

## GOALS AND POLICIES 5

This chapter outlines goals and policies for the Specific Plan. The goals and policies evolved from the Specific Plan process. They reflect input from the community, City staff and the project's consultant team. These goals and policies are an extension of the General Plan goals and policies that focus on Ravenswood/4 Corners or are relevant to Ravenswood/4 Corners. The Specific Plan's policies augment those in the General Plan and provide clear parameters by which City staff and decision-makers can review development projects and public improvements within Ravenswood and 4 Corners.

Goals and policies are divided as follows:

- ▶ A **goal** is a description of the general desired result that the City seeks to create through the implementation of the Specific Plan.
- ▶ A **policy** is a specific statement that guides decision-making as the City works to achieve a goal.

More specifically, the policies in this chapter are meant to support the vision outlined in Chapter 4, Vision and Concept.

## Land Use and Community Character

<b>Goal LU-1</b>	<b>A balanced land use pattern that meets community needs for residential, commercial, industrial and public uses.</b>
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| Policy LU-1.1 | Provide a variety of housing types, including mixed-use buildings with apartments or condominiums; standalone multifamily housing; townhomes; small-lot single-family homes; and affordable housing.    |
| Policy LU-1.2 | Support the development of new uses that will bring a wide range of high-quality jobs accessible to people with a variety of skill levels to the Plan Area, including office, R&D, and industrial uses. |
| Policy LU-1.3 | Encourage new office uses to take advantage of the Plan Area’s strong vehicular and transit access to both sides of the Bay, as well as potential views of the Bay.                                     |
| Policy LU-1.4 | Ensure that community facilities such as open space, parks, trails, an expanded library, space for non profits, and a community center are provided as new development comes to the Plan Area.          |
| Policy LU-1.5 | Maintain adequate separation between potentially incompatible land uses.  |
| Policy LU-1.6 | Require project proponents to design all new development so that it responds to the scale, grain, and character of existing nearby development.   |
| Policy LU-1.7 | Strive to achieve a balance between housing and jobs in the Plan Area, with an emphasis on ensuring that there is a good match between residential and job opportunities.                               |

Policy LU-1.8 Designate adequate sites in the Plan Area to accommodate a portion of the City’s Regional Housing Needs Allocation and meet Housing Element goals and objectives including sufficient sites to accommodate the uses previously designated for 2555 Pulgas Ave.

**Goal LU-2 A “town center” for East Palo Alto, centered on University Avenue and Bay Road, that will enhance the city’s image and identity.**

Policy LU-2.1 On all parcels with frontage on the intersection of University Avenue and Bay Road, encourage new development that exhibits a high quality and character, and that supports this intersection’s identity as the heart of East Palo Alto.

Policy LU-2.2 Ensure that new development at 4 Corners responds to its regional significance as a gateway to Ravenswood/4 Corners and East Palo Alto as a whole.

Policy LU-2.3 Ensure that all development in the Plan Area along University Avenue and Bay Road adheres to the Specific Plan’s design standards and guidelines.

Policy LU-2.4 Ensure that development along Bay Road helps reinforce the corridor’s importance as the primary “activity spine” within the Plan Area.

Policy LU-2.5 Require active ground-floor uses in mixed-use buildings.

Policy LU-2.6 Assist in and encourage the assembly of sites to enable implementation of a “town center” vision that overcomes existing broken, small, and irregular parcelization patterns and maximizes uses along Bay Road.

Policy LU-2.7 Consider instituting a public art policy/fee for new projects and substantial rehabilitations (greater than 20,000 square feet of floor area) of ½% of project valuation.

<b>Goal LU-3</b>	<b>Strengthened residential neighborhoods.</b>
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Policy LU-3.1 Preserve and enhance the positive qualities of the University Village neighborhood.

Policy LU-3.2 Ensure that new development throughout the Plan Area maintains or improves the character of any adjacent residential neighborhoods.

<b>Goal LU-4</b>	<b>Development projects that improve the quality of life in the Plan Area and draw residents and visitors to Ravenswood/4 Corners.</b>
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Policy LU-4.1 On the northeast corner of 4 Corners, work to attract a mixed-use project that includes a community center.

Policy LU-4.2 Pursue the creation of a public green space atop the San Francisco Public Utilities Commission’s (SFPUC’s) right-of-way in the University Village neighborhood.

Policy LU-4.3 Require development along the Bay to provide publicly accessible open space.

Policy LU-4.4 Ensure that new development respects existing public view corridors within the Plan Area and also allows for the proposed east-west view corridor through Ravenswood north of Bay Road. (More information on this proposed view corridor is provided in Chapters Six and Seven.)

Policy LU-4.5 Require landscaping and ground cover as a component of all projects to prevent soil erosion.

- Policy LU-4.6      Verify that Green Building standards are part of every development project application, and that these standards would reduce energy-related GHG emissions beyond 15 percent from those that would occur under the most recent Title 24 Building Code requirements (Tier 1 standards).
  
- Policy LU-4.7      Ensure that all new development adheres to this Specific Plan’s development standards, as well as its design standards and guidelines.
  
- Policy LU-4.8      At the existing City Hall site, and in coordination with the County of San Mateo, consider adding on to or redeveloping the existing buildings to improve their appearance, allow the existing library to expand and create a mixed-use civic center.
  
- Policy LU-4.9      At the end of Weeks Street, create a publicly accessible green space.

**Goal LU-5      A diversified, strengthened, and expanded economic base.**

- Policy LU-5.1      Actively outreach to developers, market with the Specific Plan, and seek development proposals to attract employers that will expand East Palo Alto’s tax base while also providing other benefits to the community, such as new jobs for East Palo Alto residents.

**Goal LU-6      Land uses that are appropriately protected from potential hazards.**

- Policy LU-6.1      Reduce the risk of exposure to accidents at adjacent industrial sites by restricting the density of development in sites immediately adjacent to industries that use hazardous chemicals.

## 5 GOALS AND POLICIES

- Policy LU-6.2 Monitor and control the type and quantity of chemical use by businesses that are located adjacent to mixed-use and residential sites to minimize exposure in the event of accidental chemical releases to the environment.
- Policy LU-6.3 Ensure that a Health Risk Assessment is prepared in accordance with BAAQMD permit requirements for facilities producing new potentially hazardous air emissions in the Plan Area. If the health risk assessment concludes that an unacceptable risk would be posed to nearby sensitive receptors, including schools, ensure adequate mitigation is provided to reduce the emissions to the extent possible.
- Policy LU-6.4 Follow the regulations pertaining to siting of new schools in California described in Public Resources Code Section 21151.8 and Education Code Section 17123 to identify facilities within a one quarter mile radius of a proposed school site that might emit hazardous air emissions and require a Health Risk Assessment to ensure these emissions do not pose an unacceptable risk to the school, or if there is no suitable alternative site, that these risks are mitigated to the extent possible and publicly acknowledged.
- Policy LU-6.5 Prohibit the siting of schools in the Plan Area east of Illinois Street/Clark Avenue and north of Runnymede Street.
- Policy LU-6.6 New development with sensitive receptors, such as housing or schools, within a quarter mile of existing industrial uses that may produce potentially hazardous air emissions, shall include a targeted assessment of health risks through the CEQA process.

<b>Goal LU-7</b>	<b>Development that recognizes existing soil and groundwater contamination and promotes remediation</b>
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Policy LU-7.1 For all new development, or substantial renovation or re-development (greater than 20 percent of assessed valuation) of sites in Subareas II and III (as defined by Figure 4.8-3 in the Specific Plan EIR), in the 4 Corners area, or on the south side of Bay Road, require a Phase I Environmental Site Assessment (ESA), and, if recommended by the Phase I ESA, a Phase II ESA to include soil and groundwater sampling and analysis. Share the results of the Phase I/II ESA with appropriate regulatory agencies to enable an appropriate remediation plan is to be developed. The remediation plan may include soil and groundwater cleanup, engineering controls such as vapor barriers or venting systems, and institutional controls such as deed restrictions or activity use restrictions.

Policy LU-7.5 For development sites in the Plan Area adjacent to active remediation systems or groundwater monitoring systems, the lead agency in charge of remediation shall be notified of the development proposal. Provide an opportunity for the lead agency to comment on the development proposal, acknowledge any justifiable concerns expressed by the agency and verify that appropriate changes are made to development plans to address the agency’s concerns.

<b>Goal LU-8</b>	<b>Development that complies with all public safety regulations.</b>
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Policy LU-8.1 Prohibit land uses that encourage a very high concentration of people or negatively affect air navigation as described in the Airport Land Use Control Plan (ALUCP), or are in excess of maximum heights recommended in the ALUCP, from the Traffic Pattern Zone of the Plan Area.

Evaluate development applications on properties in this zone for their adherence to these regulations.

Policy LU-8.3 Ensure that the Menlo Park Fire Protection District (MPFPD) reviews construction plans for roadway modifications, internal circulation, and establish, if needed, temporary alternative emergency routes to be used for the duration of the construction project. During design review, ensure that roads and driveways are established that meet all applicable code requirements for emergency access, including potentially including signal preemption mechanisms as discussed in Policy UTIL-1.4. Also, ensure that MPFPD reviews building plans for compliance with the Fire Code and establishes a future inspection schedule for continued compliance.

<b>Goal LU-9</b>	<b>Development that responds to the Plan Area’s hydrological and geological context.</b>
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Policy LU-9.1 Ensure that new development in the Specific Plan area maximizes the amount of area available for groundwater recharge by requiring features such as permeable paving, roof catchment systems, irrigated landscaping, or other means to enhance on-site infiltration of stormwater runoff or landscape irrigation water.

Policy LU-9.2 As per Chapter 15.52 of the Municipal Code, ensure that at the time a project is proposed in the Plan Area that each proposed new structure in the 100-year flood plain as identified in the current Flood Insurance Rate Map (FIRM) is elevated so that the bottom of the lowest floor is one foot above the base flood elevation (1 BFE) for residential structures, flood-proofed to 1 BFE for non-residential structures, or granted a Variance pursuant to the procedures outlines in Section 15.52080 (a) to (k).

Policy LU-9.3      Require preparation of a geotechnical report calculating the building load and placement of fill for each development. Verify that environmental review of this report includes an assessment of flood risks to the building itself and the impacts on neighboring structures from displacement of flood waters. Require the report to consider the cumulative flood risks to other structures from the building in addition to other known, planned, and reasonably foreseeable development.

## Transportation and Traffic

<b>Goal TRA-1</b>	<b>Enhance pedestrian and bicycle circulation throughout the Plan Area.</b>
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Policy TRA-1.1      Install sidewalks as the parcels adjacent to University Avenue are redeveloped. As a separate planning effort, identify a strategy for building continuous sidewalks on University Avenue. Additionally, rebuild sidewalks and improve crosswalks that do not meet the Specific Plan’s streetscape standards.

Policy TRA-1.2      Implement the Specific Plan’s proposed network of off-street pedestrian paths, which can help promote walking by providing more direct pedestrian connections between sites and buildings than could be offered by the street system. In addition, encourage developers to follow the Specific Plan’s guidelines regarding pedestrian connections between sidewalks and building entrances.

Policy TRA-1.3      Support paving of the Bay Trail north of Weeks Street in order to improve bicycle access.

- Policy TRA-1.4 Implement the General Plan’s proposed network of on-street bicycle lanes, off-street bicycle paths, and signed on-street bicycle routes.
- Policy TRA-1.5 Acquire the remediated Union Pacific easement/right-of-way north of Bay Road for development as a community bicycle and pedestrian path.
- Policy TRA-1.6 Support and assist in the assembly and acquisition of land to implement the General Plan’s and Specific Plan’s proposed pedestrian and bicycle circulation networks.

**Goal TRA-2 A system of local roadways that meets the community’s needs.**

- Policy TRA-2.1 Ensure that new office, R&D and industrial development north of Bay Road is served by a new east-west road connecting the three existing north-south streets, as shown in Figure 7-1 in Chapter Seven of this Specific Plan.
- Policy TRA-2.2 As part of any improvements to Fordham Street, design and construct traffic-calming improvements that will discourage cut-through traffic in University Village.
- Policy TRA-2.3 Designate truck routes in the Plan Area that encourage trucks to use the State highway system and main arterial roadways. Prohibit large trucks on residential streets, except for deliveries or access to destinations within those areas.
- Policy TRA-2.4 Promote use of “quieter” paving types such as Open-Grade Rubberized Asphaltic Concrete along Bay Road, Pulgas Avenue and Weeks Street in the Plan Area and vicinity.
- Policy TRA-2.5 The City shall prepare a traffic “nexus study” that identifies necessary intersection and vehicular transportation improvements as identified in Chapter

Eight of this Specific Plan under “Vehicular Improvements” section. The study will identify appropriate financing mechanisms for improvements and a fair share development fee for future development in the Specific Plan Area.

<b>Goal TRA-3</b>	<b>Increase use of public transit and non-vehicular methods of travel.</b>
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- Policy TRA-3.1      Require large businesses to implement a Transportation Demand Management (TDM) program. The TDM programs would reduce vehicle trips and vehicle miles traveled from businesses by encouraging employers to provide transit subsidies, bicycle facilities, alternative work schedules, flextime, telecommuting, and other measures to reduce vehicle travel. The programs would also include features that support ride sharing and car sharing.
  
- Policy TRA-3.2      Encourage shared parking where peak parking demands can be met. In retail and commercial areas well served by transit, encourage developers to employ pricing strategies to reduce parking needs and encourage use of transit or other travel modes.
  
- Policy TRA-3.3      Support parking “cash-out” programs for large employers, in which employers offer cash to employees in lieu of providing them parking in order to discourage driving.
  
- Policy TRA-3.4      Encourage new residential development to unbundle parking costs from the costs of renting or purchasing a dwelling unit.
  
- Policy TRA-3.5      Pursue development of a Dumbarton Rail station adjacent to the Plan Area. If the nearest Dumbarton Rail station is located elsewhere, work with transit providers to ensure

that shuttle service is available between Ravenswood and the rail station.

Policy TRA-3.6 Work with the San Mateo County Transit District (Sam-Trans) to study the potential for bus rapid transit (BRT) service on University Avenue, either as an alternative to or in conjunction with Dumbarton Rail service.

Policy TRA-3.7 It is expected that transit use will increase at the Bay Road/University Avenue intersection. As such, future development near this intersection and ROW improvements should strongly consider accomodation of bus ridership and transfers, including on-street bus bays, wider sidewalks, shelters, and transit information kiosks. Electronic bus arrival information could also be considered.

<b>Goal TRA-4</b>	<b>An additional point of access to the Ravenswood Business District.</b>
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Policy TRA-4.1 Pursue funding to develop a loop road that connects University Avenue to Demeter Street, looping around the north and east parts of the University Village neighborhood.

Policy TRA-4.2 Identify key regulatory challenges to construction of a loop road, and work with regulatory agencies to overcome these challenges.

Policy TRA-4.3 Work with the Midpeninsula Regional Open Space District (MROSD) to develop a memorandum of understanding to design and develop an interim trail consistent with Figure 7-4 in Chapter Seven of this Specific Plan and a permanent trail along the Loop Road consistent with Figure 7-3 in Chapter Seven of this Specific Plan.

<b>Goal TRA-5</b>	<b>A well-managed public parking system.</b>
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- Policy TRA-5.1 Continue to allow on-street parking on streets in University Village.
- Policy TRA-5.2 Provide on-street parking based on the Streetscape Standards contained in this Specific Plan.
- Policy TRA-5.3 As development occurs, evaluate whether there is a need to institute paid on-street parking in some locations.
- Policy TRA-5.4 The City should consider acquiring land for and developing a parking structure in the Ravenswood area as the Specific Plan Area builds out, and as is feasible and appropriate.

**Goal TRA-6 Attractive streetscapes that contribute to a positive image for East Palo Alto.**

- Policy TRA-6.1 As development occurs, ensure that developers implement the Streetscape Standards contained in this Specific Plan.
- Policy TRA-6.2 Pursue opportunities to implement the Streetscape Standards’ proposed improvements independently from new development.

## Utilities and Public Services

**Goal UTIL-1 Effective coordination with public facilities and service providers.**

- Policy UTIL-1.1 In coordination with the East Palo Alto Sanitary District (EPASD) and West Bay Sanitary District (WBSD), ensure that development of each parcel includes an adequate sanitary and storm sewer infrastructure to prevent discharge of untreated water to surface waters.

- Policy UTIL-1.2 Work with EPASD to ensure that additional wastewater treatment capacity is available as development occurs under the Specific Plan.
- Policy UTIL-1.3 Work with WBSD to ensure that peak wet weather flows of wastewater do not increase above the present 14.4 million gallons per day (MGD) maximum, despite any increase in development. Encourage WBSD to conduct increased inspection and maintenance of the sanitary sewer system, and repair any points of entry for rainwater. In addition, ensure that new development conforms to C-3 stormwater regulations.
- Policy UTIL-1.4 Where feasible and appropriate, the City will add traffic signal preemption to increase the efficiency of emergency services.

<b>Goal UTIL-2</b>	<b>An adequate water supply to support new development.</b>
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- Policy UTIL-2.1 Prior to developing an increased municipal water supply, conduct a project-level environmental analysis of the environmental effects of obtaining the increased supply. For any proposed new groundwater well, or increase in pumping from existing wells, ensure that the analysis considers, at a minimum, a) land subsidence and exacerbation of existing flood risks; b) salt-water infiltration of the aquifer; c) entrainment of contamination; d) cumulative effects from drawdown of the aquifer; e) impacts from construction of a new treatment facility, including storage reservoirs; and f) installation of additional piping. For any proposed recycled water usage, ensure that the analysis contains, at a minimum, verification that the water quality is adequate and that there would be no adverse health effects from its use.

Policy UTIL-2.2 Before individual development projects are approved in the Plan Area, require the developer to demonstrate verifiable, enforceable proof that either they have secured new water supplies to serve the new development or that the proposed development will create no net increase in total water demand in East Palo Alto. Ensure that environmental review is carried out for augmentations to the supply from additional groundwater pumping in the Specific Plan area and within a quarter mile radius.

**Goal UTIL-3 Water, wastewater, and stormwater infrastructure that is adequate to support new development.**

Policy UTIL-3.1 Ensure that the storm sewer system described in the 2008 *Draft Engineering Plan (DEPLAN) for the Ravenswood Business District (RBD)*, or one that is functionally similar, is built.

Policy UTIL-3.2 Ensure that a storm water system for the northern part of the Plan Area, including 391 Demeter and the University Village neighborhood, is designed to provide adequate capacity for peak rain events, and maintain functionality of existing storm water infrastructure.

Policy UTIL-3.3 Where feasible, incorporate trash capture devices into storm drain inlets, and the outlet to the detention basin at the end of Runnymede Street.

Policy UTIL-3.4 Ensure that the engineering systems identified in the 2008 Draft Engineering Plan (DEPLAN) are built, and that each project contributes its proportionate share to pay for the infrastructure and community benefits.

Policy UTIL-3.5 The City shall prepare a infrastructure, traffic, and community benefits “nexus study” that identifies necessary infrastructure and community benefits needs. The study will

identify appropriate financing mechanisms for improvements and a fair share development fee for future development in the Specific Plan Area.

Policy UTIL-3.6 Explore creation of a Landscaping and Maintenance District to support infrastructure and parks in the Specific Plan Area.

<b>Goal UTIL-4</b>	<b>Recreational opportunities for community members.</b>
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Policy UTIL-4.1 Work to implement the open space network, or a functionally similar network, identified in Figure 4-2 in Chapter Four of this Specific Plan.

Policy UTIL-4.2 Require that new development within the Plan Area provide new public open spaces, including the planned Cooley Landing Park.

Policy UTIL-4.3 Pursue creation of a public park atop the San Francisco Public Utilities Commission’s (SFPUC’s) right-of-way in the University Village neighborhood, including the amenities shown in this Plan’s Vision and Concept where possible.

<b>Goal UTIL-5</b>	<b>Preservation and enhancement natural resources.</b>
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Policy UTIL-5.1 Ensure that new development does not adversely affect the Ravenswood Open Space Preserve and Palo Alto Baylands Natural Preserve.

Policy UTIL-5.2 Encourage developers to design projects that capitalize on views of adjacent natural resources.

<b>Goal UTIL-6</b>	<b>A strong network of community organizations.</b>
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- Policy UTIL-6.1 Explore opportunities to partner with community organizations to publicize and carry out City programs.
- Policy UTIL-6.2 Continue to include input from community organizations during the implementation of this Specific Plan.
- Policy UTIL-6.3 Encourage developers to provide space for community organizations as part of new mixed-use development.
- Policy UTIL-6.4 If community organizations are displaced as a result of new development, help them relocate within East Palo Alto.

## Cultural Resources

<b>Goal CUL-1</b>	<b>Maintainance and conservation of historic, archeological, and paleontological resources.</b>
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- Policy CUL-1.1 Ensure that City, State, and Federal historic preservation laws, regulations, and codes are implemented, including State laws related to archaeological resources, to ensure the adequate protection of historic and prehistoric resources.
- Policy CUL-1.2 Require preparation of a project-specific *Historic Architectural Resources Assessment* (HARA) by a professional Architectural Historian for any buildings or structures that are over 45 years in age that could be affected by a project. The HARA will provide background context, identify any architectural resources including standing buildings and structures, and provide an evaluation using the criteria of the California Register of Historic Resources. Follow the HARA recommendations to avoid and minimize damage to these resources. These may include additional research, measured drawings and photographic recordation with

deposition of any research materials with a historical society or repository.

Policy CUL-1.3 Require preparation of a project-specific *Archaeological Resources Assessment* (ARA) by a professional Archaeologist for any construction that will impact native soil in the parts of the Plan Area known to be archaeologically sensitive, that are within the 200-foot buffer of known historic and prehistoric resources, as recorded on the supplemental figure *Archaeological Sensitivity Zones* on file with the City. The ARA will provide background context, identify any archaeological resources, and provide an evaluation using the criteria of the California Register of Historic Resources. ARA recommendations must be followed to avoid and minimize damage to these resources. These may include archeological testing, data recovery, and archaeological monitoring during construction..

Policy CUL-1.4 Recognize that Native American human remains may be encountered at unexpected locations and impose a requirement on all development permits and tentative subdivision maps that upon their discovery during construction, development activity will cease until professional archaeological examination confirms that the burial is human. If the remains are determined to be Native American, applicable State laws shall be implemented. A professional Archaeologist with expertise in human remains must be retained to review, identify, and evaluate the discovery. The County Coroner and Native American Heritage Commission must be notified and the remains treated in accordance with State law.