atherton and Redwood City and neighborhoods that are adjacent to commercial and industrial corridors where a mix of land uses are envisioned within the Plan Area. To allow flexibility in residential development types while still respecting existing neighborhood patterns, allowed densities in the Single-Family Residential designation range from a minimum of 15 du/ac to a maximum of 24 du/ac. The remaining standards for Single-Family Residential remain consistent with existing standards, which specify 20-foot front, 5-foot side, and 20-foot rear setbacks with a maximum building height of 36 feet, or three stories. Parking requirements in this area are consistent with the parking standards described in Chapter 3: Circulation and Parking, as follows; 1 space for each dwelling unit having up to 2 bedrooms and 2 spaces for each dwelling unit having 3 or more bedrooms.

Multi-Family Residential

This Multi-Family Residential designation combines the County's existing Medium-High Density and High Density Residential designations into a single designation. As illustrated on the Community Plan Land Use map, the Multi-Family Residential land use designation is located primarily along commercial and railroad corridors, where a mix of medium- to high-density land uses is appropriate. Allowed densities in the Multi-Family Residential designation range from a minimum of 24 du/ac to a maximum of 60 du/ac. The setback standards in this area remain consistent with existing standards and are as follows: 20-foot front, 5-foot side, and 20-foot rear setback. The maximum allowed building height is 50 feet, or 5 stories. Parking requirements in this area, consistent with the parking standards reflected in Chapter 3: Circulation and Parking, are 1 space for each dwelling unit having 0 or 1 bedrooms, 1.5 spaces for each dwelling having 2 or more bedrooms, and 1 additional uncovered guest parking space for each 5 units.

FIGURE 2.5: North Fair Oaks Land Use Designations



B. MIXED-USE

Neighborhood Mixed-Use

The Neighborhood Mixed-Use land use designation allows a medium-density mix of locally-oriented uses including commercial, residential, and public uses to serve the daily needs of both residents and visitors to the area. The Neighborhood Mixed-Use land use designation is located exclusively along Middlefield Road between 1st Avenue and 8th Avenue. A summary of the land use standards for Middlefield Road is shown in Table 2.1.

The allowed density in the Neighborhood Mixed-Use land use designation is a maximum of 60 du/ac for all allowed land uses. The maximum building height is 40 feet, or 3 stories. The FAR for commercial and institutional uses is 0.75. Mixed-use development in this area has an FAR of 1.5, to allow more flexibility for mixed uses.

There are no minimum front setbacks required in the Neighborhood Mixed-Use land use designation. Side and rear setbacks are regulated by the County’s building and fire code regulations. However, in areas where the rear of commercial, institutional, or industrial uses are directly adjacent to residential uses, a minimum 20-foot rear setback is required. There is a maximum 10-foot front setback for commercial and institutional ground floor uses and up to a 15-foot setback for stand-

alone residential uses to provide a close connection to the sidewalk edge and the pedestrian realm. At the corners of buildings at intersections, setbacks are encouraged from the right-of-way line to preserve sightlines for vehicles. Corner setbacks for commercial and institutional uses can also provide space for community amenities such as plazas, landmarks (public art or other facilities), and supporting outdoor activities such as outdoor dining.

The rationale for determining building heights by land use type assumes that stand-alone residential uses have lower floor-to-ceiling heights per floor (typically 9-10 feet per floor) than do commercial or institutional uses, which typically require floor-to-ceiling heights of 12 to 15 feet per floor.

Table 2.1: Neighborhood Mixed-Use

	Residential	Commercial ² (Retail/Office ³)	Institutional	Mixed-Use
FAR	-	0.75	0.75	1.5
DU/AC (max)	60	-	-	60
Building Heights (max)¹	40' (approx. 3 stories)	40' (approx. 3 stories)	40' (approx. 3 stories)	40' (approx. 3 stories)
Front Setbacks	0' min. 15' max.	0' min. 10' max.	0' min. 10' max.	- ⁴
Stepback	No stepback required	No stepback required	No stepback required	No stepback required
Parking	1.0 sp/0-1 BR 1.5 sp/ 2+ BR 1 guest sp/ 5 units	1 sp/400 s.f.	1 sp/500 s.f.	Residential 1 sp/unit Non-Residential 1sp/1,000 s.f.

¹ These represent the maximum allowed building heights under the Community Plan. Specific zoning amendments may reduce these heights at various locations within North Fair Oaks. Architectural elements (e.g. tower features) may be allowed to exceed height limit with County approval.

² Stand-alone commercial uses are conditionally permitted only, at the County’s discretion.

³ Office uses are encouraged as part of mixed-use developments only. Stand-alone office uses are discouraged, and will be conditionally permitted subject to the County’s discretion only.

⁴ Front setback governed by ground floor use.

Commercial Mixed-Use

The Commercial Mixed-Use land use designation allows a medium to high density of land uses, including a mix of multi-family residential, local- and regionally-oriented commercial and institutional uses

supported by community facilities. This land use designation also allows potential light-industrial uses with approval through a conditional use permit. Areas with this designation are located along El Camino Real, along 5th Avenue, at the northwestern end of Middlefield Road (west of 1st Avenue), and west of 5th Avenue along Edison Way and the Southern Pacific Railroad tracks (see Table 2.2).

Table 2.2: Commercial Mixed-Use

	Residential	Commercial ² (Retail/Office ³)	Institutional	Industrial ⁴	Mixed-Use
FAR	-	1.5	1.0	0.75	2.0
DU/AC (max)	80	-	-	-	80
Building Heights (max) ¹	50' (approx. 5 stories)	60' (approx. 5 stories)	60' (approx. 5 stories)	40' ⁵ (approx. 2 stories)	60' (approx. 5 stories)
Front Setbacks	0' min. 15' max.	0' min. 10' max.	0' min. 10' max.	10' min. ⁶ 20' max.	- ⁷
Stepback	at 30' and above	at 30' and above	at 30' and above	at 30' and above	at 30' and above
Parking	1.0 sp/0-1 BR 1.5 sp/ 2+ BR and 1 guest sp/ 5 units	1 sp/400 s.f.	1 sp/400 s.f.	1 sp/300 s.f.	Residential 1 sp/unit Non-Residential 1sp/1,000 s.f.

The Commercial-Mixed Use designation also includes separate standards for the area within ¼ mile (a walkable distance) of the potential future multi-modal transit hub at Middlefield Avenue and the crossing of the Southern Pacific tracks, where a higher density of uses is appropriate (see Table 2.3).

The allowed densities in this Commercial Mixed-Use area are a maximum of 80 du/ac for all uses in opportunity areas along El Camino Real and 5th Avenue, and between 2nd Avenue and 5th Avenue along Edison Way. The multi-family residential density within ¼ mile of the potential multi-modal transit hub ranges from a minimum of 60 du/ac to a maximum of 120 du/ac. The FARs for the Commercial Mixed-Use land use designation are 0.75 for industrial uses, 1.0 for institutional uses, 1.5 for commercial uses, and 2.0 for mixed-use development.

The maximum allowed building height for the Commercial Mixed-Use area along El Camino Real and 5th Avenue and between 2nd and 5th Avenue along Edison Way is 60 feet or 5 stories for commercial, institutional, and mixed-use buildings.

¹ These represent the maximum allowed building heights under the Community Plan. Specific zoning amendments may reduce these heights at various locations within North Fair Oaks. Architectural elements (e.g. tower features) may be allowed to exceed height limit with County approval.

² Stand-alone commercial uses are conditionally permitted only, at the County's discretion.

³ Office uses are encouraged as part of mixed-use developments only. Stand-alone office uses are discouraged, and will be conditionally permitted subject to the County's discretion only.

⁴ Industrial uses only allowed with County approval through a Conditional Use Permit.

⁵ Stand-alone industrial structures limited to 40' in height.

⁶ Setback requirements for office uses associated with industrial development may be waived.

⁷ Front setback governed by ground floor use.

The maximum height for industrial buildings is 40 feet or 2 stories. Stand-alone multi-family residential has a maximum height of 50 feet or 5 stories. To support higher-density transit-oriented development within a ¼ mile of the potential multi-modal transit station, allowed building heights are up to 70 feet or 6 stories for all allowed uses except for industrial uses, which are limited to 40 feet or 3 stories. The FARs under this land use designation are 1.0 for industrial uses, 1.5 for commercial and institutional uses, and 2.5 for mixed-use development.

As with the Neighborhood Mixed-Use development standards, there is a maximum 10-foot front setback for commercial and institutional buildings and a maximum 15-foot setback for stand-alone residential uses. Any industrial uses allowed in this area must have a minimum 10-foot front setback and a maximum 20-foot front setback. However, if office uses are located within a larger industrial structure, and the office use faces onto the street, the County may waive the front setback for the office portion of the structure, in order to encourage active uses on the street. In addition, at the corners of buildings at intersections, setbacks are encouraged from the property line to preserve sightlines for vehicles and provide space for community amenities such as plazas, landmarks (i.e. public art, etc.), and outdoor activities. Side and rear setbacks will be regulated by the County's building and fire code regulations, except in areas where the

rear of commercial, institutional, or industrial uses are directly adjacent to residential uses, in which case a minimum 20-foot setback is required.

Table 2.3: Commercial Mixed-Use (within 1/4 mile of Potential Multi-Modal Transit Hub)

	Residential	Commercial ² (Retail/Office ³)	Institutional	Industrial ⁴	Mixed-Use
FAR	-	1.5	1.5	1.0	2.5
DU/AC (max)	60 min. 120 max.	-	-	-	60 min. 120 max.
Building Heights (max)¹	70' (approx. 6 stories)	70' (approx. 6 stories)	70' (approx. 6 stories)	40' ⁵ (approx. 3 stories)	70' (approx. 6 stories)
Front Setbacks	0' min. 15' max.	0' min. 10' max.	0' min. 10' max.	10' min. ⁶ 20' max.	_ ⁷
Stepback	at 50' and above	at 50' and above	at 50' and above	at 50' and above	at 50' and above
Parking	0.75 sp/studio 1.0 sp/1-2 BR 1.5 sp/ 3+ BR 1 guest sp/ 10 units	1 sp/1,000 s.f.	1 sp/1,000 s.f.	1 sp/750 s.f.	Residential 1 sp/0.75 unit Non-Residential 1sp/1,000 s.f.

¹ These represent the maximum allowed building heights under the Community Plan. Specific zoning amendments may reduce these heights at various locations within North Fair Oaks. Architectural elements (e.g. tower features) may be allowed to exceed height limit with County approval.

² Stand-alone commercial uses are conditionally permitted only, at the County's discretion.

³ Office uses are encouraged as part of mixed-use developments only. Stand-alone office uses are discouraged, and will be conditionally permitted subject to the County's discretion only.

⁴ Industrial uses only allowed with County approval through a Conditional Use Permit.

⁵ Stand-alone industrial structures limited to 40' in height.

⁶ Setback requirements for office uses associated with industrial development may be waived.

⁷ Front setback governed by ground floor use.

Industrial Mixed-Use

The Industrial Mixed-Use land use designation allows a medium to high density of land uses with a primarily industrial focus while also allowing a mix of secondary commercial, public, and institutional uses. Limited multi-family residential uses that do

not conflict with light-industrial uses may also be allowed as conditional uses with approval. The objective of this land use category is to preserve and promote job-generating uses in designated areas while catalyzing reuse of underutilized industrial buildings for commercial activities, including retail and office uses, artist studios, live/work lofts, and institutional uses such as schools/training and sports facilities.

The Industrial Mixed-Use designation is focused along the Southern Pacific /Dumbarton Spur railroad tracks along Edison Way between 5th and 12th Avenues, and in the northwestern section of North Fair Oaks between 2nd Avenue and Willow Street and between Fair Oaks Avenue and Bay Road (the “Spring Street area”). While in the Edison Way corridor Industrial Mixed-Use area commercial uses are a regularly permitted use, in the Spring Street Industrial Mixed-Use area commercial and residential uses both require a conditional use permit and discretionary approval from the County, with the exception of the single layer of parcels fronting on Bay Road, where the normal standards for the Industrial Mixed-Use land use designation apply.

Given that multi-family residential development in Industrial Mixed-use areas will only be permitted with County approval, the maximum allowable density in the Industrial Mixed-Use area is 40 du/ac. The maximum allowed building height for the

Table 2.4: Industrial Mixed-Use

	Residential ²	Commercial ³ (Retail/Office ⁴)	Institutional	Industrial	Mixed-Use
FAR	-	0.75	1.25	1.25	1.0
DU/AC (max)	40	-	-	-	40
Building Heights (max) ¹	40' (approx. 3 stories)	45' (approx. 3 stories)	60' (approx. 4 stories)	40' ⁵ (approx. 2 stories)	40' (approx. 3 stories)
Front Setbacks	5' min. 15' max.	0' min. 10' max.	0' min. 10' max.	10' min. ⁶ 20' max.	- ⁷
Stepback	Not required	Not required	Not required	Not required	Not required
Parking	1.0 sp/0-1 BR 1.5 sp/ 2+ BR 1 guest sp/ 5 units	1 sp/400 s.f.	1 sp/750 s.f.	1 sp/750 s.f.	Residential 1 sp/unit Non-Residential 1sp/750 s.f.

¹ These represent the maximum allowed building heights under the Community Plan. Specific zoning amendments may reduce these heights at various locations within North Fair Oaks. Architectural elements (e.g. tower features) may be allowed to exceed height limit with County approval.

² Residential uses only allowed with County discretionary approval.

³ Commercial uses only allowed with County discretionary approval in the Spring Street Industrial Mixed-Use area. Stand-alone commercial uses are conditionally permitted only, at the County's discretion.

⁴ Office uses are encouraged as part of mixed-use developments only. Stand-alone office uses are discouraged, and will be conditionally permitted subject to the County's discretion only.

⁵ Stand-alone industrial structures are limited to 40' in height.

⁶ Setback requirements for office uses associated with industrial development may be waived.

⁷ Front setback governed by ground floor use.

Industrial Mixed-Use area for all uses is 60 feet or 4 stories for any institutional use, 40 feet or 2 stories for an industrial use, 45 feet or 3 stories for a commercial use, and 40 feet or 3 stories for stand-alone residential (allowed only through a conditional use permit) or mixed-use development. The FARs under the Industrial Mixed-Use land use designation are 0.75 for commercial uses, 1.0 for mixed-use development and 1.25 for institutional and industrial uses. Live-work uses are regulated by the standards for the mixed-use category shown in Table 2.4.

For residential uses, a minimum 5-foot and maximum 15-foot front setback are required, for commercial and institutional uses there is a maximum 10-foot setback, and for industrial buildings, a minimum 10-foot and a maximum 20-foot front setback are required. In addition, at the corners of buildings at intersections, setbacks are encouraged from the property line. Side and rear setbacks will be regulated by the County's building and fire code regulations, except in areas where the rear of commercial, institutional, or industrial uses are directly adjacent to residential uses, in which case a minimum 20-foot setback is required.

C. INDUSTRIAL

Apart from the land use category changes to existing industrial uses described above, the only remaining industrial land use designation within North Fair Oaks is along Northside Avenue between 2nd Avenue and Hampshire Avenue, designated General Industrial. This land use designation remains unchanged, and the area remains subject to existing development standards for the General Industrial land use designation in the County's General Plan and Zoning Code.

D. PUBLIC

Institutional

The standards for the Institutional land use category remain those incorporated in the County's General Plan. Areas designated Institutional, as shown in Figure 2.5: North Fair Oaks Land Use Designations, remain subject to these regulations.

Parks

The general standards for the Parks land use designation remain those incorporated in the County's General Plan. Areas designated as Parks are shown in Figure 2.6. As noted above, segments of the Hetch-Hetchy right-of-way (from the eastern edge of North Fair Oaks to 12th Avenue, and between Berskshire Road and the Caltrain railroad tracks) are potentially appropriate locations for community amenities, including pocket or community parks and gardens, open space, and/or pedestrian and bicycle pathways. These areas are designated with the Parks land use designation. In addition, there are opportunities to use underutilized or vacant land, as well as portions of existing rights-of-way, particularly along residential roadways, to create additional community-oriented open spaces (see Figure 2.6: Existing and Potential Locations of Parks, Community Gardens and Open Space). These areas have not been redesignated as Parks, but will be explored further as part of the Implementation Program for the Community Plan.

FIGURE 2.6: Existing and Potential Location of Parks, Community Gardens, and Open Space



2.5 COMMUNITY BENEFITS - DEVELOPMENT INCENTIVES

Community-oriented facilities, such as community gardens, parks, plazas, and open space, provide significant benefit to the community, and North Fair Oaks is underserved by such facilities. One way to support the provision of publicly owned or publicly accessible community facilities is to incentivize developers of new projects to contribute to the creation of such facilities, in whole or in part, in exchange for certain specified exceptions from normal development regulations. In this way, developers are encouraged to provide community-oriented facilities while the community gains valuable assets that mitigate the impacts of new development, and benefit the community as a whole. For example, incentive-based tools of the kind described below permit developers to increase the building square footage or number of dwelling units on a property (through a density bonus) to a specified extent beyond the normal maximum, allow developers to build a taller building than what is allowed by right, or provide less parking than otherwise required, in exchange for provision of community-oriented facilities beyond those normally required. Such incentives are designed to encourage the collaboration of public and private interests to develop innovative solutions for achieving community goals. As part of implementation of the Community Plan, the County will create and adopt a program specifying the amounts and types of community benefit contribution required to receive specific exceptions from development regulations.

The development incentives incorporated in this program will include the three types of exception described below, and will support the development of community-oriented spaces or community benefits in North Fair Oaks, including park and open space improvements, community gathering spaces, plazas, public art, community gardens, and pedestrian and bicycle pathways. These incentives are consistent with the goals and policies described in Chapter 5: Health and Wellness.

The community benefits program may include other types of community benefits. The specific types of community benefits that may be required in exchange for specific development incentives and exceptions will be determined through further study as part of Plan implementation. Specific benefits may be required to be provided by all developments of certain types, or above certain density and intensity thresholds, regardless of development incentives or exceptions. Determination of whether development incentives or exceptions will be allowed in exchange for provision of community benefits will be at County discretion, unless otherwise specified in the final community benefits program.





A. DENSITY BONUS

A density bonus for residential development allows an increase in the number of allowed dwelling units in exchange for provision of community benefits. This density bonus would be in addition to any bonuses already allowed under the County’s existing density bonus ordinance, which is specific to affordable housing. All applications for a density bonus will be reviewed by County staff to determine if the proposal meets minimum qualifications and County Standards. County staff will review development applications before approving the project for a density bonus to ensure that the granting of the bonus does not have an adverse affect on adjacent properties in the area and that utilities are available to serve the additional units. The maximum additional density bonus will be a 20% increase in project density above the maximum allowed under all other applicable regulations and bonuses.

B. HEIGHT INCENTIVES

Additional building heights may be allowed above the designated height limits for residential and non-residential uses, in exchange for integrating significant community-oriented spaces into new development. Buildings heights will be allowed to go beyond the approved heights within a particular land use designation, to allow for the portion of a building that is being displaced by open space to be relocated on upper floors of the structure. The proposed building height exception will provide opportunities to locate community-oriented space on a lot while maintaining much of the development potential otherwise allowed. The maximum increase in allowed height for non-residential uses would be 30% in the Neighborhood Mixed-Use designation, and 25% in all other areas, allowing approximately one additional story. The maximum increase in allowed height for residential uses would be approximately 25% in the Neighborhood Mixed-Use designation, and 20% in all other areas), again allowing approximately one additional story. These bonuses would only be granted in cases where zoning for a particular area allow maximum heights that are below the maximums allowed by the General Plan Land Use designations for North Fair Oaks. In this case, height incentives would allow heights greater than allowed by zoning, but maximum heights beyond the outside limits described in the Land Use standards would not be allowed. Granting of incentives in exchange for

community benefits will be at County discretion. Prior to approval of any height exceptions, County staff will review development applications to ensure that increased heights do not adversely impact adjacent properties.

C. REDUCED PARKING REQUIREMENTS

The Community Plan encourages a balanced mix of land uses, to provide a range of residential types within close proximity of daily needs (places of employment, shopping destinations, transit opportunities, and open space and recreation). One desired outcome of mixed-use development is to reduce automobile dependence, and ultimately reduce the need for parking. The focus of the highest allowed density of transit-oriented, mixed-use development in North Fair Oaks is around the future potential multi-modal transit hub on Middlefield, making this area an ideal location to allow reduced parking requirements in exchange for additional community-oriented facilities. The amount of parking reduction allowed in exchange for provision of community benefit will be determined during creation of the program, and will be consistent with the policies incorporated in Chapter 3: Circulation.



