

LAND USE ELEMENT
AND ACTION PROGRAM
FOR THE
CITY OF EAST PALO ALTO GENERAL PLAN
December 1986

CITY OF EAST PALO ALTO

City Council

Barbara A. Mouton, Mayor
James E. Blakey, Jr., Vice-Mayor
Ruben Abrica, Councilmember
John Bostic, Councilmember
Warnell Coats, Councilmember

Planning Commission

Melvin Harris, Chairman
Tikisa Anderson, Vice-Chairman
Onyango S. Bashir
Duane Bay
John Chavez
Midge Dorn
Joseph Goodwill
Makini Roach, Alternate

Staff

Frederic A. Howell, City Manager
Robert W. Johnson, City Attorney
Rod Barger, Senior Planner/Zoning Hearing Officer
Stephanie Barnes, Planning Intern

Approved

Planning Commission: 6/23/86
City Council: December 15, 1986

RESOLUTION NO.00353

RESOLUTION ADOPTING THE EAST PALO ALTO GENERAL PLAN
LAND USE ELEMENT AND ACTION PROGRAM

WHEREAS, the Land Use Element has been prepared, in part, to respond to changes in State requirements and guidelines, and, in part, to reflect changes in local land use conditions and policies; and

WHEREAS, adopting the Land Use Element is a key part of the periodic update of the East Palo Alto General Plan; and

WHEREAS, the Land Use Element was reviewed at a Public Hearing and approved by the East Palo Alto Planning Commission on June 23, 1986; and

WHEREAS, the Land Use Element was also the subject of a Public Hearing by the East Palo Alto City Council and was approved on December 15, 1986; and

WHEREAS, Negative Declaration #8-86, for this Element, was also approved at the above-referenced hearings.

NOW, THEREFORE, BE IT RESOLVED by the City Council of the City of East Palo Alto that the Land Use Element and Action Program, attached hereto is hereby adopted into the East Palo Alto General Plan.

PASSED AND ADOPTED by the City Council of the City of East Palo Alto this 15th day of December, 1986, by the following vote:

AYES: ABRICA, BLAKEY, BOSTIC, COATS, and MOUTON

NOES: NONE

ABSENT: NONE



Barbara A. Mouton
Mayor



ATTEST

Frederic A. Howell
City Clerk

CONTENTS

	Page
INTRODUCTION	1-1
GENERAL GOALS, OBJECTIVES, AND POLICIES	1-2
Goal I: Distribution of Land Use within the City should Reflect the Present and Future Growth Needs of the City	1-2
Goal II: Foster and Maintain a Neighborhood-Focused Pattern of Development	1-2
Goal III: To Monitor Land Use Needs and Periodically Determine Whether Changes in Land Use and Needed	1-3
RESIDENTIAL GOALS AND POLICIES	
Residential Land Use	1-5
Existing Conditions	1-5
Housing Demand	1-5
Issues	
Development in Existing Residential Neighborhoods.	1-5
Large Scale Residential Development	1-6
Goal I: To Preserve and Protect Residential Uses as the Predominate Land Use in Residential Areas.	1-7
Goal II: To Encourage New Residential Development and the Conservation of a Variety of Housing Types to Meet the Needs of Existing and Future East Palo Alto Residents. To Maintain Residential Land Use as the Predominant Land Use Activity in the City.	1-7
Goal III: To Establish Standards for Determining the Appropriate Designation of Undeveloped Land and the Evaluation of Proposals for Redevelopment of Residential Land	1-8
Goal IV: To Achieve Appropriate Residential Project Design Without Imposing Unreasonable Conditions on Residential Development	1-10
Goal V: To Achieve a Timing of New Residential Development Consistent with Timing for Installation of Public Facilities and with a Targeted City Population by the Year 1990 as Approved by the City Council	1-11

CONTENTS (Cont'd)

	Page
Goal VI: To Increase Incentives for Housing Maintenance and Production Through Private Economic Incentives	1-12
Goal VII: To Encourage Appropriate Special and Institutional Uses in Residential Areas, such as Day Care Homes, Half-way Houses, Homes for Physically, or Developmentally Disabled Children or Adults, Nursing Homes, Churches and Other Similar Uses	1-12
COMMERCIAL LAND USES	1-14
Existing Commercial Facilities	1-14
Distribution of Commercial Facilities	1-14
Demand for Commercial Facilities	1-14
Establishment of a Commercial Base	1-15
COMMERCIAL GOALS AND POLICIES	
Goal I: To Provide for a Level of Commercial Land Use to Serve the Needs of East Palo Alto Residents to the Year 1990, to Provide a Full Range of Commercial Services and to Provide Employment Opportunities for East Palo Alto Residents	1-16
Goal II: To Establish Standards for the Location and Density of Commercial Areas.	1-16
INDUSTRIAL LAND USE	1-18
Ravenswood Industrial Park	1-18
The Demand for Industrial Land	1-18
Industrial Park	1-18
Type and Amount of Industrial Development	1-18
Relationship of Industrial and Adjacent Residential Uses	1-19
INDUSTRIAL GOAL & POLICIES	
Goal I: To Allow Light Industrial Uses which are Consistent with other Policies in this Land Use Element and which are Favorable to the Community Environmentally, Economically and Fiscally	1-20

CONTENTS (Cont'd)

Page

PUBLIC FACILITIES GOALS AND POLICIES

- Goal I: To Provide Adequate Sites for Government
Administrative Offices and Land Uses . . . 1-22
- GOAL II: To Provide Adequate Sites and Select Appropriate
Locations for Government Services . . . 1-23
- GOAL III: To Ensure that East Palo Alto Residents and
Business Users are Adequately Served by
Utilities and Public Improvements . . . 1-24

AGRICULTURAL LAND USE 1-25

- Existing Conditions 1-25
- Williamson Act Contracts 1-25
- Proposed Land Use 1-25
- Continuation of Agriculture in East Palo Alto . . . 1-25

OPEN SPACE LAND USE 1-26

- Baylands 1-26
- San Francisquito Creek 1-26
- Utility Company Lands and Easements 1-27

AGRICULTURAL AND OPEN SPACE GOALS AND POLICIES

- Goal I: To Encourage an Orderly Transition from
Agricultural Uses to other Higher Intensity
Uses 1-28
- Goal II: To Designate Appropriate Locations and Adequate
Acreage For Non-Agricultural Open Spaces . . 1-28

CIRCULATION GOAL AND POLICIES

- Goal I: To Ensure that the Total Circulation System
of the City of East Palo Alto Provides
Mobility and Choice for All City Residents . 1-30

SPECIAL AREA GOAL AND POLICIES

- Goal I: To Maintain the University Avenue Area as the
Primary Commercial/Retail and Office
District of the City within the Limits
Imposed by the Amount of Land Available for
Commercial and Office Expansion 1-31

GOAL AND POLICIES FOR PRESERVING SIGNIFICANT FEATURES

- Goal I: To Preserve Historically, Architecturally,
Culturally, and Educationally Significant
Features in the City of East Palo Alto . . 1-32

CONTENTS (Cont'd)

Page

ENVIRONMENTAL GOAL AND POLICIES

Goal I: To Consider Environmental Constraints in Making Land Use Decisions and to Balance the need for accommodating New Development with the need to Reduce Environmental Damage from Development 1-34

FISCAL GOALS & POLICIES

Goal I: To Accommodate New Development which is Adequately Provided with Municipal Improvements and Services 1-35

ACTION PROGRAM 1-36

APPENDIX

Background 1-39

Figure 1. Land Use Map 1-40

Figure 2. Existing Zoning Map 1-41

Figure 3. Location of Commercial Uses 1-42

Figure 4. Planning Area 1-43

Table 1. Summary of Existing Land Uses 1-44

Table 2. Explanation of Land Use Designations 1-45

Table 3. East Palo Alto Zoning Summary Breakdown by Acres 1-46

Table 4. Inventory of Business in East Palo Alto 1-47

Table 5. Comparison of Sales Tax Revenue for East Palo Alto and three communities 1-49

Table 6. Description of Planning Areas 1-49

INTRODUCTION

Section 65302(a) of the Government Code requires the General Plan to include:

"A land use element which currently designates the proposed general distribution and general location and the extent of the uses of the land for housing, business, industry, open space, including agriculture and natural resources, recreation and enjoyment of scenic beauty, education and public buildings and grounds, solid and liquid waste disposal facilities and other categories of public and private uses of land. The land use element shall include a statement of the standards of population density and building intensity recommended for the various districts and other territory covered by the plan. The land use element shall also identify areas covered by the plan which are subject to flooding and shall be reviewed annually with respect to such areas."

This statute serves as the guideline for creation of the City of East Palo Alto's Land Use Element. The element is divided into several categories; goals, objectives, and policies have been established within each category. The categories are:

- * General
- * Residential
- * Commercial
- * Industrial
- * Open Space/Agricultural
- * Public Facilities
- * Circulation
- * Special Areas
- * Preservation of Significant Features
- * Fiscal

The purpose of the Land Use Element is not to duplicate the goals and policies of the related elements, such as housing, circulation, and open space. However, it will be necessary to reiterate some of the policy language in other elements of the General Plan to show the close relationship and link between those other Elements and the Land Use Element and to assure that the General Plan constitutes an internally consistent document.

GENERAL GOALS, OBJECTIVES, AND POLICIES

OF THE LAND USE ELEMENT

GOAL I:

THE DISTRIBUTION OF LAND USE WITHIN THE CITY SHOULD REFLECT THE PRESENT AND FUTURE GROWTH NEEDS OF THE CITY

Objective No. 1: Maintain the existing zoning within the City and provide a mechanism to ensure that changes are made only after full public participation and adherence to adopted standards.

Policies

1. Provide proper public hearing noticing procedures with respect to all land use applications.
2. Only allow land uses that support the long range planning goals of the General Plan and existing zoning.
3. Periodically assess future growth needs of the City and focus on allowing land uses which support these growth needs.

GOAL II:

FOSTER AND MAINTAIN A NEIGHBORHOOD-FOCUSED PATTERN OF DEVELOPMENT.

Objective No.1: Establish and maintain internally consistent planning areas which recognize the neighborhood-based pattern of City development.

Policies:

1. Delineate the several planning areas.
2. Designate that mix of land uses in each planning area which will maintain neighborhood identity.
3. Determine the type of facilities needed to serve each planning area.
4. Control the location, size, and timing of public facilities in order that planning for such facilities precedes development within the planning area.

Objective No.2: Plan for neighborhood development within each Planning Area.

Policies:

1. Define neighborhood boundaries and the size and location of each neighborhood.
2. Designate land uses and sites for public facilities so that each neighborhood has access to full contingent of local services:
 - A recreation/open space area.
 - A public meeting place.
 - Neighborhood retail services.
3. Design traffic circulation systems to protect neighborhood integrity by limiting the number of intra-city arterials in any one neighborhood to the minimum necessary for safe and effective intra-city travel. Arterials should serve as neighborhood boundaries.
4. Design bicycle and pedestrian circulation paths which will link recreation and open space together.

GOAL III:

TO MONITOR LAND USE NEEDS AND PERIODICALLY DETERMINE WHETHER CHANGES IN LAND USE ARE NEEDED.

Objective No.1: For each general land use category, establish standards or guidelines for determining appropriate changes in land use designations. Provide for periodic review and update of these standards.

Policies:

1. Standards should take into account existing development patterns.
2. Standards should address the size, location, and physical suitability of vacant parcels for development.
3. Standards should consider the demand for various land uses.
4. Ensure that approved development reflects standards set under this policy.

Objective No.2: Apply standards or guidelines as criteria on which to judge proposed changes in zoning or general plan designations.

Policies

1. Determine whether proposed land use changes are appropriate to the subject area with respect to potential environmental impacts.
2. Determine whether proposed land use changes will provide appropriate land uses for the subject site/area and determine if those uses produced will meet the long range planning goals of the City.
3. Apply strict architectural review standards in order to produce an appropriate physical make-up for the City.

RESIDENTIAL LAND USE

Existing Conditions

Housing densities in East Palo Alto range from about one dwelling unit to over 40 dwelling units per net acre. Primarily, modern apartments and condominiums are found West of Bayshore. East of Bayshore has a variety of housing types, including some of the oldest subdivisions in the County and modern subdivisions with 5,000 square foot lots on cul-de-sacs and curvilinear streets. East Palo Alto has added approximately 400 housing units since the 1980 census. In 1980, the housing mix was about 54% single-family units and 46% multiple-family units; 93% of the single-family units were located East of Bayshore and 76% of the multiple-family units were located West of Bayshore.

Housing Demand

There is a growing imbalance in the mid-Peninsula between the number of jobs and the amount of housing, caused by the surge in industrial job growth in nearby Santa Clara County, particularly in the City of Palo Alto. Santa Clara County job growth will continue to increase at a rate that far outstrips available housing. East Palo Alto's location, close to existing and projected job growth in the northwestern part of Santa Clara County, makes it likely that the demand for new housing development in East Palo Alto will increase.

ISSUES

DEVELOPMENT IN EXISTING RESIDENTIAL NEIGHBORHOODS

Certain blocks in East Palo Alto, while predominantly residential, contain vacant areas or agricultural uses which could be converted to residential use. Such additional residential construction can be a positive force in the community by upgrading existing neighborhoods, increasing the tax base, providing jobs, and providing new housing opportunities. However, residential development can also cause problems, such as introducing incompatible housing densities and building types which downgrade the quality of neighborhoods. The type and density of housing to be constructed in predominantly residential areas is the issue presented here.

Some areas presently occupied by single-family homes, such as University Avenue and East Bayshore between Donohoe and the freeway, could be redeveloped at higher, multi-family densities. This would provide much-needed housing. However, the existing housing stock in these areas is basically sound, and introduction of multi-family housing would create a haphazard appearance and may contribute to poorer maintenance of the single-family units.

Similarly, small scattered lots are found in various single-family areas. Infilling of these lots at surrounding densities is the only alternative which would be compatible with existing development.

New multi-family housing could be developed on vacant parcels within areas presently occupied by multi-family units and on larger parcels outside single-family neighborhoods. This approach would not disrupt established single-family areas.

LARGE SCALE RESIDENTIAL DEVELOPMENT

East Palo Alto has several large land areas which could accommodate relatively large-scale residential developments. These include the 32-acre floricultural area south of O'Connor Street and various portions of the Industrial Park. Introduction of housing development in such areas would provide: (1) new housing opportunities for people with a range of income levels; and (2) new jobs in the community, both in construction and in the commercial sector which would grow to meet the needs of an expanding population. On the negative side, large scale residential development could also contribute to traffic congestion, noise pollution and diminish the amount of land available for agricultural and institutional uses.

Each of these three areas presents unique problems and opportunities. The floricultural lands are discussed separately in this element under agricultural land use.

RESIDENTIAL GOALS AND POLICIES

The residential goals reflect the predominantly residential character of the City and attempt to preserve the residential neighborhoods which characterize East Palo Alto. The residential goals establish guidelines and set general standards for residential density, the designation of residential use categories, the limited mixing of residential with commercial uses, and the location of non-residential uses in residential areas.

GOAL I:

TO PRESERVE AND PROTECT RESIDENTIAL USES AS THE PREDOMINATE LAND USE IN RESIDENTIAL AREAS.

Objective: Establish within the general plan and zoning regulations, specific criteria governing the location of certain non-residential uses in residential areas and the separation of other non-residential uses from residential areas.

Policies:

1. Establish design, parking, and location standards for non-residential uses in residential areas.
2. Establish standards for mixed-use structures and zones.
3. Establish design, parking, and location standards for commercial and industrial uses abutting or proximate to residential uses.

GOAL II:

TO ENCOURAGE NEW RESIDENTIAL DEVELOPMENT AND THE CONSERVATION OF A VARIETY OF HOUSING TYPES TO MEET THE NEEDS OF EXISTING AND FUTURE EAST PALO ALTO RESIDENTS. TO MAINTAIN RESIDENTIAL LAND USE AS THE PREDOMINANT LAND USE ACTIVITY IN THE CITY.

Objective No.1: Achieve a mix of housing types, prices and rents in each planning area and neighborhood.

Policies:

1. Use the City's development review process to achieve a diverse economic mix of housing.
2. Promote residential development of all types through appropriate zoning practices.

3. Utilize the planned unit development process which gives the City flexibility in establishing residential densities and housing types for individual projects.

Objective No.2: Ensure that sufficient land is available to meet future housing needs.

Policies:

1. Use the planned unit development process to make the most efficient use of residential land.

Objective No.3 Ensure that new residential development is allowed at densities appropriate to meet the City's population target for the year 1990.

Policies:

1. Single family and duplex developments normally should have gross densities of 5 to 9 units per acre.
2. Multi-plexes (3-4 units) and small multi-family units normally should have gross densities of 9 to 16 units per acre.
3. Garden apartments, townhouses, and similar multi-family units (2 story, low and medium density) normally should have gross densities of 16 to 25 units per acre.
4. High density apartments (multi-family units of three or more stories) normally should have gross densities of 25-40 units per acre.

NOTE: The above-proposed densities should be carefully reviewed and modified to be consistent with zoning regulations or the necessary amendments should be considered with adoption of this element.

GOAL III:

TO ESTABLISH STANDARDS FOR DETERMINING THE APPROPRIATE DESIGNATION OF UNDEVELOPED LAND AND THE EVALUATION OF PROPOSALS FOR REDEVELOPMENT OF RESIDENTIAL LAND.

Objective No.1: To set and periodically review standards for the designation of areas for single-family dwellings and duplexes. The following criteria shall apply:

Criteria

1. Parcels abutting or across a right-of-way from existing single-family developments on three or more sides.
2. Parcels located on existing local or collector streets.
3. Undesignated parcels adjacent to single-family developments.
4. Parcels in which natural or facility constraints (sewer, water, drainage, etc.) would allow only low density development.
5. Parcels on which multi-family high or low density residential uses are allowed.

Objective No.2: To set and periodically review standards for the designation of areas for multi-plexes and small apartments. The following criteria shall apply.

Criteria:

1. Parcels adjacent to existing multi-family development and abutting or across a right-of-way from single family or duplex residential uses on not more than two sides.
2. Parcels adjacent to or across a right-of-way from non-residential uses along one or more sides.
3. Parcels greater than two acres and abutting single-family or duplex residential uses on no more than three sides.
4. Parcels located on collector streets or arterial streets and abutting or across a right-of-way from single-family or duplex residential uses on not more than three sides.
5. Parcels of at least five acres.
6. Parcels on which natural or facilities constraints preclude higher density multi-family uses.

Objective No.3 To set and periodically review standards for the designation of areas for garden apartments, townhouses, and similar low and medium density multi-family uses. The following criteria shall apply.

Criteria:

1. Parcels located on collector or arterial streets and abutting or across a right-of-way from single-family or duplex uses on no more than two sides.

2. Parcels surrounded by multi-family land uses.
3. Parcels of at least two acres in size and abutting or across a right-of-way from single-family or duplex uses on no more than three sides.
4. Parcels of at least five acres.
6. Parcels with no significant natural or facilities constraints.

Objectives No.4

To set and periodically review standards for the designation of areas for high density apartments. The following criteria shall apply:

Criteria

1. Parcels surrounded by existing multi-family uses.
2. Parcels on collector or arterial right-of-ways and abutting or across a right-of-way from single-family or duplex uses on no more than one side.
3. Parcels of at least two acres and abutting or across a right-of-way from single-family or duplex uses on not more than one side.
4. Parcels of at least five acres.
5. Parcels abutting or across a right-of-way from non-residential uses on two or more sides.
6. Parcels with no significant natural or facilities constraints.

GOAL IV:

TO ACHIEVE APPROPRIATE RESIDENTIAL PROJECT DESIGN WITHOUT IMPOSING UNREASONABLE CONDITIONS ON RESIDENTIAL DEVELOPMENT.

Objective No.1

To set appropriate standards for open space, lot size, minimum lot area per dwelling unit, lot coverage, building bulk, parking, and other site design considerations. To periodically review and update those standards to reflect the need for facilities and methods of financing those facilities.

Policies:

1. The City of East Palo Alto Zoning Regulations will contain standards for each residential zone.
2. Conventional zoning standards may be waived for individual projects through the approval of a planned unit development; however, minimum requirements for lot area per dwelling unit, lot size, open space, and parking should not normally be reduced more than the minimum necessary to accomplish the development's objectives as approved by the City.

Objective No. 2:

To ensure that residential projects are designed with convenient access to commercial uses, recreational uses, work, public services, and other destinations through a combination of motor vehicle, bicycle and pedestrian circulation routes.

Policies:

1. Encourage site designs which minimize paved surfaces and roadway lengths while providing adequate access for normal circulation and emergency vehicles.
2. Encourage site designs which minimize vehicular, bicycle, and pedestrian conflicts.

Goal V:

TO ACHIEVE A TIMING OF NEW RESIDENTIAL DEVELOPMENT CONSISTENT WITH THE TIMING FOR INSTALLATION OF PUBLIC FACILITIES AND WITH A TARGETED CITY POPULATION BY THE YEAR 1990 AS APPROVED BY THE CITY COUNCIL.

Objective No. 1

Control the rate of new residential development consistent with periodic estimates of internal housing needs.

Policies:

1. Tie residential development needs to local and regional employment trends, and projected internal population growth.
2. Encourage master planned projects phased in accordance with the City's schedule for capital improvements.
3. Ensure proper development phasing by relating new housing development to transportation, commercial services, and public services.

GOAL VI:

TO INCREASE INCENTIVES FOR HOUSING MAINTENANCE AND PRODUCTION THROUGH PRIVATE ECONOMIC INCENTIVES.

Objective No.1: Allow limited mixing of residential and commercial uses in appropriate locations.

Policies:

1. Designate appropriate areas in the City for mixing of residential and commercial uses.
2. Establish discretionary standards for identifying such appropriate areas. Standards should address density considerations, traffic volume and circulation, development scale, reduction in potential conflicts between residential and commercial uses within a structure, and reduction in conflicts between residential and commercial uses in separate structures proximate to one another.

Objective No.2: Allow some non-residential activities in residential units consistent with the policies listed below (such uses are termed "home occupations").

Policies

1. Limit home occupations to those uses which do not outwardly change the appearance of a residence.
2. Limit home occupations to those uses which would not disrupt neighborhood characteristics such as traffic patterns and volumes, parking, pedestrian activity, and noise.
3. Ensure that the home occupation is maintained in a predominantly residential use.

GOAL VII:

TO ENCOURAGE APPROPRIATE SPECIAL AND INSTITUTIONAL USES IN RESIDENTIAL AREAS, SUCH AS DAY CARE HOMES, HALF-WAY HOUSES, HOMES FOR PHYSICALLY OR DEVELOPMENTALLY DISABLED CHILDREN OR ADULTS, NURSING HOMES, CHURCHES, AND OTHER SIMILAR USES.

Objective No.1: To establish general standards for the location of special and institutional uses and to periodically review and update these standards.

Policies:

1. Institutional and other special uses shall be consistent in scale, design, and landscaping with residential uses.
2. Adverse effects from traffic, pedestrian activity, and noise should be limited.
3. Special set-back requirements should be established where necessary to reduce adverse effects on abutting properties.
4. Off-street parking should be sufficient to eliminate overcrowding on curbside parking.
5. The number of institutional or special uses in any one neighborhood or area should be limited so that such uses do not detract from the predominant residential qualities of the areas in which the uses are located.

COMMERCIAL LAND USE

Existing Commercial Facilities

Currently, there are 39 acres of commercial land uses in the community, of a total of 73 acres zoned for this purpose. The distribution of commercial facilities within East Palo Alto is highly fragmented. There is a lack of most types of goods and services required by the local population. All of the commercial establishments east of Bayshore combined do not provide the mix of stores, services and offices considered necessary to sustain one neighborhood shopping center. This situation is similar West of Bayshore although less severe. There is no commercial concentration in East Palo Alto that functions as a community shopping center.

Distribution of Commercial Facilities

Commercial establishments in East Palo Alto are located in nine distinct areas within the community (Figure 4). The three major shopping concentrations in East Palo Alto are: (1) the Bayshore Freeway/University Avenue interchange (University Circle) area which lies at the western end of the Community; (2) the University Avenue/Bay Road area, and (3) a three block strip along University Avenue between Weeks and Donohoe Streets. In addition, there are six smaller commercial groupings scattered throughout the community.

The shopping center at Bay and University was built in 1957 to serve ~~as~~^{the} a community as a full service commercial center. Over the years several attempts have been made to generate a viable business center, but there has never been a time when the shopping center has been fully leased. Currently, the shopping center site is generally dilapidated and an eyesore. Possible explanations for this are poor design, poor management, and the inability of the center to attract shoppers because of competition from commercial areas outside of East Palo Alto. One of the basic underlying problems may be that East Palo Alto's population is too small to support a community shopping center.

Demand for Commercial Facilities

There is a lack of local business development for most types of goods and services in East Palo Alto. This problem is most pronounced east of Bayshore. Currently, residents travel out of the Community to do most of their shopping for food, clothing, medical and personal care. The East Bayshore Community Comprehensive Planning Program estimated in 1973 that 57% of the total community income was spent outside the community. The difference between retail trade capacity and retail trade expenditure by East Palo Alto residents indicates the potential for substantial retail growth in the community. A comparison of current taxable sales between East Palo Alto and surrounding cities indicates the weakness of East Palo Alto's commercial sector (Table 6). The

East Palo Alto Fiscal Analysis (1979) points out that retail trade in East Palo Alto has been affected by two major factors: (1) lack of variety and quality of goods sought by residents, and (2) physical and psychological barriers which have prevented an inflow of retail customers.

ESTABLISHMENT OF A COMMERCIAL BASE

East Palo Alto is deficient in the provision of commercial services. Most residents must leave the community to shop for all but the most basic goods and services. The problem is not the amount of land zoned for commercial use. On the contrary, more land is zoned for commercial use than the community requires. However, this land is scattered throughout the community. Many commercial sites, including the shopping center at Bay and University, are vacant. This problem could be addressed by focusing commercial development adjacent to existing viable commercial activities. Encouraging development of a "hub" of neighborhood commercial uses at the Bay and University area would form a central business district, increase the tax base, and give East Palo Alto a stronger community identity. Convenience neighborhood shopping facilities should also be provided at appropriate locations in the community near residential areas. Excess commercial land in other locations should be redesignated for other uses.

COMMERCIAL POLICIES

GOAL I:

TO PROVIDE FOR A LEVEL OF COMMERCIAL LAND USE TO SERVE THE NEEDS OF EAST PALO ALTO RESIDENTS TO THE YEAR 1990, TO PROVIDE A FULL RANGE OF COMMERCIAL SERVICES, AND TO PROVIDE EMPLOYMENT OPPORTUNITIES FOR EAST PALO ALTO RESIDENTS.

Objective No.1 Ensure that sufficient land is available to meet the commercial needs of East Palo Alto residents and to provide for some surplus for a choice of commercial locations.

Policies:

1. Maintain sufficient flexibility in the types of uses allowed in commercially designated areas to address changes in market conditions and to foster competition.
2. Designate commercial areas which provide convenient access from all East Palo Alto neighborhoods.

Objective No.2: Provide employment opportunities for East Palo Alto residents.

Policies

1. Encourage commercial uses which will both serve and employ East Palo Alto residents.
2. Periodically prepare an estimate of new residential development needs based on projected employment from new commercial uses.

GOAL II:

TO ESTABLISH STANDARDS FOR THE LOCATION AND DENSITY OF COMMERCIAL AREAS.

Objective No. 1: To allow neighborhood commercial centers providing access from each of the City's neighborhoods.

Policies:

1. Neighborhood commercial centers should concentrate on convenience goods and serve the limited neighborhood market. Examples include grocery stores, small restaurants, convenience clothing shops, small hardware stores, gasoline/automobile service stations, and personal care stores.

2. Neighborhood commercial centers should be located on arterial streets.
3. Neighborhood commercial centers should generally be of a scale consistent with surrounding residential uses.
4. Sufficient but not excessive on-street parking should be provided.
5. Set-backs and landscaping should be used to reduce any adverse visual and noise effects of a neighborhood commercial center on surrounding residential uses.
6. An adequate number of suitable sites should be identified and rezoned to commercial or mixed-use commercial/residential in each neighborhood planning area.
7. Augment security in commercial areas and provide incentives for "Mom & Pop" neighborhood commercial enterprises by encouraging mixed use commercial and residential.

INDUSTRIAL LAND USE

Ravenswood Industrial Park

East Palo Alto's industrial zoning district is situated in the northeasterly corner of the community, bounded generally by the Southern Pacific rail spur right-of-way and Clarke Avenue on the west, the baylands on the north and east, and a line 110 feet north of Weeks Street on the south. This area is known as the Ravenswood Industrial park and contains approximately 143 acres of which 98 are zoned M-1 (light industrial) and 45 are zoned M-2 (heavy industrial). The M-2 area is located in the eastern portion of the industrial park and is separated from the remainder of the community by the light industrial area.

At present, approximately 79 acres in the industrial park area are in industrial use, including two chemical plants, a steel fabrication shop, a number of auto wrecking yards, and a variety of other uses. The remaining area in the industrial park includes agricultural, institutional, commercial, residential and vacant land.

The Demand for Industrial Land

Although long planned for industry, development of the Ravenswood Industrial Park has lagged behind expectations. East Palo Alto was apparently bypassed by rapidly growing electronics and aerospace industries due to its relative isolation, its lack of visibility and a public concern for employee and business safety. Rising land values and the diminishing supply of available industrial land in the mid-and south-Peninsula area may result in increased demand for industrial development in East Palo Alto in the coming years.

Industrial Park

As discussed earlier, development of desirable industry in the industrial park has been very slow. Unless market conditions change, this area could remain relatively undeveloped. Portions of the industrial park, which are not adjacent to heavy industry, could be reserved for possible housing development. However, this approach would mean the loss of potential jobs for the community. In addition, it would be difficult to locate other vacant industrial suitable sites for industrial development. Existing heavy industries, which are totally incompatible with residential development, are scattered throughout the industrial park. These industries represent substantial capital investment and would be difficult to relocate. Even if suitable sites were found and adequate buffers provided, residential development in the industrial park would appear isolated and the approaches would not be aesthetically pleasing.

TYPE AND AMOUNT OF INDUSTRIAL DEVELOPMENT

Traditionally, the amount of land designated as industrial has reflected a community's aspirations for economic development. The Ravenswood Industrial Park has long been planned for industrial development due to its rail access and the need for local employment centers. Development has lagged, however, due to market forces and problems related to vehicular access, appearance, and security. In general, the development which has occurred includes uses such as auto wrecking yards and chemical plants which are not considered desirable in other locations. East Palo Alto could attract more such uses in the future because very little land is available for such uses in the mid-Peninsula area. Alternatively, the community can seek to upgrade the industrial park by immediately phasing out the wrecking yards and attracting higher quality, clean, light industry, such as electronics, research, light assembly, and storage facilities. Such uses would improve the appearance of the area, be more compatible with surrounding uses, and serve as a catalyst for attracting further desirable development.

RELATIONSHIP OF INDUSTRIAL AND ADJACENT RESIDENTIAL USES

The Ravenswood Industrial Park has a long border with adjoining residential uses, beginning at the northern tip of the community, where the industrial park is separated from University Village by the Southern Pacific rail spur, and continuing south to Weeks Street, where both residential and industrial uses are found. Due to their proximity to the industrial areas, open space and screening to protect residents from the noise, dust, and congestion common to industrial activity is necessary. Uses in this buffer area should be limited to those clearly compatible with residential development.

INDUSTRIAL GOALS AND POLICIES

INTRODUCTION

The City of East Palo Alto has historically had a small manufacturing and industrial base. Nevertheless, industrial land use policies are important to guide possible future facilities and the expansion or conversion of existing facilities.

GOAL I:

TO ALLOW LIGHT INDUSTRIAL USES WHICH ARE CONSISTENT WITH OTHER POLICIES IN THIS LAND USE ELEMENT AND WHICH ARE FAVORABLE TO THE COMMUNITY ENVIRONMENTALLY, ECONOMICALLY, AND FISCALLY.

Objective No.1

To establish in the zoning regulations and to periodically review guidelines for the development of performance standards for industrial uses.

Policies

1. Establish, subject to performance standards, permitted uses and conditional uses which do not create dangerous, noxious, or objectionable effects.
2. Establish setback and landscaping criteria to limit the effects of noise, visual blight, glare, pollution, and other adverse characteristics of the use.
3. Ensure that industrial uses adjacent to or proximate to residential areas do not cause adverse vehicular traffic or parking impacts on those areas arising from the volume of traffic.
4. Establish limits on noise levels for industrial uses.
5. Establish standards to minimize emission odors, smoke, other air emissions, and liquid or solid wastes.
6. Limit the amount of light-generated glare emanating from industrial uses.
7. Establish standards for other effects as appropriate.

Objective No.2

Encourage industrial uses creating few impacts or wastes.

Policies:

1. Encourage research facilities, administrative facilities, and specialized manufacturing processes of a non-nuisance nature.
2. Establish standards for industrial research facilities that focus on traffic and the reduction of effects from internal operations.
3. Establish standards to allow small, non-nuisance type manufacturing uses that are accessory to a commercial use in a commercial district.

Objective No.3

To implement the immediate phase out of auto wrecking yards in the M-1 Zoning District in order to facilitate the development of these lands with the highest, best and cleanest quality office, manufacturing, assembly, storage and warehouse uses possible.

PUBLIC FACILITIES GOALS AND POLICIES

Public facilities are an important land use in East Palo Alto. To be a comprehensive document, the Land Use Element must address public facility goals, objectives, and policies. "Public Facilities" include a range of land uses, some of which bear little or no relationship to one another. The policies in this section address the following types of facilities:

- * Government administrative offices.
- * Government service land uses.
- * Public and quasi-public institutions.
- * Publicly regulated utility services.
- * Public facilities such as storm and sewer systems.

GOAL I:

TO PROVIDE ADEQUATE SITES FOR GOVERNMENT ADMINISTRATIVE OFFICES AND LAND USES.

Objective No.1: To locate City offices so that they are accessible to all City residents.

Policies:

Government legislative and administrative offices should be located to facilitate public access, public interaction among City agencies, and interaction among agency staff.

Objective No.2: To require compatibility between government offices and surrounding land uses.

Policies:

1. Government administrative offices in or adjacent to a residential district should be designed for consistency in scale, architectural treatment, and landscaping with surrounding land uses.
2. Traffic circulation, parking, and noise impacts should be minimized

GOAL II:

TO PROVIDE ADEQUATE SITES AND SELECT APPROPRIATE LOCATIONS FOR GOVERNMENT SERVICES.

Objective No.1 To provide properly located school sites to meet the needs of the community.

Policies

1. Work jointly with the Ravenswood City School District to identify the demand, if any, of new school facilities.
2. Maintain a small, neighborhood-based system of elementary and intermediate schools.
3. Allow schools to locate in residential areas subject to design review to ensure compatible building bulk, setbacks, parking, traffic circulation, landscaping, and other design features.
4. New schools should be located on minor arterial or collector streets.
5. Consolidate other public uses with school sites to the greatest extent feasible. Such uses include libraries, public meeting halls, parks and recreation facilities, and cultural centers.

Objective No.2: To provide adequate sites for parks to serve as community focal points

Policies:

1. Locate parks throughout the City so that every resident is within a convenient distance of a park.
2. Ensure that each neighborhood has at least one centrally located park with sufficient facilities to serve neighborhood residents.
3. Establish district parks, centrally located to several neighborhoods, with facilities that are not duplicative of neighborhood parks.
4. Establish joint uses with other public facilities where feasible to reduce the costs of providing park facilities.

Objective No.3: To provide sufficient space for the possible construction of a City corporation yard.

Policies:

1. Full development of a corporation yard should proceed according to a long-range plan to include internal City needs.
2. The joint use of corporation yard facilities and other public uses should be encouraged where appropriate.
3. Corporate yard activities should be located and designed to reduce potentially adverse effects on abutting residential properties from noise, traffic, visual clutter, and odors.

GOAL III:

TO ENSURE THAT EAST PALO ALTO RESIDENTS AND BUSINESS USERS ARE ADEQUATELY SERVED BY UTILITIES AND PUBLIC IMPROVEMENTS.

Objective No.1: Develop standards for the location and construction of utilities.

Policies

1. Standards for placement and construction of utility lines should be included in the City's subdivision ordinance.

Objective No.2 Ensure adequate sewer and storm drainage to meet build-out projections in all areas of the City.

Policies

1. Include standards for storm drain construction in the City's subdivision ordinance.
2. Review the current capacity and operation of the East Palo Alto Sanitary District and evaluate the advantages, if any, of City contracting to operate the District by absorbing the district.
3. Review current capacity and operation of existing the storm drainage districts and evaluate advantages, if any, of City contracting to operate the districts or by absorbing the districts.

AGRICULTURAL LAND USE

Existing Conditions

About 80 acres of land in East Palo Alto are primarily in agricultural use, and about 25 acres are covered by greenhouses. Today, the majority of this land is zoned for single family residential uses, which allow these agricultural uses. Some of these lands are also zoned for industrial uses. Primary products are cut flowers and potted plants. Because of the demand for developable land in the mid-Peninsula area, the future of East Palo Alto's floricultural industry is in doubt.

Williamson Act Contracts

Approximately 46 acres of the land used for agricultural uses in East Palo Alto are in agricultural preserves under the provisions of the California Land Conservation Act (Williamson Act). Contracts have been executed between the City and the landowners restricting the land to agricultural use and taxing it a lower rate. These contracts are renewed annually for ten-year periods. The California Supreme Court recently ruled that such contracts may be cancelled only under extraordinary circumstances. Non-renewal, which may be initiated either by the City or the landowner and requires a ten-year waiting period, is the normal termination method.

PROPOSED LAND USE

The agricultural land in East Palo Alto can be utilize for their ultimate urban use which is either single family residential or industrial, however, in the case of those lands under the Williamson Act, conversion will probably not occur for at least ten years.

The 32-acre area south of O'Connor Street is situated on excellent soils. Due to the size of this area, methods should be explored for preserving some of these soils for public use. Agricultural lands could be acquired for ultimate use as community gardens or recreational open space.

CONTINUATION OF AGRICULTURE IN EAST PALO ALTO

The continued use of land for agriculture in East Palo Alto is in question. The remaining areas in agricultural production are small isolated pockets used for growing cut flowers, surrounded by urban development. Due to their small size, these lands could not be utilized for other agricultural products. Historically, such uses in other urban areas have given way to development due to increasing operating costs, incompatibility with surrounding areas, and increasing property values, which make conersion to other uses attractive. In East Palo Alto, conversion of these lands to residential use would provide needed housing and would increase the tax base.

Many of the agricultural lands in East Palo Alto are under Williamson Act contracts, which restrict their use to agricultural production in return for tax benefits. The City could choose not to renew these contracts in order to allow them to lapse after ten years. However, this would cause a hardship to present owners and would eliminate an existing source of jobs.

OPEN SPACE LAND USE

Baylands

The Baylands are made up of the former salt evaporators, the Cooley Landing peninsula, the undeveloped Faber and Laumeister Tracts and approximately 15 acres of the 29-acre parcel of land located north of the PG&E right-of-way in the Ravenswood Industrial Park. The Midpeninsula Regional Open Space District acquired a 150-acre salt pond, 4 acres at the easterly end of Bay Road, and 40 acres of mostly submerged land north and south of the Peninsula. A 6-acre strip of land, which extends down the center of the Cooley Landing peninsula out to the Mayfield Slough channel, is owned by the manager of the Palo Alto Yacht Harbor who operates a boat repair facility on the property. The Faber and Laumeister Tracts are owned by the City of Palo Alto and are designated as "publicly-owned conservation land" on Palo Alto's General Plan.

The baylands constitute the largest open space resource in the vicinity of East Palo Alto and have considerable value as a nature preserve. Access improvements, such as the Bay Road widening project, public parking areas, and hiking or bicycle trails along the levees, could increase the value of the resource to the community.

The feasibility of a marina near Cooley Landing is being investigated. This project would include berth launching facilities, commercial facilities, administration facilities, public restrooms, a public fishing platform, shoreline park and a system of pedestrian pathways.

San Francisquito Creek

San Francisquito Creek forms the southeastern boundary of East Palo Alto and separates it from the City of Palo Alto. West of Bayshore, the Creek is channeled for flood control purposes and its greatest open space value is visual attractiveness and adjacent vegetation. East of Bayshore the channel is less fully improved, but the creek is bordered by levees which are used for informal recreation by neighborhood children. On the Santa Clara County side, the Creek is bordered by the Baylands Athletic Center, the Palo Alto Municipal Golf Course and Palo Alto Airport.

Utility Company Lands and Easements

The Palo Alto Park Mutual Water Association owns a 1.6-acre property southwest of the intersection of Garden Street and Oakwood Drive. The site contains mature, visually attractive landscaping. It is inaccessible to the public in order to protect the water company's facilities, but it does provide open space within the largely developed Palo Alto Park neighborhood.

Pacific Gas and Electric Company owns about 3 acres of land north of the Martin Luther King Jr. Park on Daisy Lane. This utility company property, and adjacent County-owned land and Martin Luther King Jr. Park, form a continuous open space which links San Francisquito Creek, the Baylands, and the Ravenswood Children's Center. They also provide potential access to the Baylands at the ends of Garden, Cypress and Beech Streets, and at the end of Daisy Lane.

Other open spaces within East Palo Alto include the Hetch-Hetchy aquaduct right-of-way which passes through the University Village Subdivision and Costano School, and a Pacific Gas and Electric Company right-of-way which intersects the Hetch-Hetchy right-of-way at the northeast corner of Costano School and terminates at the PG&E substantiaon on the south side of Bay Road. These rights-of-way have potential value as linear parks, as proposed in Redwood City's Master Plan for the Hetch Hetchy right-of-way, or as components in a trail system to connect schools with parks and other open space areas. A portion of the Hetch-Hetchy right-of-way near Rutgers Street is presently being used as a Community Garden.

AGRICULTURAL AND OPEN SPACE GOALS AND POLICIES

The purpose of this section of the Land Use Element is to link locational criteria and standards for agricultural and open space land uses with policies for agricultural site conversion and open space maintenance in other elements of this General Plan.

In addition to agricultural lands, open space in the City can be found in public parks and in other areas of the City.

These designated open spaces total approximately 321 acres and represent a valuable community asset as recreation areas, natural habitats, and recyclers of urban pollution.

GOAL I:

ENCOURAGE AN ORDERLY TRANSITION FROM AGRICULTURAL USES TO OTHER, HIGHER INTENSITY USES.

Objective No. 1 Encourage owners of agricultural land to relinquish Williamson Act contracts.

Policy:

1. Provide a variety of incentives to assist owners in relinquishing Williamson Act contracts.
2. Work closely with owners and developers to design suitable alternate uses of agricultural sites.

Objective No.2 Adopt appropriate zoning classifications to protect prime agricultural lands.

Policies

1. Make public to developers an inventory of prime sites.
2. Develop criteria for at least the following sites: Siri parcels bounded by O'Connor, East Bayshore, Clarke, and Pulgas; Cypress Street parcel adjacent to Sanitary District parcel; Green Street parcel; etc.

GOAL II:

To DESIGNATE APPROPRIATE LOCATIONS AND ADEQUATE ACREAGE FOR NON-AGRICULTURAL OPEN SPACES.

Objective No.1: Coordinate the location and development of public open spaces with other land uses.

Policies:

1. Public open spaces should be located in each neighborhood of the City.
2. Public open spaces should be developed for multiple purposes to the extent that is economically, environmentally, and physically practical. Examples of various open space uses are: intensive recreation, passive recreation, wildlife habitat, and recycling of environmental wastes.
3. Joint use of public recreational open spaces and other public facilities on one site should be encouraged.

Objective No.2 To provide for private and semi-public open spaces in residential development.

Policies

1. Establish reasonable lot area per dwelling unit requirements in the zoning regulations.
2. Establish reasonable yard and setback requirements in the zoning regulations.
3. Encourage common open space areas in planned residential developments.
4. Require new common open space areas in planned residential developments to be privately maintained.
5. Set aside an adequate amount of prime agricultural land for neighborhood and community gardens.
6. Develop a Recreation Space Plan containing locational, spatial, and feature criteria for the planning areas.

CIRCULATION GOAL AND POLICIES

The purpose of this section is to establish goals that address the effects of the Circulation Element on the Land Use Element policies. This section will not duplicate the policies of the Circulation Element.

GOAL I:

TO ENSURE THAT THE TOTAL CIRCULATIN SYSTEM OF THE CITY OF EAST PALO ALTO PROVIDES MOBILITY AND CHOICE FOR ALL CITY RESIDENTS.

Objective No.1: Establish and periodically review circulation standards which minimize the amount of paved surfaces necessary to achieve choice and mobility for all East Palo Alto residents, to provide emergency access, and to provide access for other public and private purposes.

Policies

1. Include reasonable parking standards in the zoning regulations.
2. Review street improvement standards and evaluate methods of reducing the required area of paved surfaces.
3. Encourage clustered residential site design with shared parking and internal circulation patterns.

Objective No.2: Reduce the adverse effects of traffic and circulation patterns on nearby land uses.

Policies:

1. Require proper screening of parking areas.
2. Review proposed vehicular ingress and egress between public and private areas to reduce traffic conflicts.
3. Establish and maintain a system of street widths and traffic control devices to reduce traffic impacts on residences and to preserve the domestic tranquility of residential neighborhoods.

SPECIAL AREA GOAL AND POLICIES

GOAL I:

TO MAINTAIN THE UNIVERSITY AVENUE AREA AS THE PRIMARY COMMERCIAL/RETAIL AND OFFICE DISTRICT OF THE CITY WITHIN THE LIMITS IMPOSED BY THE AMOUNT OF LAND AVAILABLE FOR COMMERCIAL AND OFFICE EXPANSION.

Objective No. 1: Establish and periodically review land use regulations which reflect the commercial value of the University Avenue area.

Policies:

1. The City should investigate regulations and incentives which would make maximum use of the City's limited land/building space resources. Options include mixed-use projects, selective redevelopment, and parking under structure when economically feasible.
2. Establish the former Nairobi Shopping Center site as the primary retail and commercial district in the City.
3. Establish the former Ravenswood High School site as the City's Civic Center and primary recreational area.

Objective No.2: To encourage pedestrian circulation.

Policies:

1. Traffic control should facilitate safe and effective pedestrian travel across streets.
2. All pedestrian routes should be accessible to handicapped individuals.

Objective No.3 To preserve historically or architecturally significant structures.

Policies:

1. Zoning and building regulations should be applied flexibly to enhance the feasibility of commercial uses in historically or architecturally significant structures.
2. Replacement or alteration of historically or architecturally significant structures should be discouraged.

GOAL AND POLICIES FOR PRESERVING SIGNIFICANT FEATURES

The goals in this section address the preservation of significant natural or artificial features, sites, and structures which have substantial historic, architectural, cultural, or educational value.

GOAL I:

TO PRESERVE HISTORICALLY, ARCHITECTURALLY, CULTURALLY, AND EDUCATIONALLY SIGNIFICANT FEATURES IN THE CITY OF EAST PALO ALTO.

Objective No.1 Establish a citizen's advisory body to identify significant features.

Policies:

1. Maintain an inventory of designated historical resources.
2. The advisory body should identify and recommend potential historical resources based on criteria which address the historic and architectural (or other) uniqueness of the site; its cultural and educational value to the City; the condition of the feature (the importance of the historic event or period represented by the potential historic resource); and the age of the site.
3. The advisory body should review land use and construction applications which involve historical resources. Standards of review should address the extent of any alteration or addition, and its effect on the architectural style or history of the structure.

Objective No.2 Establish standards for preservation of historical structures and districts.

Policies:

1. The designation of an historical resource should be based on criteria which consider the uniqueness and importance of the area to be designated, the cultural and educational value of the area, the age of natural or artificial features in the proposed district, and the willingness of property owners to participate in preservation of designated historical resources.
2. Encourage restoration and use of historic structures in a manner compatible with the historic value of the structure.
3. Regulations governing the use of an historic structure should allow a reasonable return to the property owner.

4. The City should, if requested, assist property owners in obtaining technical assistance in restoring significant features.

Objective No.3 Encourage public awareness of landmarks and historical artifacts.

Policy:

1. Publicize the existence of landmarks with appropriate displays, monuments, plaques, brochures, etc.
2. Encourage the development of a City of East Palo Alto museum to store, display and showcase items of historic, architectural and cultural significance, as well as any other appropriate contributions from the community.

Objective No.4: Undertake incentives for historic preservation.

Policies:

1. Assist property owners in obtaining tax credits for preservation.
2. Establish historic preservation easements where appropriate to preserve historical resources.
3. In rare instances, purchase historic structures.

ENVIRONMENTAL GOAL AND POLICIES

GOAL I:

TO CONSIDER ENVIRONMENTAL CONSTRAINTS IN MAKING LAND USE DECISIONS AND TO BALANCE THE NEED FOR ACCOMMODATING NEW DEVELOPMENT WITH THE NEED TO REDUCE ENVIRONMENTAL DAMAGE FROM DEVELOPMENT.

Objective No.1: Identify natural environmental constraints to development and apply appropriate conditions in development approval to address those constraints.

Policies:

1. Identify areas prone to flooding and with unstable soils, or containing other geologic hazards. Provide standards in the City's zoning, subdivision, and other land use regulations to address these constraints.
2. Reduce the effects of human-created environmental constraints with standards addressing traffic and parking, light and glare, landscaping, noises, etc.

Objective No.2: Encourage energy conservation in land use.

Policies:

1. Encourage site plans which minimize paved surfaces.
2. Encourage, where appropriate, housing clusters with common walls.
3. Enforce state energy standards for new structures.
4. Develop City energy conservation standards to address weatherproofing, heat-loss through surfaces, appliance efficiency, and other factors.
5. Encourage the preservation of healthy, mature vegetation.

FISCAL GOAL AND POLICIES

GOAL I:

TO ACCOMMODATE NEW DEVELOPMENT WHICH IS ADEQUATELY PROVIDED WITH MUNICIPAL IMPROVEMENTS AND SERVICES.

Objective No. 1.: To plan for capital improvements timed to meet new development demand.

Policies:

1. Establish facility use standards and determine facility capacities so that the need for new facilities can be projected in advance of development.
2. Identify current areas of the City which are inadequately served by facilities and services or which may be inadequately served in the future.
3. Require developers to pay reasonable fees for the installation of necessary improvements internal to and primarily serving new development, such as local streets, local drainage and sewer connections, traffic control devices, and other internal facilities.
4. Seek to reduce the cost of providing such facilities through standards which address a specified level of performance rather than prescribed type of improvements. An example is the use of narrower street widths.
5. Encourage the use of assessment districts, industrial development bonds, capital facilities districts (Section 53311 et. seq. of the California Government Code), and other techniques for financing improvements serving existing and new development.

Objective No. 2.: To balance commercial, industrial, and residential development.

Policies:

1. Encourage new commercial and light industrial uses to provide employment for East Palo Alto residents.
2. Encourage new commercial uses which will provide goods and services to East Palo Alto residents.

LAND USE ELEMENT ACTION PROGRAM

To effectively implement the Land Use Element goals, the following technical studies are recommended to support specific actions on the part of the City. High priority shall be given to the completion and full implementation to the following:

1. Determine five-year housing needs, including new construction needs, vacant land needed to accommodate new housing, the number of housing units to be rehabilitated, and the number of low and moderate cost units necessary to meet low- and moderate-income household needs. These objectives will be accomplished through periodic revisions to the Housing Element.
2. Prepare a periodic "Land Use Needs" study. This study would project land needs for a three-to-five year period based on development patterns in the preceding three years, population and employment trends, and the supply of zoned, vacant land. The purpose of the study would be to determine the supply of vacant land necessary to assure choices and competition. The study would also include on-going analysis of existing land uses by type and acreage.
3. Maintain a "Capital Improvements Needs" study as part of the City's Capital Improvement Program showing the three to five-year facilities and service needs of new development as proposed in pending applications, projects planned by the City, and those projected during the period covered by the study. The needs report should be updated biannually and show the types of facilities, and alternatives for financing those facilities.
4. Prepare a "development manual" which explains in easily understandable terms, and with illustrations, the various zoning and other restrictions and how they may apply to a particular property. The manual should include the City's design standards for roads, sidewalks, installation of utilities, landscaping, screening, lighting, and other development requirements.
5. Prepare and periodically revise an "Office Space Needs" report, and relate this to the land use study. The report should be updated biannually and document the existing and approved type, tenure, and amount of office space and home occupations. The report should project office space needs for a three-to-five year period.
6. Prepare a "Commercial Space Needs" report, incorporating the same points of analysis as the Office Space Needs report. Commercial space demand should be distinguished by location, type, and market area. Primary emphasis should be on preservation and enhancement of the University Avenue Area.

7. Periodically prepare/revise traffic studies showing the origin and destination of trips, the mode of travel, and traffic volumes for each type of transit on selected City rights-of-way. The studies should also show the availability and demand for various types of on and off-street parking and project traffic volumes and parking demands for one to three year period.
8. Periodically update land use and design plans for each of the City's specially designated areas. The plans should show existing land uses, permitted land uses, report on the progress of programs adopted to implement the plans, and show future program actions affecting land uses in the special plan areas.
9. Maintain and update a list of designated and nominated historic resources throughout the City. The list should be reviewed annually.
10. Periodically update maps of environmental constraints to development, such as areas prone to flooding, environmentally sensitive areas, and conservation areas.
11. Develop a list of federal and state programs and tax incentives to encourage preservation of significant features. Maintain a list of local craftspersons, artisans, and contractors with expertise in preservation and rehabilitation of historical structures.
12. Automated Land Use Information System (LUIS)

This computerized information system will serve to assist Staff in tracking, analyzing and disseminating land use information in an efficient timely manner.

13. City of East Palo Alto Zoning Ordinance

Currently the City is using San Mateo County's Zoning Ordinance as a guideline for land use and development standards. Revised zoning regulations tailored to fit the needs and goals fo East Palo Alto will be implemented.

14. City of East Palo Alto Subdivision Ordinance

Currently the City is using San mateo County's subdivision ordinance as a guide for the process of land division. A revised subdivision ordinance tailored to meet state guidelines and to fit the needs and goals fo East Palo Alto will be implemented.

15. Specific Plans

There are a number of areas in East Palo Alto that are inherently unique. They require their own special/specific landuse and development standards. In each of these areas there is a need to adopt what is called a Specific Plan.

Specific plans are commonly used in areas of transition such as in the developing periphery of urban areas and in central city areas designated for rehabilitation or redevelopment. Some cover small areas like a few blocks while others cover many areas. Their main advantages are that they set forth very specific policies which serve to facilitate focused land uses in combination with clearly articulated development and design standards. These plans are fully meant to support the goals of the General Plan and serve to coordinate public and private efforts in the development of an area. Areas where specific plans will be implemented include:

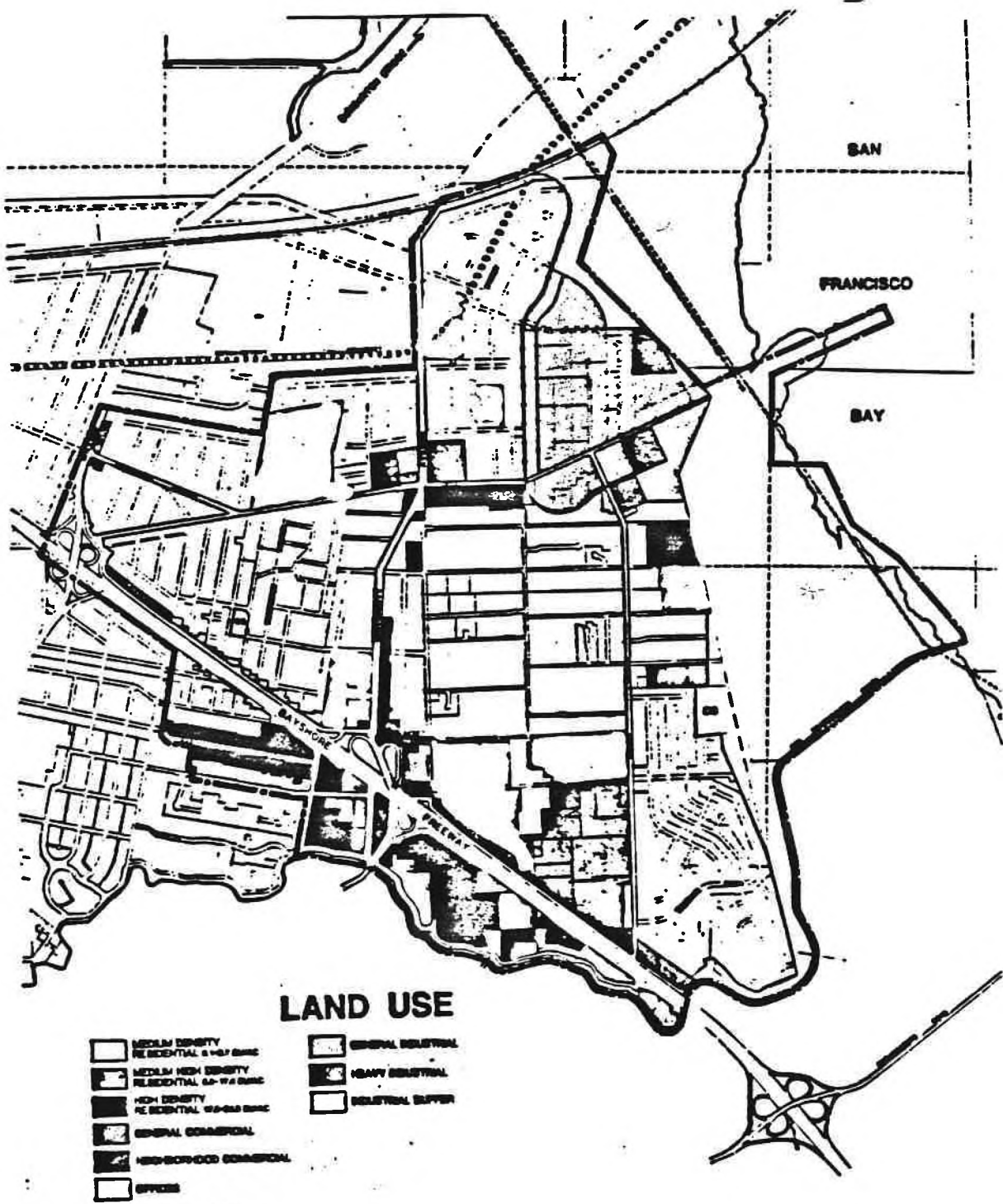
- The 1900 Block of University Avenue
- The Ravenswood Industrial Park and Buffer Zone Area
- The University Avenue strip
- The Donohoe/East Bayshore Strip
- The Old Ravenswood High School Site

BACKGROUND

The present pattern of land use in East Palo Alto appears both graphically and in tabular form in the following maps and tables. Present zoning districts are shown and are summarized by acreage. The dominant land use in East Palo Alto is residential, accounting for about half the community's acreage. This is followed by general open space which, including the baylands, represents about 20% of the land area. The remaining area is in a variety of uses including commercial, industrial, institutional, and agricultural. Also included is a map and table describing newly created planning areas which will facilitate data collection and planning at the neighborhood level.

FIGURE 1

LAND USE

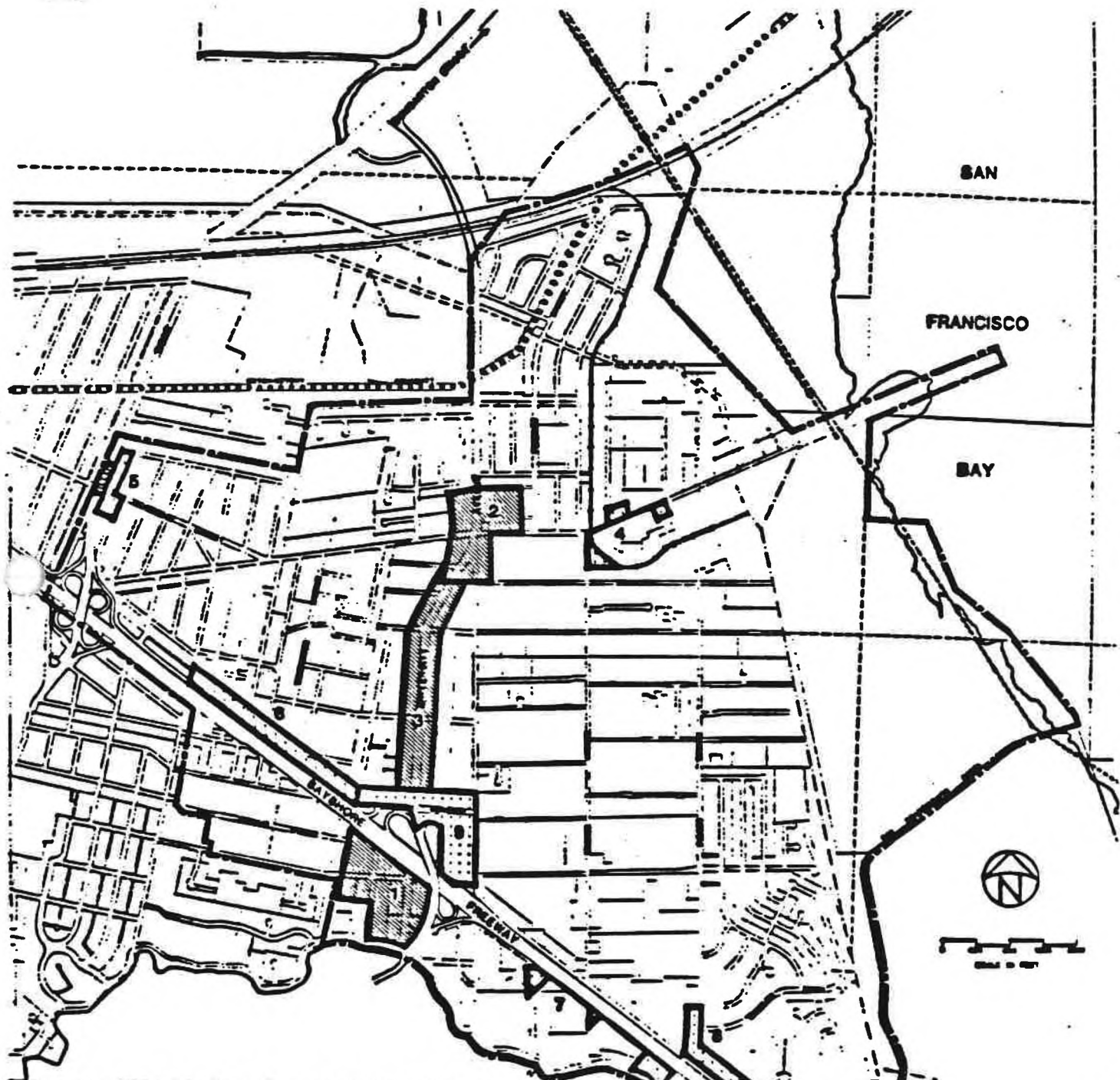


**FIGURE 2
EXISTING ZONING**



FIGURE 3

LOCATION OF COMMERCIAL USES



LOCATION OF COMMERCIAL USES

 MAJOR COMMERCIAL CONCENTRATIONS

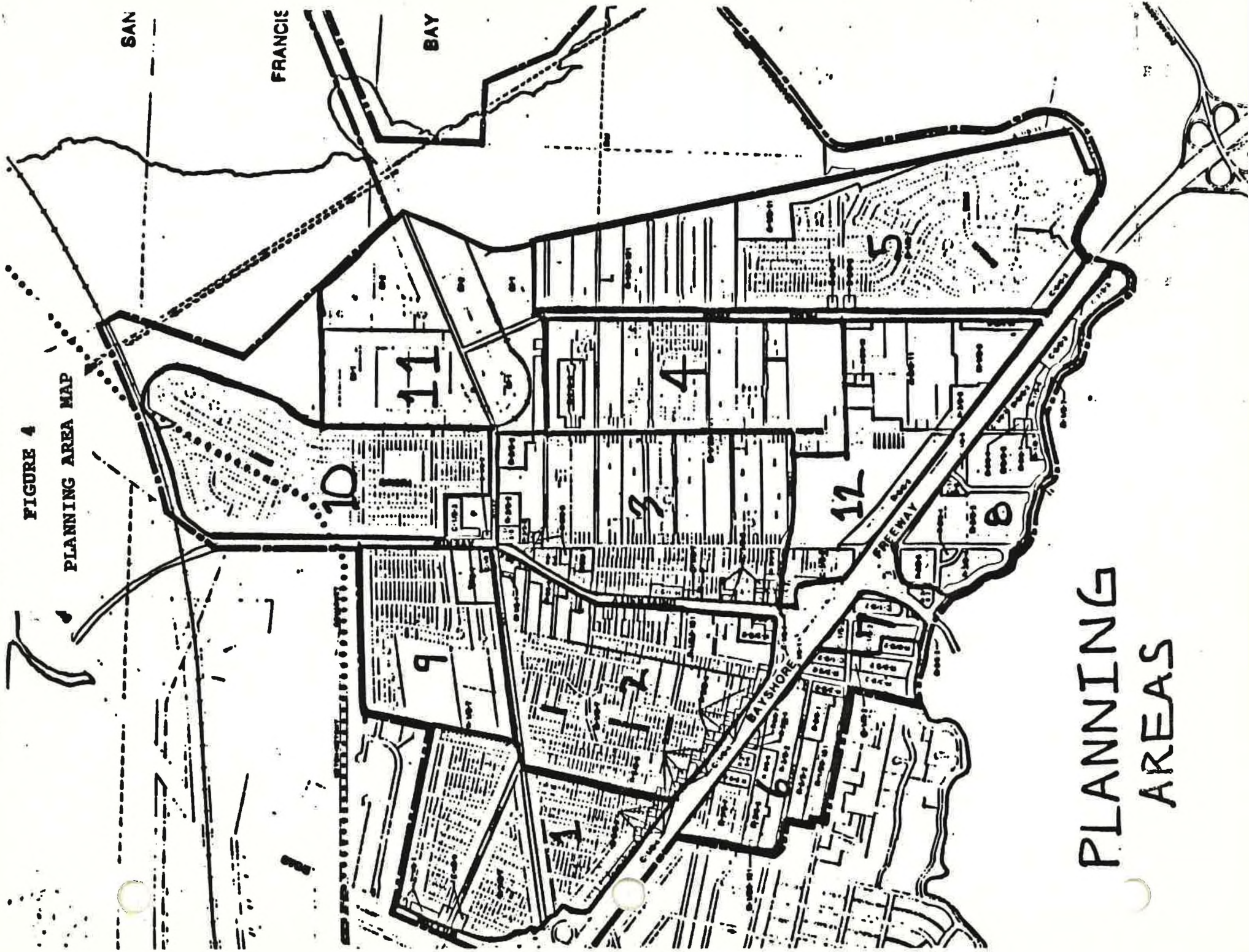
 MINOR COMMERCIAL CONCENTRATIONS

- 1 "WHISKEY GULCH" AREA
- 2 BAY ROAD/UNIVERSITY AVENUE
- 3 UNIVERSITY AVENUE STRIP

- 4 BAY ROAD INDUSTRIAL AREA
- 5 WILLOW ROAD
- 6 FRONTAGE ROAD EAST OF BAYSHORE
- 7 FRONTAGE ROAD WEST OF BAYSHORE

FIGURE 4

PLANNING AREA MAP



PLANNING
AREAS

TABLE 1
SUMMARY OF EXISTING LAND USE
EAST PALO ALTO - 1980

Land Uses	Acres	Percent
Low to Medium Density Residential (2.0-8.7 units per acre)	715	44.68
Medium High Density Residential (8.8-17.4 units per acre)	16	1
High Density Residential (17.5-34.9 units per acre)	93	5.81
Commercial	39	2.43
General Industrial	43	2.68
Heavy Industrial	36	2.25
Conservation Open Space	60	3.75
Resource Management	261	16.31
Vacant	93	5.81
Streets	243	15.18
TOTALS	1,600	100

Source: San Mateo County Planning and Development Division and
East Palo Alto Planning Staff

**TABLE 2
EXPLANATION OF LAND USE DESIGNATIONS**

LAND USE DESIGNATION	DESCRIPTION
Medium Density Residential	Single-family homes with 2 to 8 units per acre.
Medium High Density Residential	Multi-family residential units such as townhouses and condominiums with 9 to 17 units per acres.
High Density Residential	Multi-family residential units such as apartments and condominiums with 18 to 35 units per acre.
General Commercial	All types of commercial uses including retail outlets, automobile-related businesses, and service businesses, such as indoor carpenter or plumbing shops. Residences are permitted with a use permit.
Neighborhood Commercial	Limited to retail commercial uses such as grocery, drug stores, beauty shops, banks, clothing stores. Residences are permitted with a use permit.
Offices	Professional and business offices only.
General Industrial	Most manufacturing, assembling processing, and storage; heavy industrial such as smelting and refining excluded.
Heavy Industrial	Chemical plants, petroleum refining, stockyards, junkyards and similar uses.
Industrial Buffer	Industrial offices, administration and research uses only; landscaped and set back to provide a transition between residential and general industrial uses.
Resource Management	Publically owned or managed parks and recreation areas.
Conservation Open Space	Areas where low intensity development is allowed to protect the visual and open characteristics of the land.

TABLE 3
EAST PALO ALTO ZONING SUMMARY - 1986

	Acres	Percent
RESIDENTIAL		
R-1 (One-Family Residential) Districts	795	58.6
R-2 (Two-Family Residential) Districts	11	0.8
R-3 (Multiple-Family Residential) District	<u>101</u>	<u>7.4</u>
TOTAL	<u>907</u>	<u>66.6</u>
COMMERCIAL		
O (Office) District	5	0.4
C-1 (Neighborhood Business) Districts	38	2.8
C-2 (General Commercial) Districts	15	1.2
OR (Office/Residential) Districts	<u>15</u>	<u>1.1</u>
TOTAL	<u>73</u>	<u>5.5</u>
INDUSTRIAL		
M-1 (Light Industrial) Districts	98	7.2
M-2 (Heavy Industrial) Districts	<u>45</u>	<u>3.3</u>
TOTAL	<u>143</u>	<u>10.5</u>
R-M (Resource Management) District	234	17.2
TOTAL ZONED AREAS	1,357	100.0

Source: San Mateo County Planning and Development Division

TABLE 4
INVENTORY OF BUSINESS IN EAST PALO ALTO

Profile of East Palo Alto Business Community

Based upon data obtained from the State Board of Equalization, we find the following categories and types of businesses operating in East Palo Alto:

1. Retail Trade Group

<u>Type</u>	<u>Number</u>	<u>% of Category</u>
Women's Apparel	2	1.1
Family Apparel	1	1.0
Florist Shop	1	1.0
Music Stores	2	1.1
Office, store, and school furniture/equipment store	1	1.0
Full time specialty store	4	2.2
Specialty food stores	1	1.0
Package liquor stores	4	2.2
Eating drinking places w/o alcoholic beverages	21	11.8
Drug stores	2	1.1
No-store retailers (full-time)	23	12.9
Part-time permittees	75	42.1
Grocery stores with beer/wine licenses	7	3.9
Eating/drinking places w/ beer and wine licenses	7	3.9
General on-sale license	3	1.7
Garden store	3	1.7
Building materials	1	1.0
Hardware	1	1.0
Paint, glass & Wallpaper stores	5	2.8
Automotive supply stores	5	2.8
Service stations	5	2.8
Service stations	5	2.8
Boat, motorcycle, supply stores	3	1.7
Total	<u>178</u>	<u>100.0</u>

2. Service Groups (A)

<u>Type</u>	<u>Number</u>	<u>% of Category</u>
Automotive Repair	13	42.0
Repair and Hand-Trade Shop	6	19.3
Culbs and places of Amusement w/ on-sale Gen. License	1	3.2
Undertaking parlors	1	3.2
Personal service shops	10	32.2
Amusement places w/o on-sale Gen. License		
Total	<u>31</u>	<u>100.0</u>

2. Construction Contractors Group

<u>Type</u>	<u>Number</u>	<u>% of Category</u>
Construction Contractor and Manufacturers and Wholesalers of building materials	<u>7</u>	<u>100.0</u>

4. Service Groups (B)

Health Services	1	50.0
Public Utilities, Transportation and allied services	<u>1</u>	<u>50.0</u>
Total	<u>2</u>	<u>100.0</u>

5. Produces, Manufacturers and Wholesalers Group

Electronic and Electrical Equipment	3	5.5
Government, Busienss, Social	4	7.4
Business Service Concerns	15	27.7
Farm, Tobacco, Alcoholic Beverage, Food and Food Processing Equipment	7	13.0
Textile products w/household goods	1	2.0
Motion picture, equipment and supplies	1	1.0
Automotive vehicles, trailers parts equipment and supplies	1	1.0
Heavy Industrial Equipment and misc. machiner	4	7.4
Publishers, light industrials equipment	<u>16</u>	<u>29.6</u>
Total	<u>54</u>	<u>100.0</u>

Summary

The total number of businesses registered with the State Board of Equalization is 272.

<u>Type</u>	<u>Number</u>	<u>% of Total</u>
Retail Trade Group	178	65.4
Service Groups (A)	31	11.4
Construction Contractor	7	2.0
Service Groups (B)	2	.8
Prod., Manf., Wholesaler	<u>54</u>	<u>19.8</u>
Total	<u>272</u>	<u>100.0</u>

Note: detailed definitions for the above business categories are available in the office of the City Clerk.

TABLE 5

**COMPARISON OF SALES TAX REVENUE
EAST PALO ALTO AND THREE COMMUNITIES**

<u>City</u>	<u>Population 1977</u>	<u>Total Sales Tax Revenue</u>	<u>Total Sales Tax Revenue Per Capita</u>
Menlo Park	27,450	\$1,320,108	\$48.18
Palo Alto	61,850	\$980,054	64.35
Redwood City	55,800	\$809,303	50.35
East Palo Alto	18,000	\$150,000	\$8.33

Sources: State Controller (R-21)
State Board of Equalization (R-16)
McDonald and Associates

TABLE 6

DESCRIPTION OF PLANNING AREAS

<u>Number</u>	<u>Description</u>
1	The Ralmar Area CT 6120 <u>Boundaries</u> Northern: Alberni Street Western: Saratoga Avenue Eastern: Ralmar Avenue Southern: Bayshore Freeway (East Bayshore Road) The Ralmar area is a primarily residential are located northwest of University Avenue. Infrastructure improvement is onekey need of the Community.
2.	The Midtown Area CT 6120 <u>Boundaries:</u> Northern: Bay Road Southern: East Bayshore Road/Donohoe Street Western: Ralmar Avenue Eastern: University Avenue

This area includes a portion of what is called old Palo Alto. The streets are more narrow than other parts of the City. Some efforts have been made to preserve the "country" flavor by excluding sidewalks. This area experiences minor flooding during the rainy season. The Ravenswood City School District offices and the Bell Street Recreation Center are located here. This is a medium density residential area.

3. The University Avenue Corridor CT 6119

Boundaries:

Northern: Bay Road
Western: University Avenue
Eastern: Clarke Avenue
Southern: Donohoe Street

The University Corridor is that section of University that runs from Donohoe Street(south) to Bay Road (north). It is interspersed with residential, commercial and professional office uses including entertainment and restaurant establishments, a service station and the Charles Drew Medical Center.

4. The Brentwood Area CT 6110

Boundaries:

Northern: Weeks Street
Western: Clarke Avenue
Eastern: Pulgas Avenue
Southern: O'Connor Street

There is some undeveloped acreage within the Brentwood boundaries. This area basically contains single family dwellings. There is one multi-family residential structure (the Light Tree Apartments). A large segment of the land is zoned for floral-agriculture.

5. The Gardens CT 6119

Boundaries:

Northern: Weeks Street
Western: East Pulgas Avenue
Eastern: City Line
Southern: East Bayshore Road/Daphne Way

This is primarily a single family residential area. Many of the newer homes in the City are located here. Its eastern most boundary is the City of East Palo Alto.

6. The Manhattan Avenue Area CT 6121

Boundaries:

Northern: West Bayshore Road
Western: City Line
Eastern: West Mahnattan Avenue
Southern: O'Connor/Euclid

Primarily a multifamily district, the Manhattan planning area contains some commercial uses, including a supermarket, laundermat and 7-11 convenience store and some single family residential uses. There is considerable traffic in the area. The Manhattan Theater is one of the district's landmarks.

7. The University Circle Area CT 6121

Boundaries:

Northern: East Bayshore Road
Western: Manhattan Avenue
Eastern: University Avenue
Southern: Scofield Street/Woodland Avenue

Located just south of the Bayshore Freeway, the University Circle planning area is one of the City's primary commercial districts. The area features beauty shops, professional offices, a hardware store, a few service stations, several restaurants, liquor stores, and convenience stores. This is a busy center with significant pedestrian and auto traffic.

8. The Woodland Area CT 6121

Boundaries:

Northern: West Bayshore Road
Western: Capitol Avenue
Eastern: City Line
Southern: Woodland Avenue

Locatead south of the Bayshore Freeway and adjacent to the University Circle Area. This area is predominantly multifamily residential. It contains a small commercial strip along West Bayshore Road, including a florist shop, a Seven-Eleven store and an autocare center. Bounded by San Francisquito Creek, the area is scenic and woodsy.

9. Kavanaugh Estates CT 6118

Boundaries:

Northern: Kavanaugh Drive
Western: City Line/Ralmar
Eastern: University Avenue
Southern: Bay Road/Michigan Avenue

This is another area comprised mainly of single family homes.

11. Industrial Park Demeter CT 6118

Boundaries

Northern: City Line
Western: Demeter Street/Illinois Street
Eastern: City Line
Southern: Weeks Street

This area bisected by Bay Road and Pulgas Avenue. It contains Demeter Street. It is the industrial section of the City. It lies near the baylands and houses several wrecking yards. There are several trucking companies, and a number of office uses in the area.

12. Ravenswood Area CT 6119

Boundaries:

Northern: Donohoe/O'Connor
Western: Euclid Avenue
Eastern: Pulgas
Southern: East Bayshore Road

The Ravenswood High School site is located within this planning area. This is primarily a residential district, inclusive of multifamily and single family residences.

CITY OF EAST PALO ALTO

COMMUNITY DEVELOPMENT DEPARTMENT

NEGATIVE DECLARATION

A notice, pursuant to the California Environment Quality of 1970, as amended (Public Resources Code 21,000, et seq.) that the project for a Amendments to and the Adoption of the Land Use Element of the East Palo Alto General Plan

when implemented will not have a significant impact on the environment.

PLANNING APPLICATION NO.:

OWNER: City of East Palo Alto

APPLICANT: City of East Palo Alto

ASSESSOR'S PARCEL NO.:

PROJECT DESCRIPTION AND LOCATION

Location is Citywide. This is a project for Amendments to and the Adoption of the Land Use Element of the General Plan for the City of East Palo Alto, including graphics update, text reformatting, text revisions and other similar non-substantive changes.

FINDINGS AND BASIS FOR A NEGATIVE DECLARATION

The Community Development Department has reviewed the initial study for the project and, based upon substantial evidence in the record finds that:

1. The project will not adversely affect water or air quality or increase noise levels substantially;
2. The project will not have adverse impacts on the flora or fauna of the area;
3. The project will not degrade the aesthetic quality of the area;
4. The project will not have adverse impacts on traffic or land use;
5. In addition, the project will not:
 - a. Create impacts which have the potential to degrade the quality of the environment.
 - b. Create impacts which achieve short-term to the disadvantage of long-term environmental goals.

- c. Create impacts for a project which are individually limited, but cumulatively considerable;
- d. Create environmental effects which will cause substantial adverse effects on human beings, either directly or indirectly.

The City of East Palo Alto has, therefore, determined that the potential environmental impact of the project is insignificant.

MITIGATION MEASURES(if any) included in the project to avoid potentially significant effects.

PLEASE SEE ATTACHED SHEET ENTITLED "MITIGATION MEASURES"

RESPONSIBLE AGENCY CONSULTATION

INITIAL STUDY

The East Palo Alto Community Development Department has reviewed the Environmental Evaluation of this project and has found that the probable impacts are potentially insignificant. A copy of the initial study is attached

REVIEW PERIOD: Open to December 20, 1985

All comments regarding the correctness, completeness,, or adequacy of this Negative Declaration must be received by the City Community Deve'opment Department, 2415 University Avenue, East Palo Alto, no later than 5:00 p.m., December 20, 1985

CONTACT PERSON:

Rod Barger, Senior Planner

EXPLANATION OF "YES" AND "MAYBE" RESPONSES IN THE ENVIRONMENTAL
EVALUATION CHECKLIST

1. (a) Adoption of the Land Use Element will involve the acceptance of policies, goals and objectives for land use throughout the entire City of East Palo Alto. Since the City contains marshes, salt flats and San Francisco Bay tidelands within its boundaries, some of the land use policies (set forth) will effect all of these areas.
1. (g) The Land Use Element contains policies which support the eventual development of some agricultural lands.
3. (c) The Land Use Element contains policies which effect lands currently protected under the Williamson Act.
3. (d) Please see explanation given in 1.(g) above.
6. (e) The Land Use Element sets forth policies, goals and objectives which encourage the development of presently undeveloped areas and underdeveloped areas in a timely fashion.
6. (l) The Adoption of the Land Use Element will require non-substantive amendments to the existing Community Plan/EIR.

MITIGATION MEASURES

1. (a) The policies, goals and objectives set forth in the Land Use Element which will effect the City marshes, salt flats and San Francisco Bay tidelands are aimed at maintaining the areas as valuable open space land uses. Therefore, this project will not contribute to the loss of these resources.
1. (g) The eventually loss of agricultural land to development is a natural occurrence that is normally dictated by market forces and land use policies. Although this plan contains policies that encourage the development of agricultural lands, the adoption of the Land Use Element itself does not involve any land development. The pros and cons of any specific development project and their impacts can only be assessed once those development applications are submitted to the City. Any land development application deemed to be inappropriate will be denied by the City.
3. (c) Although the Land Use Element contains policies that encourage the development of lands currently under Williamson Act contract, the Adoption of the Element does not involve any land development. Prior to submitting a development application to the City which involves Williamson Act lands, the owner of the land and the City Council must agree that the land should be removed from the contract. The pros and cons of each application can only be assessed once they are submitted to the City. If the Williamson Act removal application is approved, then the pros and cons of all future development

Mitigation Measures - (continued)

3.(c) - continued

applications must be weighed at the time of submittal to the City. Any land development application deemed to be inappropriate will be denied by the City.

3. (d) Please see explanation given in 1.(g) above.

6. (e) Although the Land Use Element sets forth policies, goals and objectives which encourage the development of undeveloped and underdeveloped areas, the element itself does not involve any specific land development project. Therefore, it will not cause any adverse impacts resulting from land development. However, all future land development projects which adhere to this plan must be reviewed by the City. The impacts of these proposals must be assessed on a project by project basis. Any proposals found to be inappropriate will be denied.

6. (1) The proposed amendments to the Community Plan/EIR Land Use Element are non-substantive and do not vary from the previously adopted policies, goals and objectives. If the City Council finds that the changes made are inappropriate, the project will be directed back to Staff for more appropriate non-substantive changes.

TABLE OF IMPACTS AND MITIGATION MEASURES
FOR LAND USE ELEMENT OF
THE PROPOSED EAST PALO ALTO GENERAL PLAN 6-86

Area of Impact	Scale of Impact before mitigation				Mitigation Measures*	Scale of Impact After mitigation		
	None	Minor	Moderate	Major		None	Minor	Moderate
1. Land suitability and geology		X			1(a), 1(g)		X	
2. Vegetation and wildlife	X					X		
3. Physical resources		X			3(c), 3(d)		X	
4. Air quality, water quality, sonic	X					X		
5. Traffic and transportation	X					X		
6. Land Use and General Plan		X			6(e), 6(l)		X	
7. Aesthetic, cultural and historic	X					X		

* See attached listing of numbered mitigation measures.