



# COMPREHENSIVE PLAN UPDATE CITIZENS ADVISORY COMMITTEE INTRODUCTION, GOVERNANCE, AND GLOSSARY

**Tuesday, April 18, 2017**  
Rinconada Library – Embarcadero Room  
1213 Newell Road  
Palo Alto, CA 94303  
5:30 PM to 8:30 PM

**DATE:** Tuesday, April 18, 2017  
**TO:** Citizen Advisory Committee (CAC)  
**FROM:** Elena Lee, Interim Planning Manager,  
Planning & Community Environment Department  
**TITLE:** Recommendation on the Implementation Chapter  
Discussion of Cover, Introduction, Governance Chapter, and Glossary

## What to Expect at the Meeting

The meeting will begin with a public comment period and staff comments.

First, the CAC will consider recommending the Implementation chapter to the City Council for review. This chapter has been amended based on the dot exercise, comments at the March 21 meeting, and additional comments received by March 31, as described below.

The majority of the time at the meeting will be allotted to a review of the following final components of the Comp Plan:

- Cover
- Introduction
- Governance Chapter
- Glossary

## Implementation

The CAC requested revisions to the Implementation Plan at the March 21 CAC meeting and agreed that the Chapter should return to the CAC for recommendation as a consent item. Revisions to both the introductory narrative and table are highlighted below. Any further comments or requested changes will be forwarded to the Council as stand-alone comments for consideration during their review of the draft Chapter.

## Narrative

- Updated the list of priorities based on CAC feedback. Added a fourth priority to “Maintain a Safe Community”.

## Table

- Changed the title of the “Relative Priority” to “Priority” based on CAC feedback.
- Changed the priority to Short Term (S) for any programs that received ten or more dots for the Land Use, Transportation, Natural Environment, or Safety Elements, or that received 5 or more dots for the Community Services & Facilities and Business & Economics Elements, if those programs were not already identified as In Progress (IP), Routine (R), or S.
- The CAC requested access to the policies that the programs help implement. Listed below and in Attachment G, are links to the version of the Element that was used to create the list of programs that the CAC has been reviewing. The goal of this list is to help the CAC find the policies that relate to the programs the CAC has prioritized.
  - Land Use – based on the January 30, 2017 draft provided to the City Council. The table also incorporates City Council motions regarding specific programs made on January 30, 2017: [\[link to Element\]](#)
  - Transportation - based on the January 30, 2017 draft provided to the City Council, which reflects City Council input provided at their September 19, 2016 meeting: [\[link to Element\]](#)
  - Natural Environment – reflects the version the CAC reviewed and recommended to forward to Council on December 13, 2016: [\[link to Element\]](#)
  - Safety – reflects the version the CAC reviewed and recommended to forward to Council on December 13, 2016: [\[link to Element\]](#)
  - Community Services & Facilities – reflects the draft reviewed by the Council in February 2016, subsequently distributed to the CSF subcommittee and City staff for review in June and July 2016: [\[link to Element\]](#)
  - Business & Economics Element - reflects the draft the full CAC reviewed on February 21; this Element will be updated per the discussion which occurred at the CAC meeting on February 21: [\[link to Element\]](#)
- As the CAC and Council are working simultaneously during this phase of the review process, this list is not the latest version of some elements. While the elements are substantially similar, programs in the Land Use and Transportation elements have been revised based on the outcomes of the January 30 City Council meeting, as noted above. Those revisions are presented in the implementation table included in this packet. Staff will ensure that, going forward, the Implementation Plan is maintained in a way that preserves both CAC input on priorities and consolidations, as well as Council direction on individual Elements.

In order to help identify the group’s collective priorities, the CAC completed a “dot” exercise at the March 21 meeting. Each CAC member received 10 dots per Element for the Land Use, Transportation, Natural Environment, and Safety Elements, and 4 dots each for the Community Services and Facilities (CSF) and Business and Economics (B&E) Elements, which reflect the lower number of programs in the CSF and B&E Elements. Members could place multiple dots on a single program to indicate a strong priority. Members completed the exercise together, then discussed the results during the meeting. The results of the exercise are shown in Tables 1 and 2, which rank the programs that received the highest total number of dots. Table 2 ranks programs in the CSF and B&E Elements separately, as those Elements were allotted fewer dots.

The dot exercise was useful to show where there was strong consensus on the highest priority programs and ensure that those programs are shown as short term priorities in the Implementation Plan table. The exercise revealed two top priority programs (16 dots) which are both located in the Safety Element and address flood protection. One Transportation Element program, regarding the shuttle system, was ranked as a high priority (15 dots). A total of six programs in the Land Use Element are ranked in Table 1, including a program calling for a Coordinated Area Plan in the California Avenue area (11 dots), and a program to modify design standards for mixed use projects. Five programs in the Natural Environment Element are included in Table 1, including a program to develop Comprehensive Resource Conservation Plans for certain areas of the city (11 dots), and to update the Stream Corridor Protection Ordinance (11 dots).

A total of twelve programs are ranked as Top Priorities in Table 2: six programs in both the B&E and CSF Elements. The top priority program listed in Table 2 is located in the Business and Economics Element (10 dots), which seeks to encourage the preservation of small, independent businesses and services. The top three priorities in the CSF Element (7 dots) address funding in support of youth and teen health programs. The remaining B&E and CSF programs received 4 or fewer dots.

As noted above, based on the outcomes of the dot exercises, staff revised the “Priority” column in the Implementation table to elevate the priority of any program in Table 1 and 2 to an “S” or short term priority, where the program previously had an M (medium term priority). Note that many of the programs in Table 1 and 2 are already In Progress (IP) or will be completed as part of staff’s Routine (R) business.

**TABLE 1: TOP PRIORITY PROGRAMS IN THE LAND USE, TRANSPORTATION, NATURAL ENVIRONMENT, AND SAFETY ELEMENTS**

Rank	Program #	Program Text	Priority – 3/13/17	Number of Dots
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1	S2.8.4	Collaborate with the San Francisquito Creek Joint Powers Authority and the Santa Clara Valley Water District on environmentally-sensitive efforts to stabilize, restore, maintain and provide one percent (100-year) flood protection adjacent to San Francisquito Creek.	IP	16
1	S2.8.5	Work with the San Francisquito Creek Joint Powers Authority on efforts to replace the City-owned Newell Street Bridge and the San Francisquito Creek Joint Powers Authority-owned Chaucer Street Bridge.	S	16
2	T1.14.1	<p>Conduct a comprehensive study of the shuttle system in collaboration with community members, people with special needs, and PAUSD to:</p> <ul style="list-style-type: none"> <li>• Evaluate current routes and ridership;</li> <li>• Identify potential service improvements, including new or modified routes; expanded schedules that accommodate daytime, evening, and weekend demand; facilitating transit connections, and improvements to the safety and appearance of shuttle stops;</li> <li>• Explore partnerships with other services that could complement and supplement the Palo Alto Shuttle;</li> <li>• Develop clear and engaging materials to explain and promote shuttle use with the purpose of reducing barriers to use; and</li> </ul> <p>Establish a schedule for regular evaluation and reporting to optimize shuttle system use and effectiveness.</p>	IP	15
2	L4.8.1	Create a Coordinated Area Plan for the California Avenue area to guide its development as a well-designed mixed use district with diverse land uses and a network of pedestrian-oriented streets providing links to California Avenue. <u>The plan should encourage the retention of smaller buildings to provide spaces for existing retail, particularly local, small businesses, including to allow for their replacement or rehabilitation.</u>	S	11
3	L6.13.1	Update the municipal code to include zoning changes that allow a mix of retail and residential uses but no office uses. The intent of these changes would be to encourage a mix of land uses that contributes to the vitality and walkability of commercial centers and transit corridors. <u>Modify design standards for mixed use projects to promote a pedestrian-friendly relationship to the street, including elements such as screened parking or underground parking, street-facing windows and entries, and landscaping, and trees along the street.</u>	S	11

3	N1.1.1	Develop Comprehensive Resource Conservation Plans for the <u>Baylands Nature Preserve, Pearson Arastradero Preserve, Esther Clark Preserve, and Foothills Park</u> to steward the protection of local ecosystems. <u>Include an assessment of opportunities to expand habitats of special – status species.</u>	S-M	11
3	N3.3.1	Update the Stream Corridor Protection Ordinance to adopt a setback along natural creeks in open space and rural areas west of Foothill Expressway that prohibits the siting of buildings and other structures, impervious surfaces, outdoor activity areas, and ornamental landscaped areas within 100 feet [program option: within 150 feet] of the top of a creek bank. Allow passive or intermittent outdoor activities and pedestrian, equestrian, and bicycle pathways along natural creeks where there are adequate setbacks to protect the natural riparian environment. Within the setback area, provide a border of native riparian vegetation at least 25 feet along the creek bank. Updates should reflect that: <ul style="list-style-type: none"> <li>• Single family property is exempt from the 100-foot [program option: 150-foot] setback.</li> <li>• Undeveloped parcels west of Foothill Expressway are not exempt and appropriate setbacks and creek conservation measures should be established.</li> </ul> Existing development within the 100-foot setback will be considered legal and nonconforming. With the 100-foot setback as a goal where feasible, redevelopment of such sites must be designed consistent with basic creek habitat objectives and make a significant net improvement in the condition of the creek.	S	11
3	N3.3.2	Examine the development regulations of the Stream Corridor Protection Ordinance, with stakeholder involvement, to establish appropriate setback requirements that reflect the varying natural and channelized conditions along creeks east of Foothill Expressway.	M	11
4	L1.7.1	Review regulatory tools available to the City and identify actions to enhance and preserve the livability of residential neighborhoods and the vitality of commercial and employment districts, including improved code enforcement practices.	S	10
4	L4.2.2	Prepare a coordinated area plan for the Fry's site and surrounding California Avenue area. The plan should describe a vision for the future of the Fry's site as a walkable neighborhood with multi-family housing, ground	S	10

		floor retail, a public park, creek improvements, and an interconnected street grid.		
4	L4.6.2	Prepare a Coordinated Area Plan for Downtown, encompassing the University Avenue Multi-modal Transit Station Area.	M	10

**TABLE 2 : TOP PRIORITY PROGRAMS IN THE COMMUNITY SERVICES & FACILITIES, AND BUSINESS & ECONOMICS ELEMENTS**

Rank	Program #	Program Text	Priority – 3/13/17	Number of Dots
1	B5.1.5	<u>Encourage the preservation of space that is suitable for small, independent retail businesses and other services.</u>	R	10
2	B4.2.1	Consider planning, regulatory, or other incentives to encourage property owners to include smaller office spaces in their buildings to serve small businesses, non-profit organizations, and independent professionals.	S	8
2	B5.1.2	Improve design guidelines to reduce ambiguity and more clearly articulate <del>design</del> <u>compatibility</u> principles to the business community and to the public.	S	8
3	C1.17.2	Leverage available funding to pursue support of teen mental, physical, social and emotional health programs.	R	7
3	C1.18.1	Optimize participation in such programs by increasing the number of locations where the programs are provided and by supporting transportation options to these locations.	M	7
3	B3.2.1	Continue to refine tools, such as the Business Registry, as data sources on existing businesses, including the type of business, number of employees, size, location, and other metrics to track the diversity of Palo Alto businesses.	IP	7
4	C4.2.4	<u>Create mechanisms to monitor, assess and respond quickly to land acquisition opportunities that would expand or connect the City’s system of parks and open spaces, and establish a long-term funding strategy for acquisition that would enable the City to move quickly when opportunities arise.</u>	<u>S</u>	6
5	C1.16.2	Utilize the Early Care and Education Committee to develop and update the Child Care Master Plan, and to connect providers and professionals working with families with young children, explore challenges and opportunities to programs and services for young children, <u>encourage employers to offer child care</u> , and support early education programs in the community in their efforts to enhance	M	5

		quality.		
5	C1.19.2	Support, promote, and publicize the provision of comprehensive senior services in coordination with senior service providers. Comprehensive services include addressing senior nutrition, mental health and transportation.	R	5
5	C4.2.3	<u>Pursue dedication of undedicated publicly-controlled recreation, open space and conservation areas, such as Rinconada Community Garden and the Gamble House and Gardens as public parks to preserve the community serving purpose of these areas into the future.</u>	<u>S</u>	5
5	B4.6.1	Work with local merchants to encourage Palo Alto residents, workers, and visitors to buy in Palo Alto.	M	5
5	B4.6.2	Study the impacts of on-line shopping on local, traditional retail uses, and develop strategies to adapt. Evaluate which types of businesses are most likely to be successful and where.	M	5

## Cover

The draft Comp Plan cover is based on the logo and branding developed earlier in the Comp Plan process and used for previous documents that have been part of the process, such as the 2016 EIR Orientation document [\[link here\]](#).

## Introduction

The Introduction Chapter of the Comprehensive Plan provides an overview of the basic requirements, and format of the Plan, as well as the public participation and implementation processes. The purpose and use and organization of the Comprehensive Plan sections describe the legal requirements for the Plan set forth by the State. Staff has not made significant changes to these sections, as the State requirements have not changed substantially since the existing Plan was adopted.

The major themes section has been updated to describe the current planning challenges and opportunities that this Plan addresses. Much of the existing Plan text is carried forward, but revisions reflect the updated vision statements and key policy themes of each Element. There were substantial changes to the themes of “meeting housing supply challenges” and “protecting and sustaining the natural environment,” reflecting substantial updates to these topics that have been made by the CAC, PTC and Council. A new section –“maintaining a safe community” – has been added to reflect the new, separate Safety Element.

In addition, the comprehensive plan update process section has been completely replaced. It describes the roles and contributions of the CAC, Council and PTC to the Plan's overall structure, vision, goals, policies and programs. This section also describes the Plan's community engagement framework, including the Summit and Open City Hall.

## **Governance Chapter**

The Governance Chapter of the Comprehensive Plan is a non-mandatory section rather than a legally required or optional Plan Element. The City Council did not adopt a motion on the vision of the Governance Chapter during the early phase of the amendment process. The following changes—most of which are updates to include new technologies and tools for citizen participation—are the result of careful review by City staff, including Chief Communications Officer Claudia Keith.

### **Narrative**

Each of the goal-specific narratives was removed from the policy framework and integrated into the Narrative portion of the Governance Chapter, in keeping with the structure of the other Elements. These shifted narratives were then edited and revised to avoid redundancy, and for clarity and sequence.

### **Form of Government**

- The text was updated to include the 2014 measure to reduce the size of the City Council, which will go into effect in 2018.

### **Boards and Commissions**

- Added a reference to issue-specific citizen committees.
- Added the Library Advisory Commission and Parks and Recreation Commission to the table of Boards and Commissions.
- Updated and clarified information on all Boards and Commissions in Table G-1.

### **Public Participation**

- This new subsection includes the various narratives originally associated with participation and involvement goals. These have been integrated and revised for clarity.

### **Civic and Neighborhood Organizations**

- This new subsection includes the various narratives originally associated with neighborhood involvement goals. These have been integrated and revised for clarity.



## Regional Collaboration

- This new subsection includes the various narratives originally associated with regional collaboration goals. These have been integrated and revised for clarity.

## Volunteerism

- This new subsection includes the various narratives originally associated with local volunteerism goals. These have been integrated and revised for clarity.

## City Departments

- This section now includes an updated City organizational chart.

## Budget

- Updated to stress the budget's relationship with City policy and programs and emphasize transparency via the Open Data Portal.

## Structures of Decision-Making

- This narrative was adapted from the sidebar associated with previous Program G-21. It explains the framework of legislative, quasi-judicial, and ministerial decisions.

## Policy Framework

### Goal G-1. Public Participation

- **Policy G-1.1** was revised to include the Architectural Review Board.
- **Program G1.1.1** was deleted as it is no longer needed.
- **Policy G1.2** was combined into Policy G-5.1, similarly targeting community assistance in civic affairs.
- **Policy G-1.2 and Program G1.2.1** were updated to reference a greater number of potential engagement options.
- **Program G1.1.2** was deleted due to the fact that it singles out one type of issue (design) and proscribes a specific format for engagement. Broader engagement is covered by other policies under this goal without the need to identify specific topics on which citizens should be engaged.
- **Policy G-1.3** was revised to expand potential dialogue tools to include technology and other methods.
- **Programs G1.3.1 and G1.3.3** were revised to reflect more current communication tools.
- **Program G1.3.2**, referencing electronic bulletin boards, is out of date. Interaction is covered by the revised Program G1.3.1.

## Goal G-2. Civic and Neighborhood Organizations

- **Policy G-2.1** was deleted to reflect that neighborhood organizations are now established. Interaction between the City and neighborhood organization is covered in Policy G2.3.
- **Policy G-2.2** was updated to refer to the City's website rather than a handbook.
- **Program G2.2.1** was deleted; notification and communication happens both through the City's mailing lists and third-party tools like Nextdoor.com.
- **Policy G-2.3** was reworded to emphasize two-way communication.
- **Program G2.3.2** was deleted, as emergency preparedness coordination is included in the Safety Element.

## Goal G-3 Regional Leadership

- The title of **Goal G-3** was changed from Regional Leadership to Regional Collaboration, to reflect past CAC comments that City officials should prioritize local issues rather than striving to be seen as a leader at the regional level.
- **Policy G-3.3** was deleted, as crime is now covered in the Safety Element.

## Goal G-4 Volunteerism

- **Goal G-4** was shorted to stress the value of volunteering in any capacity.
- **Policy G-4.1** was reworded to stress that City staff time can only be allocated to outside projects in appropriate circumstances.
- All three Programs under Policy G4.1 were combined into a single **Program G4.1.1**.

## Goal G-5 Managing Change

- The wording of **Goal G-5** was updated to reflect current approaches to stakeholder collaboration.
- **Policy G-5.1** was revised to include community advisory assistance in the collaborative process, a result of combining Policy G-1.2 into Policy G-5.1
- **Program G5.1.1** [Previous Program G-14] and **G5.1.2** [Previous Program G-15] were deleted, as the procedure for Coordinated Area Plans is already addressed in the Land Use Element.
- **New Program G5.1.3** was reworded to reflect the fact that the development pre-screening ordinance has been adopted.

## Goal G-6 Development Review

- The title of **Goal G-6** was changed from Process Management to Development Review, as the policies are focused on functional, well-defined and participatory development review processes.
- **Program G6.1.1** was deleted, as a Form Based Code system was adopted by the City in September 2007.

- **Program G6.1.2** was revised to update references to written materials to more current media.
- **Program G6.1.5** was deleted, and its contents revised as a section in the narrative of the chapter.

## Glossary

The draft Glossary is based on the existing Comp Plan Glossary with the following changes:

Eliminated terms that are outdated and/or no longer appear in the Comp Plan, based on a word search of the current drafts of the Elements. These are shown in strikethrough.

Added new terms included in the updated content. These are shown in underline. Many new terms reflect new transportation and environmental concepts, such as *active transportation*, *complete streets*, *electric vehicles*, *Bus Rapid Transit*, *adaptation*, *resilience*, and *greenhouse gas*.

## CAC Schedule and Next Steps

The May 16 meeting will be the final CAC meeting.

MONTH	CITIZENS ADVISORY COMMITTEE (CAC) SCHEDULE OF MEETINGS & TOPICS
May 16	<ul style="list-style-type: none"> <li>• Final CAC Session: “Wrapping It Up” – including CAC member ideas for structuring a sophisticated and interactive online Comp Plan tool, once the Comp Plan has been adopted.</li> </ul>

## Upcoming Council Meetings

On May 1, the Council will continue discussion of the Land Use and Transportation Elements.

On May 15, the Council will hold its first discussion of the CAC’s recommendations on the Natural Environment, Safety, and Business and Economics Elements.

On June 5, the Council will acknowledge the work of the CAC with a formal resolution; all current and past CAC members are welcomed and encouraged to attend.

On June 12, the Council will review the CAC’s recommendations on the Introduction, Governance, Glossary, and other final Comp Plan components, and is scheduled to refer the Comp Plan to the Planning & Transportation Commission (PTC) for review.

The PTC is currently scheduled to review the Comp Plan at a series of meetings in July through September, 2017, and to refer their comments back to the Council in fall 2017.

## Attachments

- A. Implementation Chapter- clean
- B. Implementation Chapter – tracked – provided as link only: [\[link\]](#)
- C. Implementation Table with CAC Priority – provided as link only: [\[link\]](#)
- D. CAC Member comments on Implementation Table
- E. Comp Plan Cover
- F. Introduction – tracked
- G. Introduction – clean – provided as link only: [\[link\]](#)
- H. Governance Chapter – tracked
- I. Governance Chapter – clean
- J. Glossary - tracked
- K. Glossary – clean - provided as link only: [\[link\]](#)
- L. March 21 CAC meeting minutes – provided as link only. [\[link\]](#)