

4. Land Use and Urban Design

Overview

This Element provides a long-term vision, goals and policies for land use and development in East Palo Alto over the next 20 to 30 years. Topics covered include land use designations, neighborhood preservation, expanded economic development, fiscal stability and corridor revitalization. In addition to the citywide goals and policies, the chapter also includes goals and policies for each of the City’s unique neighborhoods and commercial areas.

Statutory Requirements

California law (Government Code Section 65302(a)) requires that a city’s general plan include:

“ . . . a land use element which designates the proposed general distribution and general location and extent of uses of the land for housing, business, industry and open space, including agriculture, natural resources, recreation, and enjoyment of scenic beauty, public buildings and grounds, solid 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 required land use element has the broadest scope of the required elements of a general plan, regulating how all land in a city is to be used in the future. To fully reflect the range of physical attributes that are important for East Palo Alto’s success, this chapter also contains goals and policies to guide urban form and design.

Issues and Opportunities

Existing Land Use and Zoning

The City of East Palo Alto, which is 2.6 square miles, is a mostly built out city with the exception of open space and marshlands and vacant land in the Ravenswood industrial area. Of the developed areas, residential uses are the most common land use in the City. Approximately 665 acres in the City (just over 50 percent of land) are residential uses. Most residential land is single family residential (41.4 percent of total land), along with multi-family residential of five or more units (5.4 percent of land), and duplexes, triplexes, condos or fourplexes (3.1 percent of land).

Table 4-1: Distribution of Existing Land Uses

Land Use Designation	Acres	%
Residential - Mobile Home	8	0.6%
Residential - Single Family	546	41.4%
Residential - Duplex/Triplex/4plex	41	3.1%
Residential - 5 or more Units	71	5.4%
Commercial	61	4.6%
Lodging	3	0.3%
Office	14	1.1%
Institutional or Public Facilities	110	8.3%
Light Industrial	69	5.3%
Baylands and Marshland	247	18.8%
Parks & Recreation Facilities	23	1.8%
Parking	1	0.1%
Vacant	124	9.4%
Total	1,319	100.0%

Source: San Mateo County GIS Enterprise Database, 2013. Note: Table excludes rights-of-way.

CHAPTER 4: LAND USE AND URBAN DESIGN

Commercial and office account for a very limited amount of the land in the City at approximately 6 percent of the land area. The greatest mix of uses occurs where residential neighborhoods are near University Avenue's retail uses, or near the Ravenswood 101 Shopping Center.

There is also a relatively significant amount of vacant land, primarily concentrated along Bay Road within the area of the Ravenswood TOD Specific Plan, where previously industrial businesses were located. Institutional uses, public facilities, and parks and recreational facilities account for approximately 10 percent of the land area in the City.

Urban Form and Pattern

The urban design character of East Palo Alto is defined by its history as an unincorporated area of San Mateo County, the varied residential neighborhoods that were developed during that time, and its position in a larger, regional circulation network. The regional transportation network largely defines the boundaries of the residential neighborhoods, with University Avenue bisecting the City east/west and Highway 101 separating the Westside from the rest of the City. The intersection of these major thoroughfares has become the Ravenswood 101 Shopping Center that primarily serves regional clientele. University Avenue serves a dual purpose as a regional connection from Highway 101 to the Dumbarton Bridge and as a commercial corridor with City-serving retail and services located along it.

The residential structure of East Palo Alto is made up of individual neighborhoods, whose boundaries are generally defined by their development pattern. Some of the neighborhoods developed as distinct communities, while others developed incrementally over time. Many of these neighborhoods developed under County jurisdiction prior to the incorporation of the City in 1983. The variety of regulations under which neighborhoods developed contributed to their different character.



Gateway from Menlo Park at the intersection of Newell Street and Willow Road.

Gateways

Entry and exits points in East Palo Alto are important character-defining features for the City. Most people enter East Palo Alto from Highway 101 onto University Avenue and from the Dumbarton Bridge.

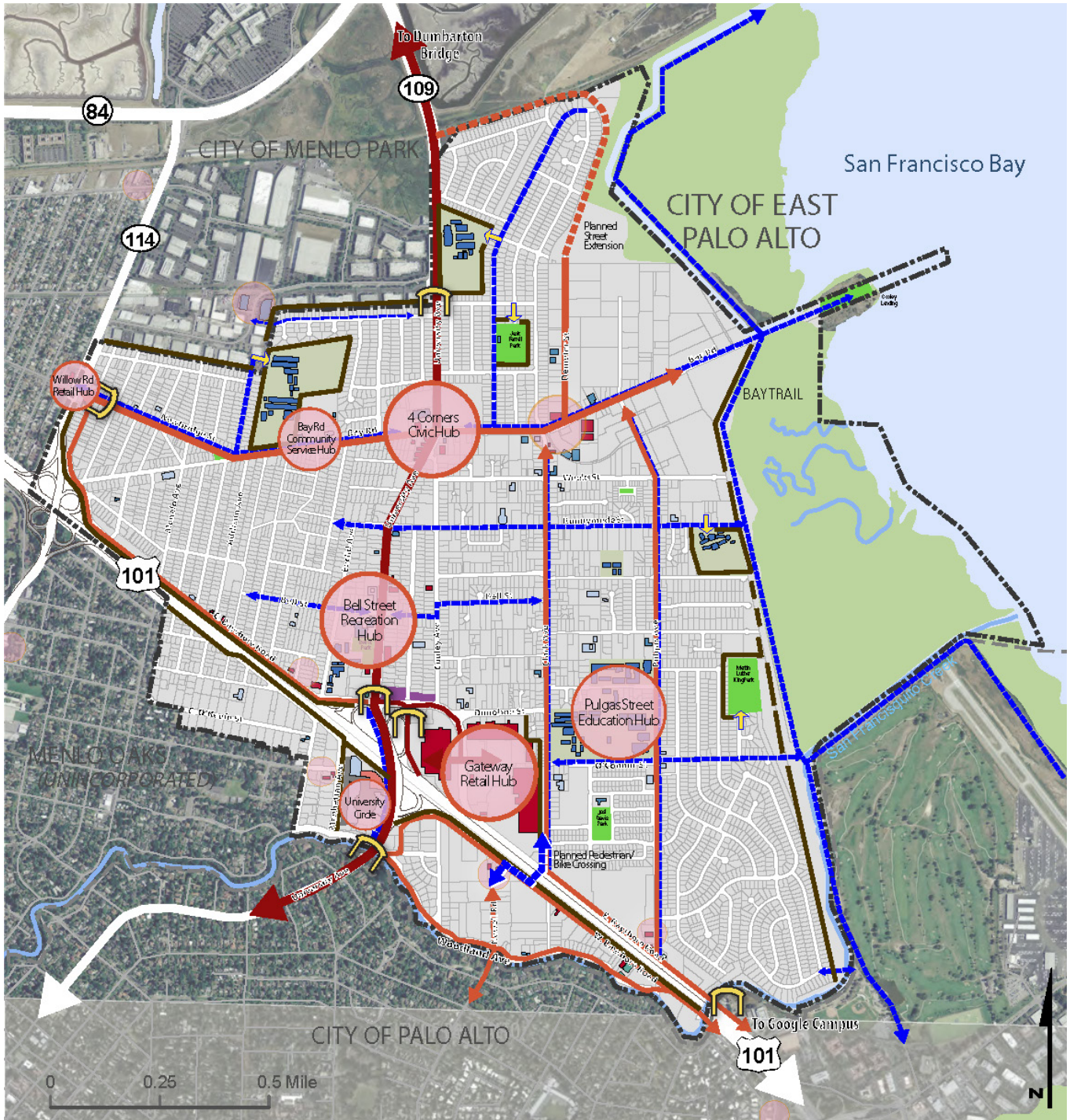
There are a number of secondary gateways, which are mostly used by local residents and those most familiar with East Palo Alto. Newbridge Road, which intersects with Willow Road, is the primary entrance from Menlo Park and a key gateway to the City with retail uses located at this intersection. West and East Bayshore Road are also gateways into the City. West Bayshore Road meets up with Embarcadero Road and provides access from Palo Alto. East Bayshore Road follows the Palo Alto Baylands Park and provides access to the Palo Alto North Bayshore employment area. Woodland Avenue, which follows the San Francisquito Creek, provides access to the City from the western side. Newell Road and bridge is the only other street that crosses the San Francisquito Creek into East Palo Alto.

City Structure and Activity Hubs

There are a number of existing significant “hubs” – activity centers with clusters of similar or active uses – located in close proximity to one another throughout the City. These hubs are shown in Figure 4-1. These hubs function as focal points and destinations in the City, and are important places to encourage pedestrian activity and active land uses. The most important ones are:

- **Bell Street Recreation Hub.** Recreational uses and social services, including the YMCA, Senior Center, a Community Health and Law Center, Bell Street Park and the School District.
- **Pulgas Avenue Education Hub.** Multiple schools and associated facilities, including Brentwood Elementary School, Ronald McNair Academy, Eastside College Preparatory School, East Palo Alto Academy High School, the Boys & Girls Club of the Peninsula, and the Ravenswood Child Development Center.
- **Bay Road Community Service Hub.** Various churches and schools such as Cesar Chavez & Green Oaks Academy, St. Francis Church, Magnolia Head Start, the St. Vincent De Paul Society and the Officer Rich May field.
- **4 Corners Civic Hub.** Public uses including the existing City Hall, the San Mateo County library and County offices and the United States Postal Service Office.
- **Gateway Retail Hub.** Primary retail center of the City, including several national chain stores located adjacent to Highway 101 and south of University Avenue.
- **Willow Road/Newbridge Retail Hub.** Small retail/commercial area, with food markets, a laundromat, salon, taquería, and other stores.
- **University Circle Hub.** Office and hotel uses with the Four Seasons Hotel, several Class A offices, and other ancillary uses.

Figure 4-1: City Structure and Activity Centers



Land Use Designations

Land use designations indicate the intended use of each parcel of land in the City. They are developed to provide both a vision of the organization of uses in the City and a flexible structure to allow for changes in economic conditions and community visions. The 2035 General Plan includes 15 land use designations, described below, mapped in Figure 4-2 and summarized in Table 4-2.

The land use designations and locations are compatible with the zoning districts found in the Zoning Ordinance. For each land use designation, the uses allowed and the standards for development intensity (dwelling units per acre and population per acre for residential development and floor area ratio (FAR) for nonresidential development) are specified. The population density estimates are based on an analysis of existing census numbers, which show an average of 4.5 residents per single-family unit and 3.0 residents per multi-family unit. While the General Plan land use designations are broad, the zoning districts include specific allowances and prohibitions of uses (including conditional uses), dimensional requirement such as building setbacks, parking standards, and building heights. Land use designations and zoning districts must be compatible but need not be exactly the same. Zoning districts must be within the range of the allowed intensity and uses found in the General Plan. Where the documents differ, the General Plan takes precedence. Note that the maximum density of any land use designation may be exceeded to complement General Plan Housing Element policy (in accordance with the density bonus provisions of Section 65915 of the California Government Code).

There are four broad categories of land use designations – 1) residential, 2) nonresidential uses (commercial and industrial uses), 3) mixed use and 4) public. Residential designations define the predominantly residential areas of the City and range from single family homes to multi-family housing. Mixed use designations provide areas for a range of residential or commercial uses in vertical or horizontal pattern. Nonresidential designations provide locations for retail, office and industrial uses. Public designations identify a range of public facilities such as schools, parks, churches, and non-profit organizations.

Low Density Residential (LDR)

Description: This designation provides for the retention, maintenance, and development of existing single-family residential neighborhoods. This designation covers the majority of residential areas in the City and is intended to preserve and enhance the existing character and nature of these neighborhoods. The overall character (lot size, building setback, location of parking garage and building height) of each neighborhood will vary within the City, with some low density areas being more rural in character with single homes on large lots, some as more traditional suburban development with lots between 5,000 and 7,000 square feet and some small lot single family homes with parcels ranging from 3,000 to 5,000 square feet. This designation allows second units on parcels larger than 5,500 square feet.

Allowed Land Uses: Single-family dwellings, with second units allowed on some parcels. There is a maximum of one primary dwelling structure per lot (second units excepted). Uses such as mobile homes, guest houses, churches, schools, day care centers, public facilities, and others which are determined to be compatible with and oriented toward serving the needs of low density neighborhoods may also be allowed.

Density/Intensity: 0 - 12 units/acre, 0 to 50 persons/acre. Maximum height of 2 stories and 26 feet.



Typical single-family dwelling in the City.

Medium Density Residential (MDR)

Description: This land use designation provides for the development of a wide range of living accommodations, including house-form multi-family structures, row houses, small-scale apartments, and cooperatives. This designation is intended to provide for an increase in housing units in the City to meet affordability and other community goals. It is located in the City to provide a transition between higher intensity residential and commercial areas and low density residential neighborhoods. A wide variety of building types are allowed in this designation ranging from duplexes to small scale apartment buildings. The designation ensures that new development complements the scale of existing structures and the existing pattern of development.

Allowed Land Uses: A range of multi-family residential uses including duplex, triplex, quadruplex, row houses, townhouses, courtyard multi-family buildings and small scale multi-family buildings. Education, cultural, and public assembly uses are conditionally allowed.

Density/Intensity: 12.1 - 22 units/acre, 40 to 80 persons/acre. Maximum height of 3 stories and 36 feet.



Example of a townhouse building type. Structures are attached, with parking located to the rear.

High Density Residential (HDR)

Description: The purpose of this designation is to provide for higher density multi-family housing to meet the City's desire for a variety of housing types. This designation is located in areas with a diverse mix of uses within walking distance of the homes, as well as in neighborhoods that already exhibit a high degree of diversity in the type and density of residential housing. The designation allows for a variety of high density building types that are compatible in scale and character with existing structures and development standards. New development should be designed to create attractive frontages.

Allowed Land Uses: A range of multi-family housing types are allowed ranging from townhomes to multi-family apartments at moderate to high densities. Education, cultural, and public assembly uses are conditionally allowed.

Density/Intensity: 22.1 - 43 units/acre (maximum of 1 dwelling unit per 1,000 feet of parcel area), or 80 to 150 persons/acre. Maximum height of 5 stories and 60 feet.



Three to five-story multi-family apartment complex, which is typical of the buildings allowed in the High Density Residential designation.

Urban Residential (UR)

Description: This designation is intended to support the development of very high density housing in limited locations in the City. Mid-rise and high-rise residential development is encouraged, ideally supported by high-frequency public transit and located within walking distance of neighborhood services and amenities. Parking structures shall be designed so that they do not face the primary public streets.

Allowed Land Uses: High-density multi-family dwellings, such as rental apartments, condominiums, and single room occupancy (SRO) developments. Other uses such as day care centers and public facilities may be allowed if they are compatible and serve the needs of residents living in higher density residences.

Density/Intensity: 43.1 - 86 units/acre, or 150 to 300 persons/acre. Maximum height of 7 stories and 75 feet.



Larger, denser building types are allowed in the highest residential designation.

Mixed Use Low (MUL)

Description: This designation is intended for areas with a wide variety of existing residential and commercial uses. The intent of the designation is to provide for both additional housing needs in the City and to expand neighborhood-serving commercial uses, where appropriate. The designation allows buildings that are residential only, commercial only or a mix of the two. Uses may be mixed either vertically or horizontally on a parcel. The design of new building should be compatible with adjacent single-family areas of the City and thus building heights are limited to 3 stories. Residential uses should be small-scale multi-family or attached single family housing (e.g., townhomes). Commercial uses should serve the retail, shopping and service needs of adjacent residential neighborhoods. Appropriate land uses include neighborhood convenience stores, commercial services, retail stores, restaurants, and cafés.

Allowed Land Uses: Multi-family residential, attached single-family residential (townhomes or courtyard design housing), retail, office, services, parks/plazas/open space, education, cultural, public assembly, public uses allowed.

Density/Intensity: Up to 22 units/acre. Up to 1.0 FAR. Maximum of 3 stories and 36 feet and up to 80 persons/acre.



This land use designation is primarily found along East Bayshore Blvd, supporting small mixed-use development.

Mixed Use Corridor (MUC)

Description: This designation provides for vertical and horizontal mixed use developments along arterial roads and other high-activity areas throughout the City. The designation supports buildings with different uses such as office, retail and residential or other compatible uses. Uses on individual parcels may contain a vertical mix of uses, or be either stand-alone residential or commercial uses. In certain locations, ground floor retail or other active ground floor uses are required for a portion of the building frontage in order to activate the public realm. Buildings in this designation are required to front the primary roadway and shall be designed to create an attractive pedestrian environment, regardless of the ground floor use. New buildings with parking fronting the main corridor should not be allowed. Mixed-use projects along corridors should be developed in a manner that protects and preserves the adjacent residential neighborhoods by stepping down in density or height, and/or by providing appropriate buffer areas between the building and the neighborhood.

This designation will be applied to a variety of parcel sizes and the City expects that parcel assembly may be necessary to build to the maximum density. The City shall implement policies and/or incentives to promote parcel aggregation along and behind University Avenue and other areas with this designation.

Allowed Land Uses: Multi-family residential, attached single family residential, retail, services, office, hotel/ lodging, public, assembly and other similar uses.

Density/Intensity: Up to 65 units/acre. Up to 1.75 FAR. Maximum 5 stories or 60 feet. Up to 195 persons/acre.



Ground-floor retail is generally required in this designation, to activate public spaces and enliven the streetscape.

Mixed Use High (MUH)

Description: This designation is meant to support new enlivened, thriving districts for East Palo Alto, by accommodating multi-story mixed-use buildings. This designation provides for vertical and horizontal mixed use development at key locations within the City, including the Ravenswood 101 Shopping Center, and 4 Corners/Bay Road specific plan area. Residential only projects are not allowed however there may be a horizontal mix of residential and non-residential uses within a single project. At least 35% of the ground floor space of building shall be retail space in those areas. In areas where retail is removed for the construction of new buildings, the new retail space shall be greater than 85% of the previously existing retail space.

Allowed Land Uses: Multi-family residential, attached single family residential, retail, services, office, and R&D.

Density/Intensity: Up to 86 units/acre. Up to 2.5 FAR. Maximum of 8 stories or 100 feet, whichever is greater. Up to 260 persons/acre.



Mixed Use High is intended to promote 4 to 8 story office or residential buildings over retail, services, or other active spaces.

Neighborhood Commercial (NC)

Description: The Neighborhood Commercial land use designation provides for a variety of retail, office and service-oriented business activities serving a local community area and population. Other uses that are determined to be compatible with the primary uses, such as residential units on the upper floors of commercial buildings, may also be allowed.

Commercial land uses serve local areas and generally include professional and business offices, retail and commercial services and community facilities. Site development standards for this land use designation encourage smaller projects and are aimed at creating an attractive and pedestrian-oriented retail frontage with buildings and entrances adjacent to the sidewalk. Parking should be located to the side or behind of the building and the City may grant significant reductions for parking requirements since the parcels sizes are generally small.

Allowed Land Uses: Retail, services and related uses. Office and residential uses allowed on the upper floors.

Density/Intensity: Up to 22 units/acre. Up to 1.0 FAR. Maximum of 3 floors or 36 feet.



This designation is for small-scale, neighborhood-serving retail and services. Residential uses are allowed on the upper floors but the primary use should be commercial.

General Commercial (GC)

Description: This designation is for parcels that support regional and city-serving retail uses due to the presence of a high volume of automobile traffic. Commercial land uses serve broader regional market areas and generally include retail and commercial services, professional and business offices, and community facilities. Residential uses are not allowed in this designation as its intent is to promote and protect retail and service uses to diversify the City's tax base.

Site development standards for this land use designation encourage large projects and provide for appropriate setbacks, parking, landscaping, buffering features from residential land use areas and other features which create well-designed, efficient and attractive projects.

Allowed Land Uses: Retail, office, hotel and service-oriented business activities serving a community-wide area and population or broader market.

Density/Intensity: Up to 2.0 FAR. Maximum of 3 stories and 75 feet.



This designation is for large-scale commercial uses such as regional shopping centers.

Office (OC)

Description: The purpose of this designation is to diversify the job and economic base of the City of East Palo Alto and to provide the opportunity for more residents to work in the City. Specific uses allowed in this designation include medium- and large-scale uses such as professional, legal, medical, financial, high-tech, and research and development uses. Other supporting uses such as restaurants, medical services, community facilities and similar uses which together create concentrations of office employment or community activity are also allowed.

Site development standards should create urban office environments with minimal setbacks, pedestrian-oriented building massing, and building entrances facing the primary street. Parking should be located in structures or surface parking lots at the rear or side of buildings.

Allowed Land Uses: Single-tenant or multi-tenant offices that include professional, legal, medical, financial administrative, corporate and general business offices. Supporting ground floor retail is allowed at no more than 15% of total project square footage. Lodging uses area also allowed.

Density/Intensity: Up to 3.0 FAR. Maximum of 8 stories or 100 feet, whichever is greater.



This designation is for office and R&D uses and is designed to expand the City's tax base.

General Industrial (I-G)

Description: This designation provides for industrial or manufacturing activities that may occur inside or outside of an enclosed building. Large-scale warehouse, distribution or logistics facilities are also allowed in this designation. Industrial activities are allowed in the Ravenswood Business District Specific Plan area.

Allowed Land Uses: Industrial (manufacturing, wholesaling, and storage), and R&D (research laboratory, professional office, and medical office).

Density/Intensity: Up to 1.0 FAR. Maximum of 3 stories or 30 feet.



The General Industrial designation allows a range of employment uses.

Industrial Buffer (I-B)

Description: This designation is intended to accommodate office and light industrial uses in areas that are near large clusters of single-family homes, while ensuring that the light industrial uses do not adversely affect nearby homes. Proposed projects will be required to provide an acceptable transition between residential and light industrial uses. This designation also accommodates professional offices, along with low-intensity manufacturing and repair businesses that do not attract large amounts of traffic or create undue nuisance.

Allowed Land Uses: Office buildings, along with a limited range of light industrial, manufacturing, and repair businesses.

Density/Intensity: Maximum FAR ranges from 0.75 to 3.0. Maximum of 8 stories or 100 feet. Maximum height within 200 feet of University Village District is 3 stories above grade, and minimum setback from the University Village District is 50 feet.



This designation serves as a buffer between the General Industrial areas and residential neighborhoods.

Parks/Recreation/Conservation (PRC)

Description: This designation provides for public parks such as local, community and regional parks. Trails, community gardens, and other similar uses that provide open space resources to surrounding neighborhoods, communities and the region are permitted. Recreation facilities with an emphasis on outdoor use are also allowed. This use is allowed and encouraged throughout the City.

Allowed Land Uses: Public recreational uses, including public parkland, open space, and associated recreational activities (indoor and outdoor sports athletic facilities). Other uses that are determined to be compatible with the primary uses may also be allowed.

Density/Intensity: Buildings are allowed that meet the purpose and intent of providing parks and recreation facilities. No specific FAR is identified and the FAR shall be determined by the City during project approval.



Jack Farrell Park is one of the City's finest outdoor recreation spaces.

Resource Management (RM)

Description: This designation is for the conservation and preservation of environmentally sensitive open space lands. These areas are designated to retain their natural biological function serving as defensive barriers to waves, high tides and storm surge and providing habitat for plants and animals. The designation includes the s, creeks, and other protected wetlands.

Allowed Land Uses: None, except those required for the maintenance and security of the natural landscape.

Density/Intensity: N/A



These natural areas are to be preserved in perpetuity.

Public/Institutional (PI)

Description: This designation provides for public uses such as government buildings, public schools (does not include private schools), colleges, community centers, water storage facilities, and utility stations or rights-of-way. The designation also allows for a variety of support uses such as restaurants, housing and retail/service.

Allowed Land Uses: Education, city buildings, fire stations, police stations, city corporation yards, and other public and related ancillary uses.

Density/Intensity: N/A



This designation is for public buildings, such as schools or the YMCA on Bell Street.

Table 4-2: Land Use Classification System			
Major Classes	Maximum Density / FAR	Land Use Designation and Summary Description	Maximum Building Height (see zoning code for further restrictions and standards)
RESIDENTIAL	0 – 12 du/a	Low Density Residential (R-LD). Single-family dwellings, with 2nd units allowed on some parcels.	Maximum height of 2 stories and 26 feet.
	12 – 22 du/a	Medium Density Residential (R-MD). A range of multi-family residential uses including second units, single-family, duplex, triplex, quadplex, rowhouses, courtyard buildings and small-scale multi-family buildings.	Maximum height of 3 stories and 36 feet.
	22 – 43 du/a	High Density Residential (R-HD). A range of multi-family housing types ranging from townhomes to multi-family apartments at moderate to high densities.	Maximum height of 5 stories and 60 feet.
	43 – 86 du/a	Urban Residential (R-UHD). High-density multi-family dwellings (apartments, condos, and SROs).	Maximum height of 7 stories and 75 feet.
COMMERCIAL	Up to 22 du/a; 1.0 FAR	Neighborhood Commercial (NC). Local-serving retail, services and related uses.	Maximum of 3 floors or 36 feet.
	Up to 2.0 FAR	General Commercial (GC). Regional retail, office, and service-oriented business activities serving a community-wide population or broader market.	Maximum of 3 stories and 75 feet.
	Up to 3.0 FAR	Office (OC). Single-tenant or multi-tenant offices that include professional, legal, medical, financial, corporate and general business offices.	Maximum of 8 stories or 100 feet, whichever is greater.
MIXED USE	Up to 22 du/a; 1.0 FAR	Mixed Use Low (MUL). Low-density mixed-use.	Maximum of 3 stories and 36 feet.
	Up to 65 du/a; 1.75 FAR	Mixed Use Corridor (MUC). Multi-story mixed-use buildings.	Maximum 5 stories or 60 feet.
	Up to 86 du/a; 2.5 FAR	Mixed Use High (MUH). Multi-story mixed-use buildings at a larger scale than MUC.	Maximum of 8 stories or 100 feet, whichever is greater.
INDUSTRIAL	Up to 1.0 FAR	General Industrial (I-G). Industrial (storage and manufacturing), and R&D (lab/medical).	Maximum of 3 stories or 30 feet.
	Ranges from 0.75 to 3.0 FAR	Industrial Buffer (I-B). High-quality office buildings, along with a limited range of manufacturing and repair businesses.	Maximum of 8 stories or 100 feet. Maximum height within 200 feet of University Village area is 3 stories above grade.
COMMUNITY	Determined during approval	Parks/Recreation/Conservation (PRC). Public recreational uses, including park and open space.	n/a
	N/A	Resource Management (RM). Preservation of sensitive open space lands in a natural condition.	n/a
	N/A	Public/Institutional (PI). Education, city buildings, fire/police stations, & other uses.	n/a

Figure 4-2: General Plan Land Use Designations

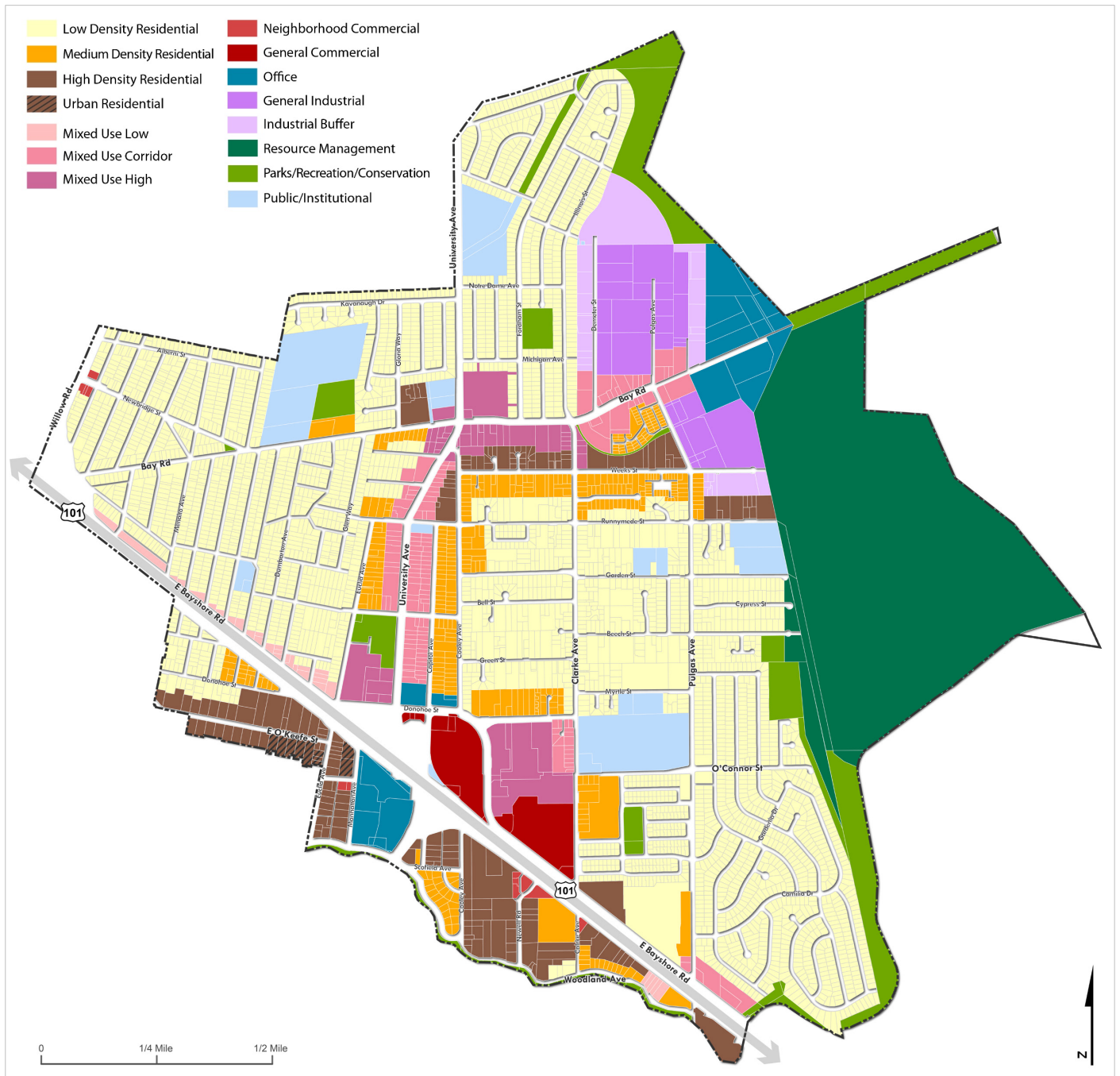


Figure 4-2A: General Plan Land Use Designations, Northwest

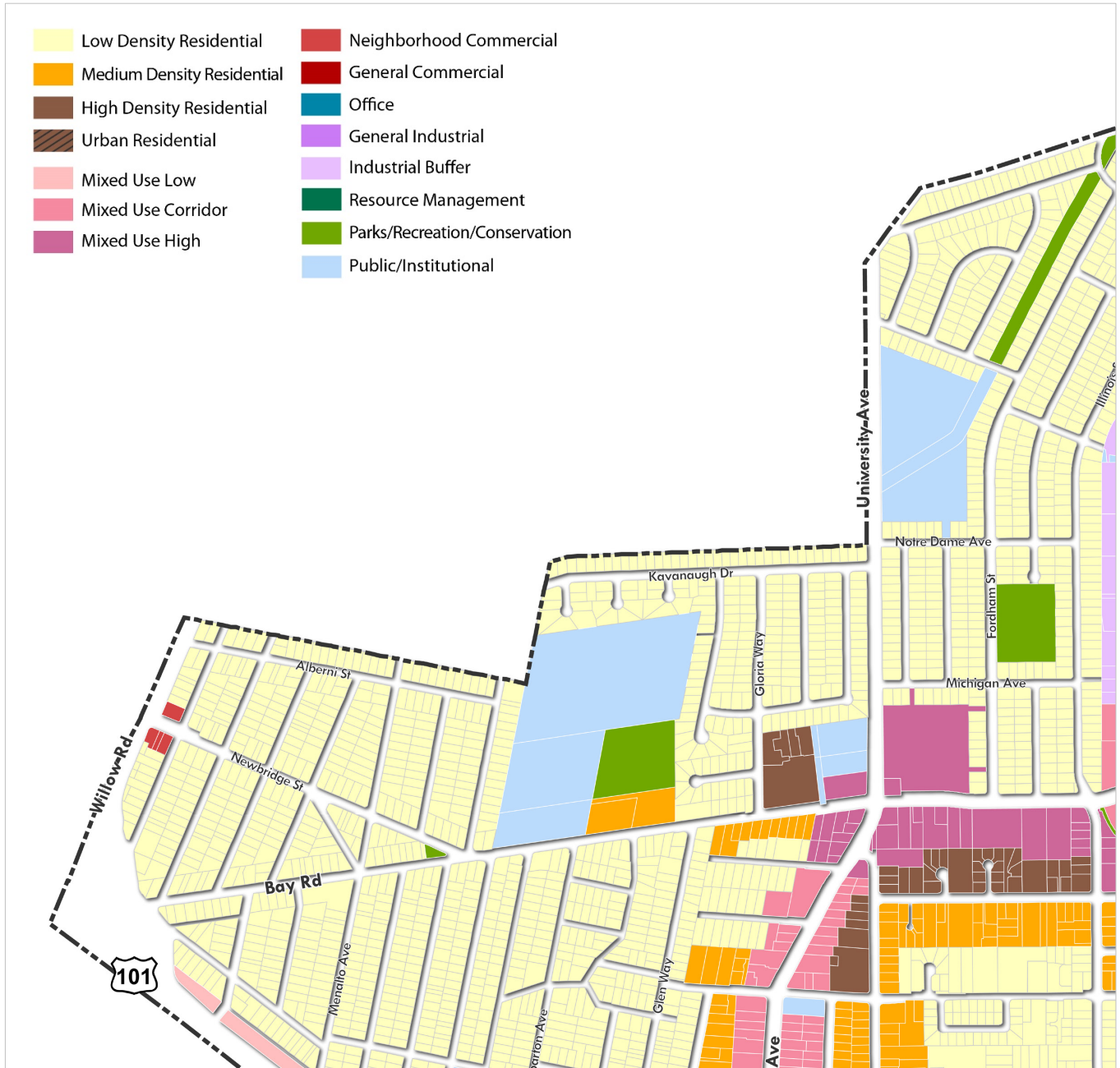


Figure 4-2B: General Plan Land Use Designations, Northeast

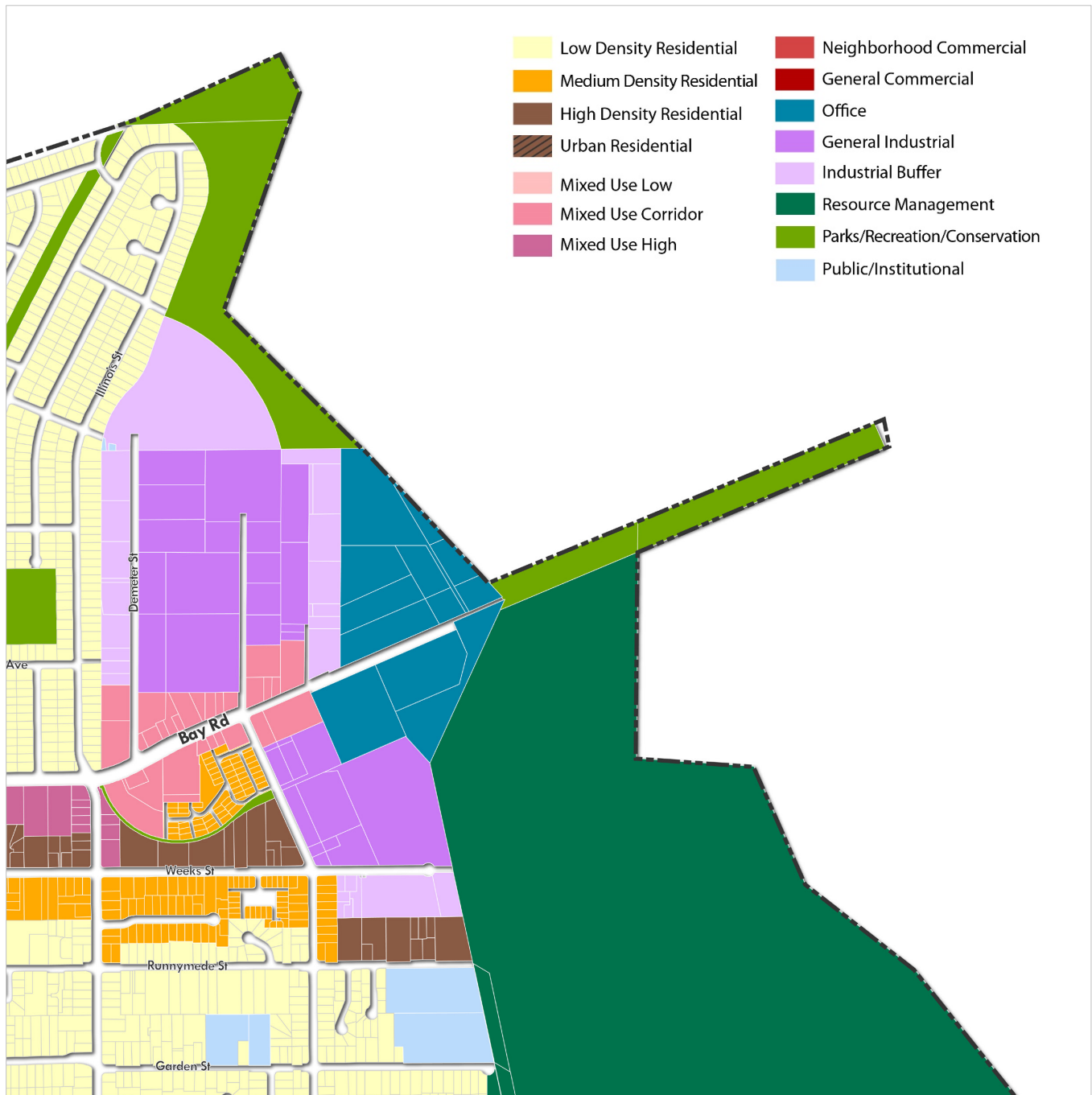


Figure 4-2C: General Plan Land Use Designations, Southwest

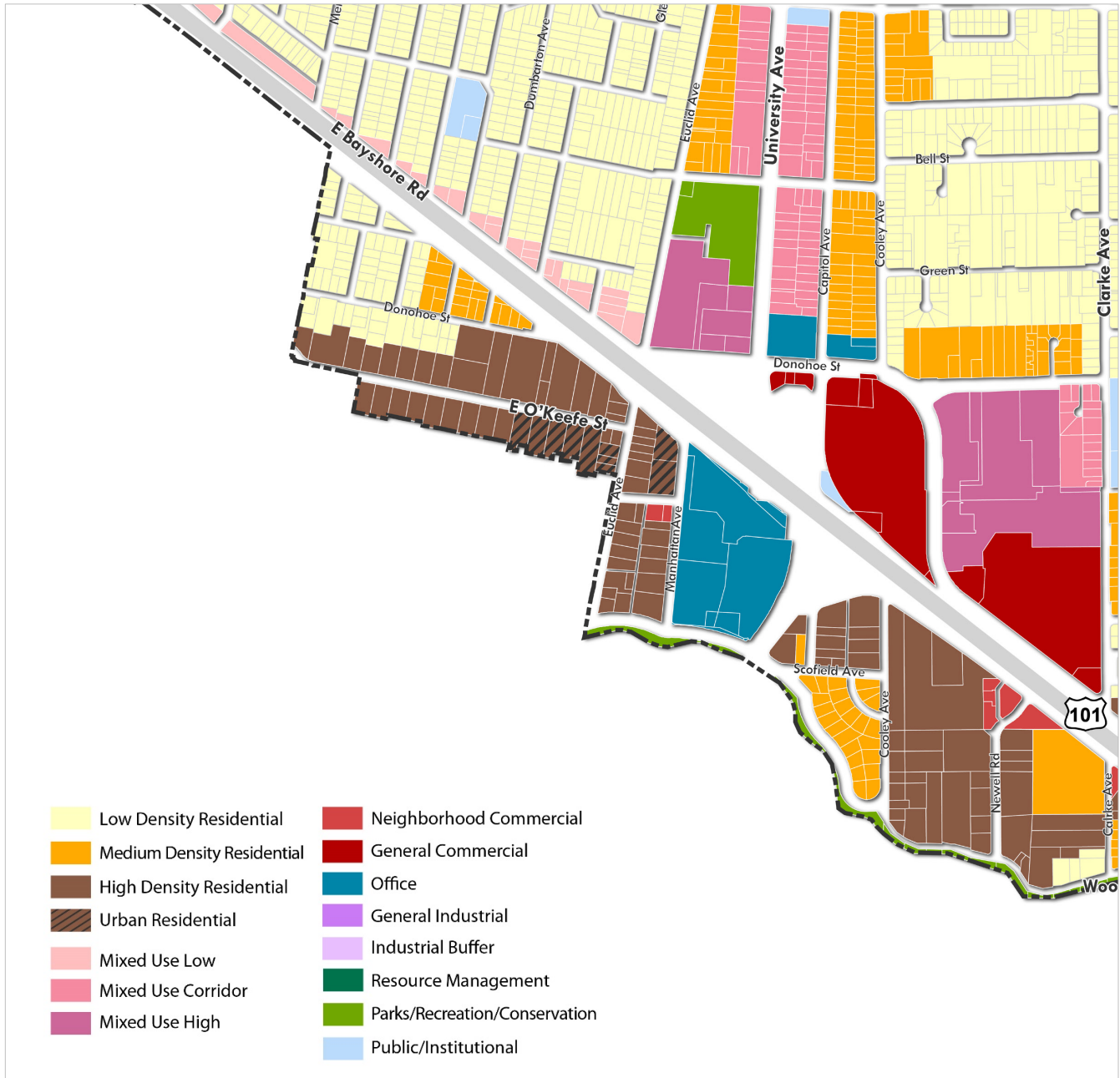
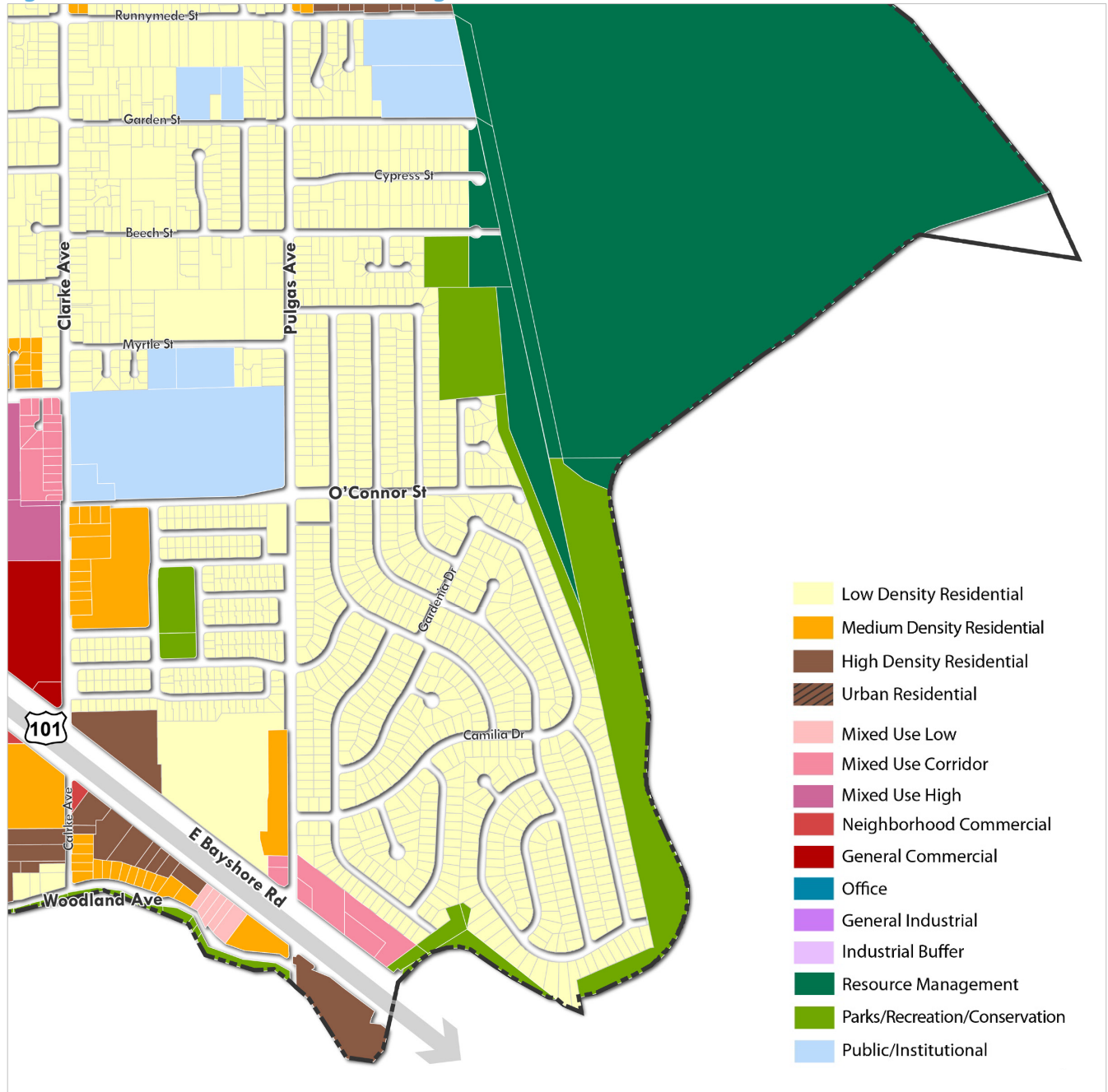


Figure 4-2D: General Plan Land Use Designations, Southeast



Goals and Policies

Goal LU-1. **Maintain an urban form and land use pattern that enhances the quality of life and meets the community’s vision for its future.**

Intent: To provide housing, employment, retail and services, recreation, arts, education and entertainment for the City’s residents and businesses in an urban environment that promotes health, equity, prosperity, and well-being.

- 1.1 Balanced land uses.** Create a balanced land use pattern to support a jobs-housing balance, minimize traffic and vehicle miles traveled, reduce greenhouse gas emissions, and promote a broad range of housing choices, retail businesses, employment opportunities, cultural venues, educational institutions and other supportive land uses.
- 1.2 Nonresidential expansion.** Prioritize development in key opportunity sites outside of the Westside neighborhood. Apart from the Westside, prioritize nonresidential development in the City and seek opportunities to convert residential uses to enhance the tax base so long as replacement housing is provided at the same or greater level of affordability and mix of housing types and sizes.
- 1.3 Coherent pattern of land use.** Ensure that new development occurs in a unified and coherent pattern that avoids conflicts between uses and promotes job creation and fiscal stability, creating a high-quality environment for East Palo Alto residents.
- 1.4 Unique neighborhoods, districts and corridors.** Enhance the unique character and identity of the City’s neighborhoods, districts and corridors through land use and design decisions. Allow policies and programs to be focused on each unique area of the City.

- 1.5 Access to daily activities.** Strive to create development patterns such that the majority of residents are within one-half mile walking distance of a variety of neighborhood-serving uses, such as supermarkets, restaurants, churches, cafes, dry cleaners, laundromats, farmers markets, banks, hair care, pharmacies and similar uses.
- 1.6 Adjacent cities.** Actively coordinate land use planning efforts with adjacent jurisdictions, establish an ongoing forum for the discussion of area-wide issues, and invite or provide constructive comments regarding the impacts that such programs will have on the City of East Palo Alto, or adjacent cities.

Goal LU-2. **Revitalize the City’s non-residential areas to diversify the tax base and improve the jobs-housing balance.**

Intent: To develop a multi-faceted, long-term vision for the non-residential areas of the City that enhance the tax base, provide jobs for residents, provide long-term fiscal sustainability and increase the amount and quality of services provided to City residents. Expanding the tax base through intensification and expansion of non-residential uses.

- 2.1 Jobs-housing balance.** Strive for a balanced land use pattern that has a 1 to 1 ratio of jobs per employed residents.
- 2.2 Neighborhood Commercial areas.** Improve the appearance and quality of neighborhood retail shopping areas to provide attractive neighborhood meeting and shopping centers. Improvements could include facade improvements, small plazas and business development assistance.
- 2.3 Ravenswood TOD Specific Plan Area.** Prioritize the redevelopment of the Ravenswood TOD area according to the Specific Plan. This area represents a great opportunity for significantly improving the jobs-housing balance in the City.

- 2.4 Gateway/101 Shopping Center.** Over time, seek opportunities to intensify the low-density retail uses into a high-intensity retail and office complex, with the possibility of multi-family housing, of up to 8 stories. The area should take advantage of the visibility from Highway 101 as a regional employment and retail destination. The City shall negotiate with developers to maximize the potential for acquiring community benefits.
- 2.5 University Avenue.** Incentivize new residential, mixed use and commercial development along University Avenue. (See Tables 12-9, 12-10, and 12-11 in the Implementation Chapter for related necessary physical improvements to the University Avenue corridor.)
- 2.6 Bay Road “Main Street”.** Pursue the creation of a mixed use “main street” along Bay Road in the Ravenswood TOD Specific Plan Area.
- 2.7 University Circle.** Over time, consistent with planning and legal framework, allow for intensification of the University Circle project to include an additional office or hotel building and incorporate shared or unbundled parking. The City shall negotiate with developers to maximize the potential for acquiring community benefits associated with increases in development intensity.
- 2.8 East Bayshore Road.** Seek opportunities to revitalize the non-residential uses on East Bayshore Road north and south of University Avenue with a mix of retail and residential uses up to 3 stories.
- 2.9 Preservation of commercial development.** Encourage the retention and success of existing businesses, especially locally-owned businesses, and the incubation of new commercial establishments that serve the needs of residents.
- 2.10 Parking for retail.** Encourage the retention of existing building for new uses by allowing for reductions in parking requirements, parking along University Avenue or alternatives to the City’s parking standards.
- 2.11 Development incentives.** On a case-by-case basis, consider increases in the General Plan’s permitted FAR and height for projects in all non-residential designations that provide one or more of the following:
- Addresses citywide infrastructure deficiencies.
 - Provides new parks and open spaces or improvements to existing facilities beyond current requirement.
 - Provides other physical improvements.
 - Provides additional affordable housing.
- 2.12 Required community benefits.** Require that community benefits be provided for new development of the Gateway 101 Shopping Center at higher intensities and office development above 4 stories along University Avenue.
- 2.13 Conversion of land to non-residential uses.** In areas within or immediately adjacent to established commercial areas, allow for the conversion of residential land to non-residential uses, including mixed-use development, as means of expanding the tax base and achieving long-term fiscal stability. Housing removed for commercial uses must follow other City policies regarding replacement housing and displacement.
- 2.14 Non-residential parcel aggregation.** Promote aggregation of smaller parcels along key corridors, especially University Avenue. Allow for density/FAR to be distributed throughout a consolidated parcel. Establish policies and incentives in order to guide the design and form of development that faces different contexts.
- 2.15 Shared driveways.** Allow and encourage new commercial and residential developments to have common driveways serving multiple units, to minimize the number of curb cuts along any given block to improve pedestrian safety.
- 2.16 Commercial conversion.** Prohibit the conversion of land zoned specifically for commercial uses

(General Commercial, Office, Industrial Buffer/Flex Overlay, and General Industrial) to other uses.

- 2.17 **Parcel aggregation.** Create a density bonus policy for projects that aggregate parcels to create a contiguous parcel that would support development.
- 2.18 **Mechanized parking.** On a case-by-case basis, provide development incentives to encourage the use of mechanized parking in new multi-family and non-residential development projects or major renovations of existing projects.
- 2.19 **Transportation Demand Management.** Update and improve the City's TDM Ordinance.

Goal LU-3. **Expand the number, types and diversity of housing within East Palo Alto.**

Intent: To expand the City's number of housing units and diversity of housing types in a way that enhances the quality of life, provides multi-generational housing, and strengthens community connectedness.

- 3.1 **Infill housing.** Encourage new infill housing in residential and mixed use areas of the City in order to expand the amount and diversity of housing.
- 3.2 **Balanced housing.** Over time, establish a balance of market rate and affordable housing in East Palo Alto. To achieve this policy, encourage both market rate and affordable housing.
- 3.3 **Preservation of housing.** Maintain regulations that encourage the preservation of existing housing and development of new housing that accommodates households that are diverse in size, type and level of affordability.
- 3.4 **No net loss in housing.** Require no net loss in the number of residential units during reconstruction or renovation.
- 3.5 **Income-restricted affordable housing.** Make land use and development decisions that expand the

number and diversity of income-restricted affordable housing. Favor income-restricted affordable housing over new rent-controlled housing to ensure long-term benefits to housing affordability.

- 3.6 **Incentives for affordable housing.** Allow increases to permitted density/intensity and height for projects that provide income-restricted affordable housing targeted to the income levels of current residents and in excess of requirements in current regulations.
- 3.7 **Regional housing needs.** Accommodate the City's share of regional housing needs to help address the housing shortage in the Bay Area and Silicon Valley sub-region.
- 3.8 **Replacement housing.** The method for providing replacement affordable housing shall be determined by the City Council on a project-by-project basis or shall be identified as part of an area wide adopted Master Plan. The City Council shall consider the following options:
 - **Replace with RSO Units.** Replace RSO units on a one-for-one basis with new deed-restricted RSO units with the same number of bedrooms.
 - **Replace with Income-Restricted Units.** A developer shall dedicate land and additional local gap financing for the development of new income-restricted units. The land dedicated to the City shall be sufficient to develop a number of units (and bedrooms) equivalent to or greater than the existing number of removed units, based on existing zoning densities. Developer shall also contribute additional local gap financing in an amount determined on a project by project basis, or upon a Policy or Master Plan adopted by the City Council. The amount of additional local gap financing shall take into account the average median income of a given project's occupants, the type of financing, the in-lieu fee generated by the overall project, and other financial aspects.

The purpose of land dedication is to preserve the affordability of replacement housing in perpetuity. The City shall own the land and issue a RFP for affordable housing developers to develop the projects on the land.

- **Other Approved Option.** Replacement housing can also be achieved by some other option approved by the City Council. This option can consist of some combination of the options articulated in this Policy or some other option provided it achieves the goal of replacing affordable housing units comparable to the existing units displaced by new development.

3.9 Multi-generational housing. Encourage new and innovative housing types in all residential land use designations that meet the needs of multi-generational households.

Goal LU-4. Expand multi-family housing.

Intent: To expand multi-family housing in order to provide housing options for existing and future residents and increase the number of housing units in the City.

Policies:

- 4.1 Diversity of building types.** Encourage a diversity of building types and styles in areas designated for multi-family housing. These building types should range from duplex/triplex/fourplex to courtyard housing to multi-family housing developments. The diversity of building types will respond to the diversity of the City of East Palo Alto's population and the desire to create interesting and varied neighborhoods.
- 4.2 Intensification.** Require that development projects maximize the number of residential units in the redevelopment of parcels in areas designated for Medium Density, High Density and Urban Residential.

4.3 Reconstruction. Allow for the reconstruction or replacement of nonconforming multi-family residential buildings significantly damaged or destroyed in a natural or man-made disaster with an equivalent number of units and parking spaces to what was previously developed on the same parcel where legally required.

4.4 Transitions to residential areas. Require development projects in non-residential areas employ architectural transitions to adjoining residential properties to ensure compatibility of scale and a sense of privacy for the existing residences. Such transitions include setbacks, gradations and transitions in building height and appropriate landscaping.

4.5 Green neighborhoods. Encourage new multi-family developments to build to a green neighborhood rating standard and apply for certification from a program, such as LEED for Neighborhood Development, LEED-NC, or other programs that certify green buildings and neighborhoods.

4.6 Building orientation. Wherever feasible, orient multi-family buildings to face streets, public spaces or shared private spaces.

Goal LU-5. Preserve the character of existing single-family neighborhoods.

Intent: To encourage stable, livable low density neighborhoods and to maintain and enhance their character.

- 5.1 Single-family homes.** Areas designated as Residential Low will be predominantly single family.
- 5.2 Single-family home expansion.** Expansion of single family homes is encouraged within the standards of the zoning code. Renovations and expansions should adhere to the following principles:
- Use complementary building materials, colors and forms while allowing for flexibility for unique designs.
 - Maintaining off-street parking.

- 5.3 Infill.** Allow infill development in single family areas to expand the number of housing units in the City. Lot sizes for infill housing may vary from the surrounding lot sizes.
- 5.4 Redevelopment of large lots.** Allow for the subdivision of large lots (primarily in the Weeks neighborhood) for single family housing and in conformance with the zoning code. The design of the new infill development should integrate to the greatest extent feasible with adjacent areas.
- 5.5 Gated subdivisions.** Gated single family subdivisions are prohibited.
- 5.6 Secondary dwelling units.** Encourage second units on single family lots greater than 5,000 square feet outside of the 100-year floodplain (as defined by the most recent FEMA floodplain maps). Garage conversions are also allowed under the provisions of Ordinance 380. All secondary units must adhere to the criteria in Section 6429 Development standards of the City Municipal Code.
- 5.7 Garage conversions.** Allow the conversion of garages to living spaces if building codes are met and the number of parking spaces conforms to current zoning regulations.
- 5.8 Streetscape beautification.** Proactively beautify existing streetscapes with pedestrian-scaled lighting, and drought-tolerant street trees and landscaping.
- 5.9 Property maintenance.** Encourage property owners to maintain and improve their yards and the front facades of homes.
- 5.10 Nonconforming uses.** Preserve and enhance the quality of East Palo Alto neighborhoods by avoiding or abating the intrusion of disruptive, nonconforming buildings and uses.

Goal LU-6. Improve residential parking in neighborhoods.

Intent: To develop strategies to address the critical parking issues in all residential areas in a way that balances the need for more parking with the impact of parking on the quality of the built environment.

- 6.1 New construction.** New construction should provide adequate on-site parking for new residents.
- 6.2 Parking districts.** Allow the creation of permit parking districts to minimize neighborhood parking impacts.
- 6.3 Parking restrictions.** Allow for the implementation of neighborhood parking restrictions, such as parking permit programs, where appropriate.
- 6.4 Non-operational vehicles.** Prohibit the parking of non-operational and/or unregistered cars on residential properties.

Goal LU-7. Consolidate a multitude of public and private institutional uses, spaces and services that serve East Palo Alto's diverse population.

Intent: To encourage efficient and appropriate locations for institutional uses, which provide important community-wide amenities, in a way that integrates the uses with surrounding residential, commercial and public areas.

- 7.1 Public uses.** Allow municipal facilities, structures and projects in all land use designations.
- 7.2 Surplus property.** Promote the reuse of surplus or underutilized property for other uses in ways that benefit the City. Development of surplus property shall be subject to the requirements of AB 2135 - *Surplus Land: Affordable Housing*.
- 7.3 Continuation of public and institutional uses.** Allow for the continuation of recreational, cultural, public and religious land uses.

Goal LU-8. Improve the City's image and physical appearance through quality design and key interventions.

Intent: To beautify the City and its public spaces, create a comfortable and enjoyable pedestrian experience, and encourage integrated urban design.

- 8.1 Gateways.** Enhance the image of the community by creating high quality, artistic structural elements that provide city-wide consistency, substantially improving the appearance of entrances to the City along University Avenue, Bay Road, Willow Road, and Newbridge Street.
- 8.2 High quality construction and architecture.** Require high-quality and long-lasting building materials on all new development projects in the City. Encourage innovative and quality architecture for new public and private projects.
- 8.3 Key projects.** For major vacant sites or development opportunities (such as the Bay Road/University Avenue site or new Westside development), encourage the use of visionary architects and designers to create iconic buildings and promote the use of public art.
- 8.4 Fencing guidelines.** Create design guidelines for ornamental fencing that reinforce a consistent aesthetic and enhance community character. Consider developing a fencing improvement program that aids residents in installing or upgrading fencing on their properties, especially along major arterials. New fencing or gating will be prohibited for large multi-block subdivisions and projects, and discouraged for all other projects.
- 8.5 Wayfinding.** Encourage wayfinding features such as directional signage and lighting (day/night) to help residents and visitors find local amenities such as parks, schools, trails, and other activity centers.
- 8.6 Historic resources.** Use the City's natural and historic resources as a way to strengthen the attractiveness and image of the City.

8.7 Blight. Develop property maintenance standards/policies and programs that prohibit blight and encourage the rehabilitation of properties.

8.8 Street connectivity. When possible, provide new through street and pedestrian connections to create smaller block sizes, and avoid creating new cul-de-sacs or dead ends. Improve bike and pedestrian access to existing parks and schools.

Goal LU-9. Provide an urban environment that is tailored to the pedestrian.

Intent: To support and increase pedestrian activity and walkability throughout the City, encouraging a vibrant public realm and walking as a safe, comfortable, healthy, and viable mode of transportation.

- 9.1 Pedestrian focus.** Design the streetscape of high volume corridors, including University Avenue, East Bayshore Road, Bay Road, and Pulgas Avenue, to balance regional traffic flow with pedestrian movement and safety and the unique physical environment of the area.
- 9.2 Parking frontages.** Continue to implement parking strategies and standards that ensure parking areas do not dominate street frontages and are screened from public views whenever possible.
- 9.3 Landscaping.** Require development projects to incorporate drought tolerant, native species landscaping in order to extend and enhance the green space network of the City.
- 9.4 Lighting.** Strive for all new gateway features in commercial areas to be pedestrian-oriented, attractively designed, compatible in design with other street furniture, and to provide adequate visibility and security.
- 9.5 Public gathering spaces.** Improve existing, and create new, gathering spaces throughout the City including in commercial/retail and office developments to provide beautiful, comfortable,

and inviting public and pedestrian spaces; encouraging walking and public gatherings.

9.6 Public plazas. Encourage new development to incorporate public art, public plazas, seating, and gathering places, especially in prominent locations and areas of pedestrian activity.

9.7 Commercial requirements. Require development projects in non-residential and mixed use areas to provide for enhanced pedestrian activity and viable commercial spaces through the following techniques:

- Minimizing vehicle intrusions across the sidewalk.
- Locating the majority of a building's frontages in close proximity to the sidewalk edge.
- Requiring that the first level of the building occupy a majority of the lot's frontage, with exceptions for vehicle access.
- Requiring that the first level of building where retail uses are allowed have a minimum 15 feet floor to floor height for non-residential uses.
- Allowing for the development of outdoor plazas and dining areas.
- Requiring that the majority of the linear ground floor retail frontage (where it occurs) be visually and physically "penetrable," incorporating windows and other design treatments to create an attractive street frontage.
- Discouraging new surface parking lots.
- Locating parking (surface or structured) behind buildings, wherever feasible.

9.8 Auto-oriented uses. Along University Avenue and Bay Road, discourage uses that serve occupants of vehicles (such as drive-through windows) and uses that service the vehicle (such as car washes and service stations), except where they do not disrupt pedestrian flow, are not concentrated, do not break

up the building mass of the streetscape, and are compatible with the planned uses of the area.

9.9 Tree planting. Encourage the planting and maintenance of appropriate tree species that shade the sidewalk, improve the pedestrian experience throughout the City, and enhance flood protection. Street trees should be selected that do not damage sidewalks, or block views of commercial buildings.

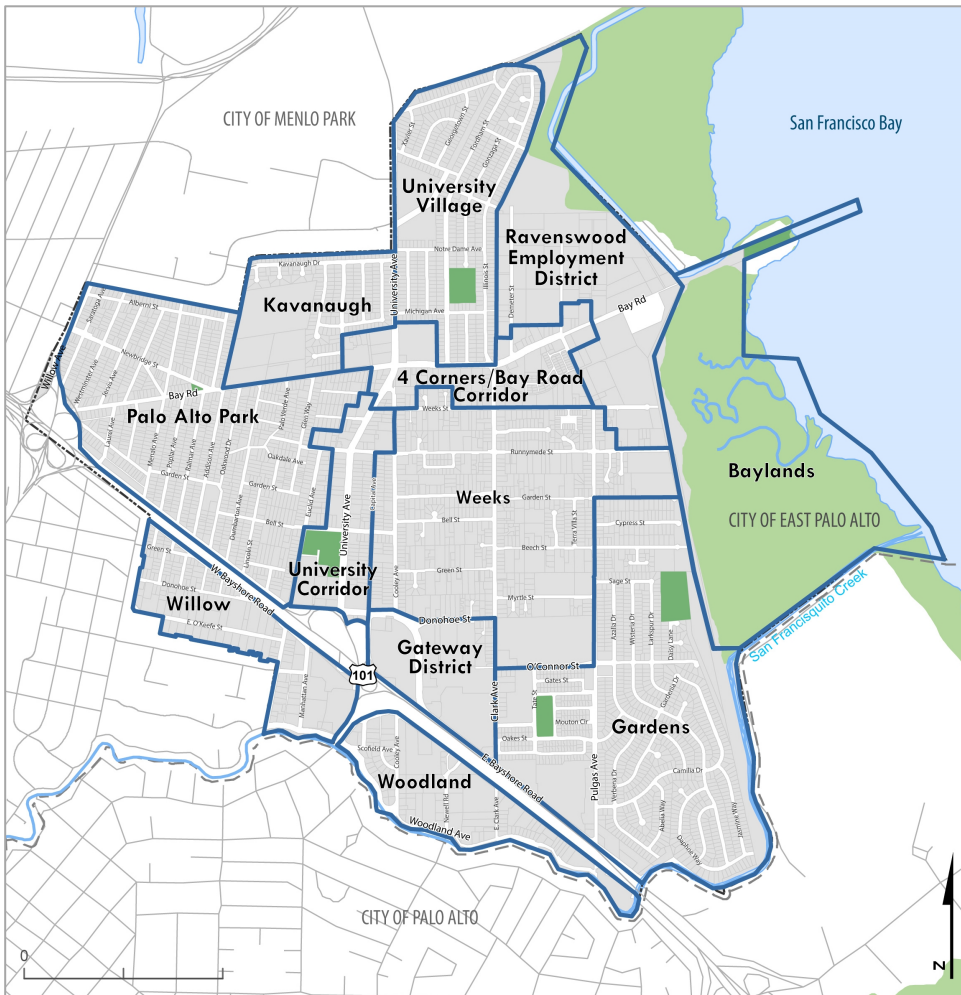
9.10 Streetscape. Enhance the pedestrian experience through streetscape improvements that could include new street lighting, tree planting, undergrounding of utilities, and easement dedications to increase the size of the sidewalks and pedestrian amenities.

9.11 Crime Prevention through Environmental Design (CPTED). Incorporate crime prevention through environmental design especially based on natural surveillance – "eyes on the street" approaches for private development and public parks.

Neighborhoods, Districts, and Corridors

The neighborhoods, districts and corridors concept subdivides the City into unique areas since strategies for change, growth and prosperity will vary by area. Each and every parcel in the City is located in one of the identified sub-areas and goals and policies for growth and preservation are provided with each sub-area. The sub-area goals and policies supplement the citywide goals and policies presented on the previous pages. A map of the sub-areas is presented in Figure 4-3. Note that the Westside areas of Woodland and Willow are not included in this section but are included in the Westside Area Plan chapter of the General Plan.

Figure 4-3: Neighborhoods and Districts Map

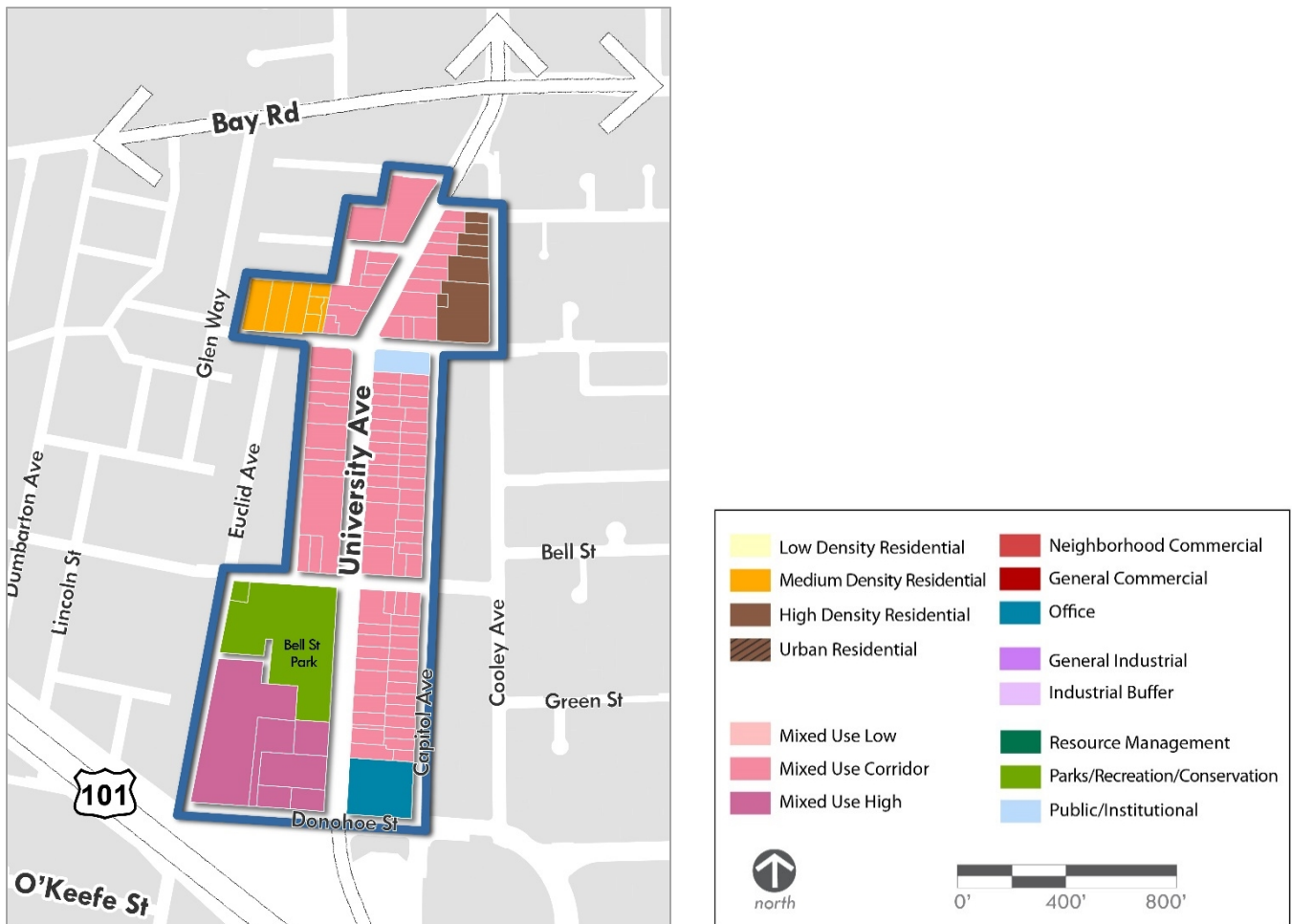


University Corridor

Existing Conditions

University Avenue is a major corridor that bisects East Palo Alto, creating a barrier between the two sides of the City. This important street is used as a cut-through route for traffic accessing the Dumbarton Bridge to the north and 101 Bayshore Freeway to the south. The uses on corridor vary from multi-family housing to single story retail with surface parking to single family homes. Several public and institutional uses also front the corridor, including the County civic center and East Palo Alto City Hall, a fire house, the Senior Center and the YMCA. The parcel sizes vary and many are relatively small thus making it more difficult to revitalize the corridor with new, higher intensity development.

Figure 4-4: University Corridor Land Use Designations



Goal LU-10. Transform University Avenue into a mixed-use corridor with a diversity of residential, mixed use and commercial development in a walkable urban fabric.

Intent: To transform the corridor from its current purpose as a regional traffic roadway into a resource that contributes to the identity, character and economic stability of East Palo Alto. There should be a variety of residential, office and retail uses that are higher in intensity than current development, supported by public and institutional uses. The character of the roadway should also be modified to slow traffic and create a more livable place for residents.

Policies:

- 10.1 Mixed use residential.** Encourage mixed use development with an emphasis on residential development on upper floors.
- 10.2 Building heights.** Limit building heights to 5 stories on the majority of the corridor, with the exception of the areas designated for Office and Mixed Use High (these areas allow building heights of up to 8 stories).
- 10.3 Residential.** Allow stand-alone multi-family residential buildings along the corridor to provide additional housing in East Palo Alto.
- 10.4 Office and hotel.** Encourage new office and hotel uses to locate along the University Corridor to improve the jobs-housing balance and expand the City's tax base.
- 10.5 Gateway.** Pursue major office development projects at the intersection of Donohoe Street and University Avenue. Require any new development at the southern end of the corridor at the intersection with Donohoe Street to use building design and architecture to create a prominent gateway to East Palo Alto.
- 10.6 Ravenswood City School District Site.** Encourage the Ravenswood City School District to redevelop their property at Donohoe Street in conjunction with a mixed use office complex along University Avenue.
- 10.7 Parcel aggregation along University Avenue.** Incentivize the consolidation of parcels fronting University Avenue to encourage the redevelopment of the corridor.
- 10.8 Parcel aggregation to adjacent blocks.** Provide incentives for parcels along University Avenue to develop in conjunction with parcels on Capitol and Euclid. In such instances, allow projects to add open space, eliminate rear setbacks, and increase densities so long as the buildings facing Capitol or Euclid are compatible with the character and scale of the surrounding area and meet the other setback and height requirements.
- 10.9 Transitions.** Require that buildings adjacent to lower scale residential development step down toward the residential uses. See Figure 4-5 for some illustrative concepts for handling building massing and height along University Avenue and behind.
- 10.10 Architecture.** Encourage a variety of architectural styles, building forms and building heights along University Avenue.
- 10.11 Pedestrian orientation.** Require new buildings or substantial remodels along the corridor to enhance pedestrian activity along the sidewalks. Strategies should include but not be limited to the following:
- Orienting buildings to the pedestrian environment.
 - Providing building details, such as windows, awnings, and architectural features that create a visually interesting pedestrian environment.
 - Incorporating uses along the street frontage that stimulate pedestrian activity.
 - Providing maximum window exposure and minimizing blank walls.
 - Incorporating landscaping that visually distinguishes the site or structure.

- Incorporating building articulation of the facade.
- Providing distinct treatment of building entrances.
- Promoting outdoor dining.

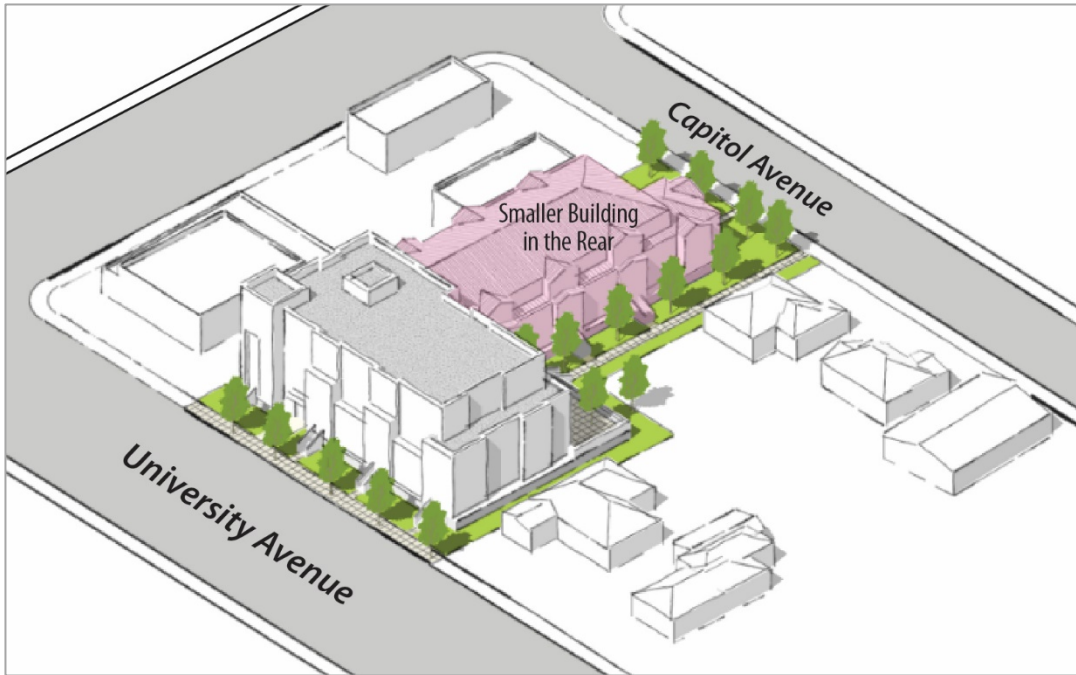
10.12 Street design. Work with Caltrans and the Fire District to complete traffic calming and roadway narrowing activities to slow traffic along University Avenue to make the area more desirable for pedestrians, residential development and neighborhood-serving retail. The street design must not significantly impact emergency response routes, emergency response times and emergency vehicle access.

10.13 Streetscape. Implement a comprehensive streetscape improvement program that includes street trees, pedestrian amenities, new sidewalks, signage, and setback standards that improve the pedestrian character of the University Avenue right-of-way.

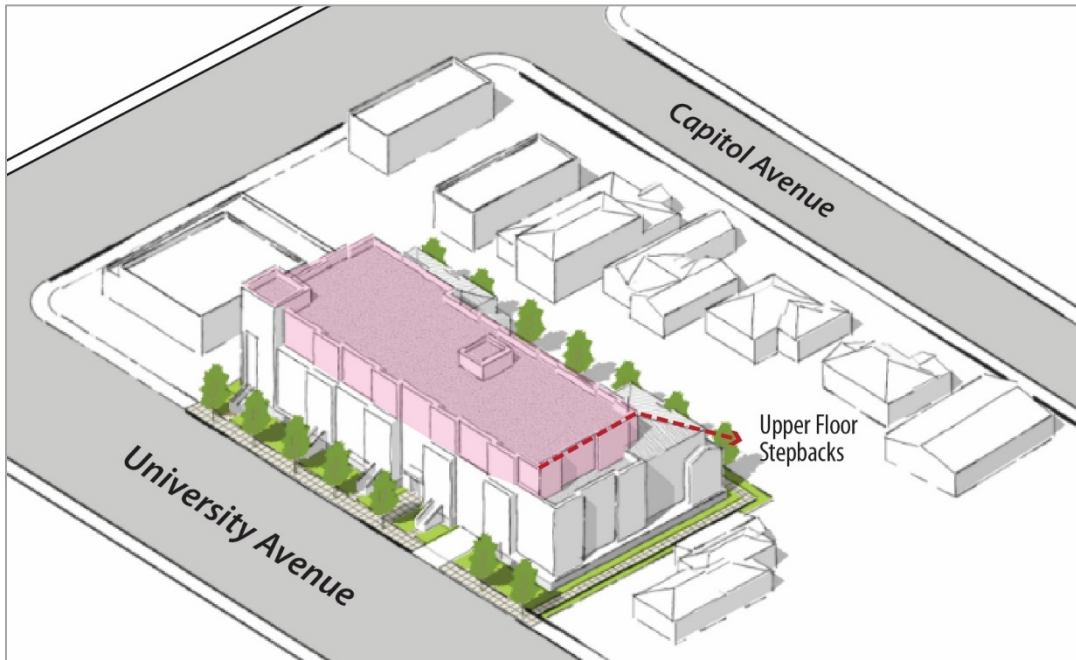
10.14 Ground floor retail. Require that ground floor retail space be included in new projects along the entirety of the University Avenue Corridor. This should be done in a way that creates nodes of pedestrian-oriented retail activity at key intersections (such as Bay Road, Bell Street, and Donohoe Street). Exceptions to requiring retail space within a project may be made when projects provide community benefits or meet other community goals.

10.15 CPTED. Ensure that new projects incorporate the most relevant crime prevention through environmental design standards or principles.

Figure 4-5: Suggested Massing for University Avenue Projects



Infill Development Example #1: New development that occupies both the front and back parcels, allowing the front building to present a 3- to 5-story mixed-use facade to University Avenue, while the building in the back is more compatible in scale and character to adjacent residential dwellings.



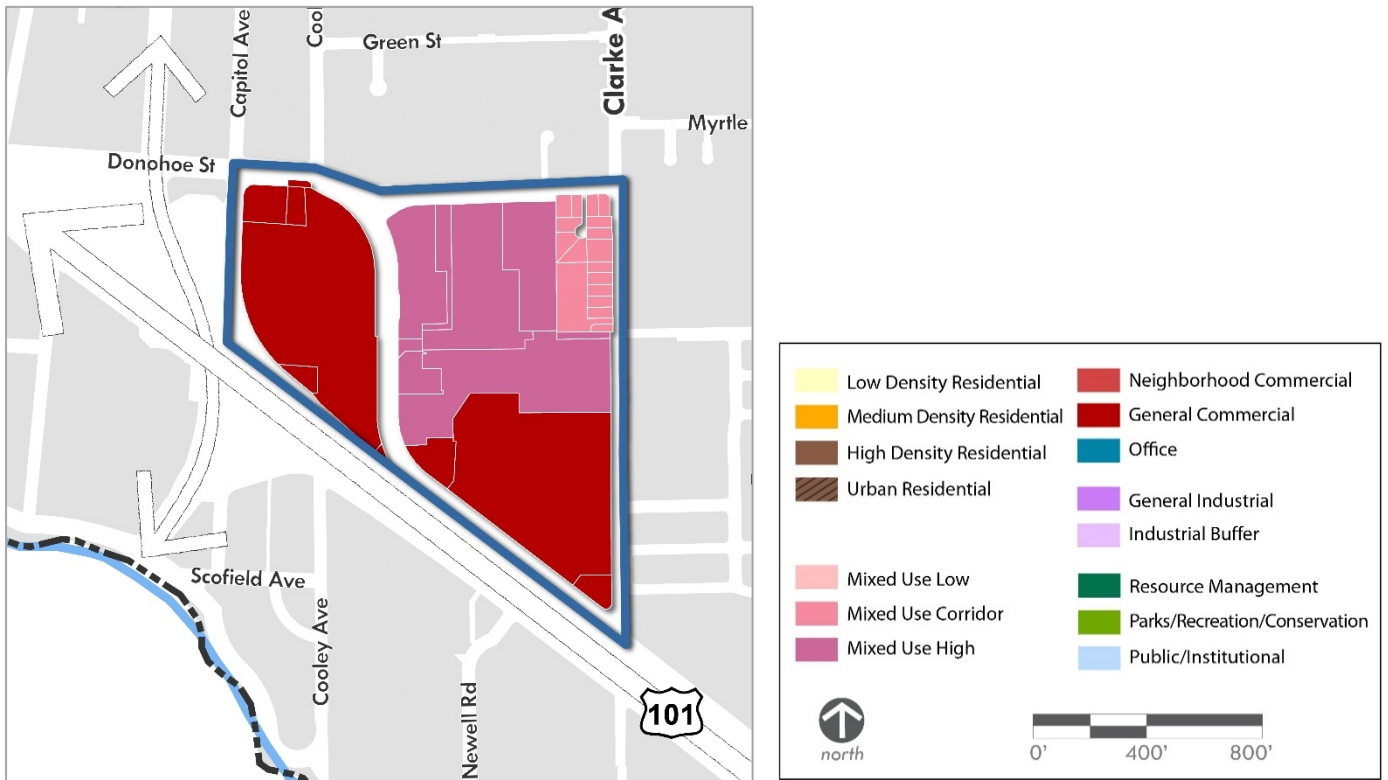
Infill Development Example #2: New multi-story development built without aggregating parcels. The structure occupies only the parcel fronting University Avenue. Rear floors step downward to provide a gentle transition to 1 and 2-story residences along Capitol Avenue.

Gateway District

Existing Conditions

The Gateway district is the area that includes the Ravenswood 101 Shopping Center, IKEA, and other uses; and is generally defined by Capitol Avenue on the west, Donohoe Street on the north, the Bayshore Freeway on the south, and Clarke Avenue on the east. The Gateway district contains the City’s regional retail uses and provides a significant source of tax revenues for the City.

Figure 4-6: Gateway District Land Use Designation

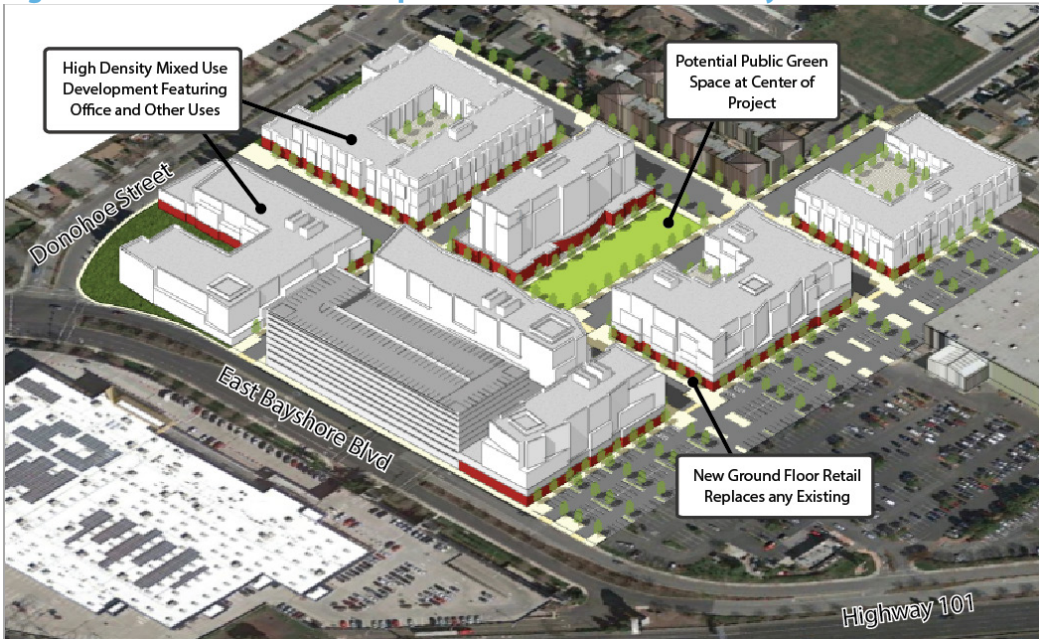


Goal LU-11. Encourage the transformation of the surface parked retail shopping center into a mixed-use office and shopping district.

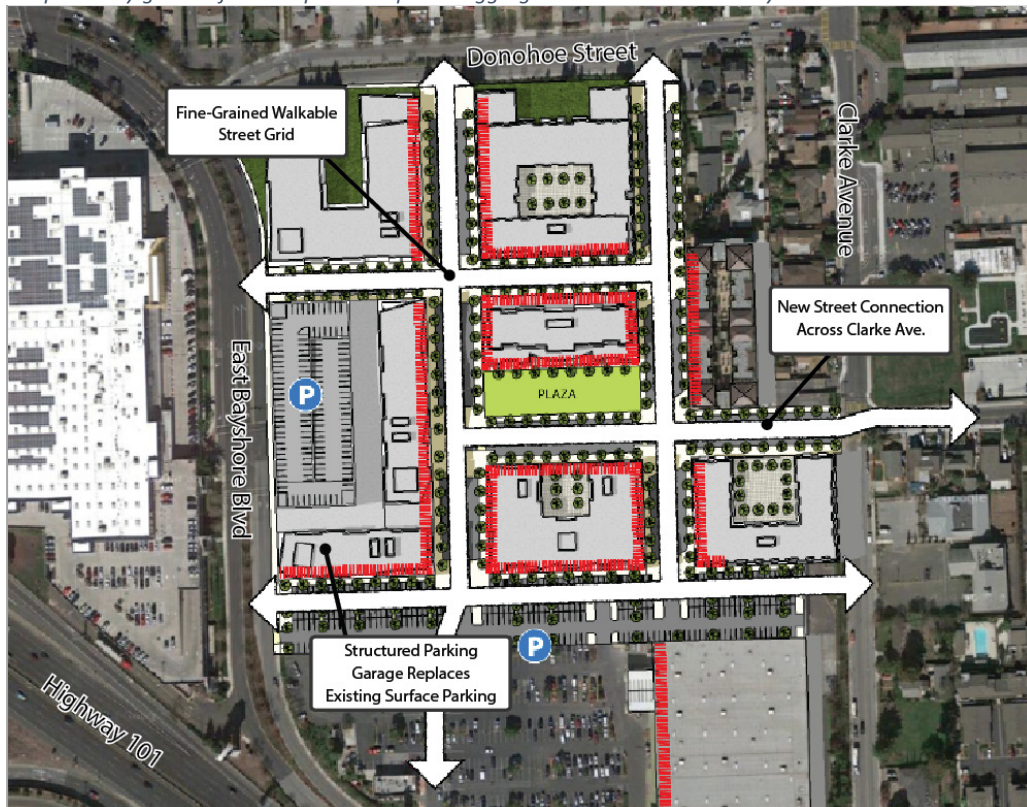
Intent: To create a vibrant walkable mixed-use office and retail district that increases city revenue, provides a dynamic entertainment and shopping location for East Palo Alto residents, and provides new office space that capitalizes on the Gateway's proximity to Highway 101 and Silicon Valley technology companies.

- 11.1 Redevelop retail center.** Allow the private sector to redevelop portions of the retail center with a high density mixed-use development featuring office and retail uses, with the possibility of multi-family housing. Residential shall not become the predominant use for this site and the developer will need to provide a community benefit to justify a change in use or intensification of use. The City shall negotiate with developers to maximize the potential for acquiring community benefits for new development that is an increase over current development intensity.
- 11.2 Office development.** Capitalize on the proximity to Highway 101 and Silicon Valley and pursue a high-tech office campus on portions of the site.
- 11.3 Maintain retail uses.** Require that at least 85% of existing retail square footage be maintained after redevelopment and ensure that the overall fiscal impact to the City is positive.
- 11.4 Development intensity.** Allow buildings of up to 8 stories and an FAR of 2.0. Significant increases in development intensity shall only be allowed if significant community benefits are provided to the City, such as jobs, income-restricted affordable housing, infrastructure improvements and other benefits.
- 11.5 Urban block pattern.** Develop standards to require new streets and pedestrian connections in a grid development pattern that connects to existing neighborhoods.
- 11.6 "Main Street."** Locate retail frontages on internal streets and plazas and adjacent to remaining surface parking lots to create an urban shopping experience.
- 11.7 Village plaza.** Require a minimum ½ acre community gathering space with retail and entertainment uses.
- 11.8 Parking.** Allow for district parking and parking reductions based on shared-parking between land uses. Parking structures should be located along East Bayshore Road across from the IKEA parking structure.
- 11.9 Gateway.** Provide a strong visual presence from the freeway for major projects with taller buildings located facing the south creating a strong gateway character to the mixed-use neighborhood. Parking structures should not be allowed to face the freeway.
- 11.10 Transitions.** Step down building massing and heights from Bayshore Road to Donohoe Street and Clarke Avenue.
- 11.11 Connections.** To the extent feasible, pursue stronger pedestrian connections between the Gateway area and the high density area along the north side of Donohoe Street.
- 11.12 Interim improvements.** In the absence of a major site wide redevelopment, require new pedestrian walkways and/or connections to surrounding neighborhoods as part of major individual development proposals.
- 11.13 Consolidation.** Support any future efforts to consolidate ownership of parcels in the Gateway/101 retail center.

Figure 4-7: Potential Redevelopment Scenarios for Gateway Area



Potential long-term redevelopment scenario for the Gateway District. In this illustrative example, IKEA and Home Depot remain as commercial anchor tenants, while smaller retail stores and the large surface parking lot is more intensely developed with an urban street grid and multiple mixed-use buildings up to eight stories in height. Access to surrounding neighborhoods is improved, and any existing retail square footage is replaced by ground-floor shops. Some parcel aggregation would be necessary to achieve this vision.



4 Corners/Bay Road Corridor

Existing Conditions

The 4 Corners neighborhood is centered on the intersection of University Avenue and Bay Road. Uses around this intersection are primarily in the form of small neighborhood stores with parking in front. East Palo Alto’s City Hall and the San Mateo County library are located in a county building to the north of this intersection. Across from the civic area is a six-acre vacant lot that formerly housed the Nairobi Village Shopping Center. Multi-family housing (townhouses, duplexes, triplexes, and apartment buildings) have been developed on the south side of Bay Road. It is an area that is expected to experience substantial changes and its future will be guided through implementation of the Ravenswood TOD Specific Plan. Opportunities for 4 Corners identified in the Specific Plan include the creation of a main street/downtown, improved connections and streetscapes, and additional mixed-use development in the area.

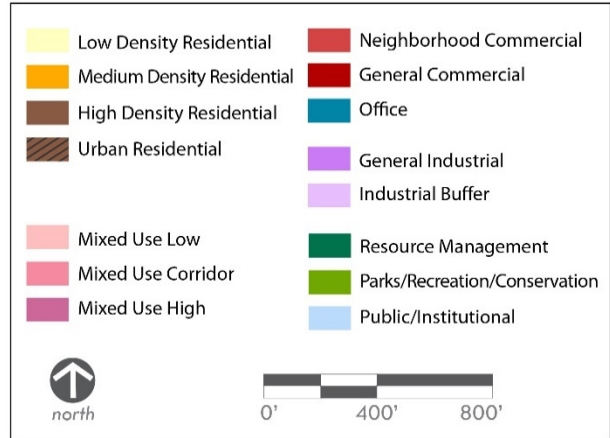
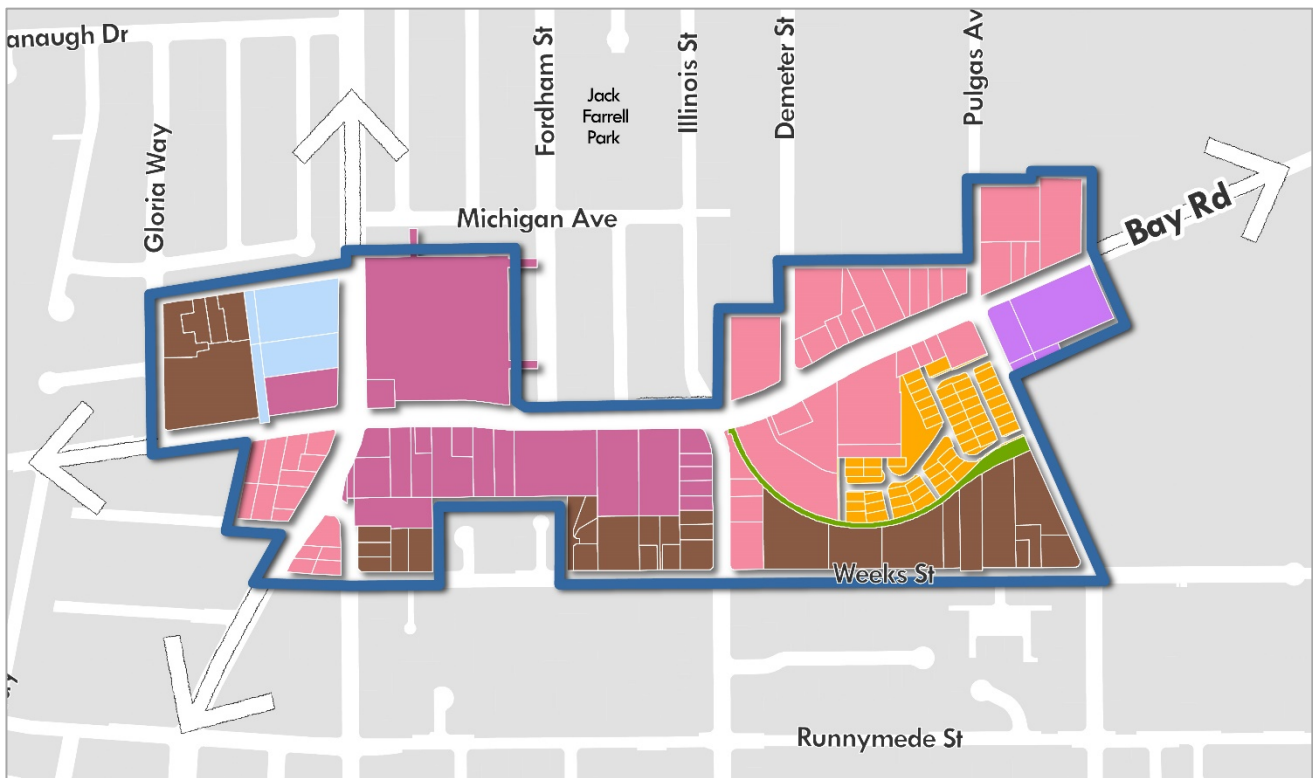


Figure 4-8: 4 Corners/Bay Road Corridor Land Use Designations



Goal LU-12. Foster the creation of a “main street,” centered on University Avenue and along Bay Road to enhance the City’s image and identity.

Intent: To enliven the street with new ground-floor shops and mixed-use development. To create community gathering spaces with new parks and plazas along Bay Road.

- 12.1 Specific Plan.** Implement the vision, goals, policies and regulations of the Ravenswood TOD Specific Plan as a high priority of the City.
- 12.2 Vacant parcel.** Prioritize the development of the vacant parcel at the intersection of Bay Road and University Avenue as a catalyst project for the City.
- 12.3 4 Corners identity.** On all parcels with frontage on the intersection of University Avenue and Bay Road, encourage new development that exhibits a high quality and character, and that supports this intersection’s identity as the heart of the City.
- 12.4 Main Street.** Create a walkable main street environment for East Palo Alto to serve adjacent neighborhoods, and the entire community, along with connecting with Cooley Landing and the Bay Trail. Ensure that development along Bay Road helps reinforce the corridor’s importance as the primary “activity spine” within the City.
- 12.5 Ground floor activity.** Require active ground-floor land uses along Bay Road. New development should be built with minimal setbacks in order to activate the pedestrian realm.
- 12.6 Gateway.** Ensure that new development at 4 Corners responds to its regional significance as a gateway to East Palo Alto as a whole.
- 12.7 Design standards.** Ensure that all development in the Plan Area along University Avenue and Bay Road adheres to the Specific Plan’s design standards and guidelines.

12.8 Parcel aggregation. Assist in and encourage the assembly of sites to enable implementation of the vision for the area that overcomes existing small and irregular parcelization patterns and maximizes uses along Bay Road.

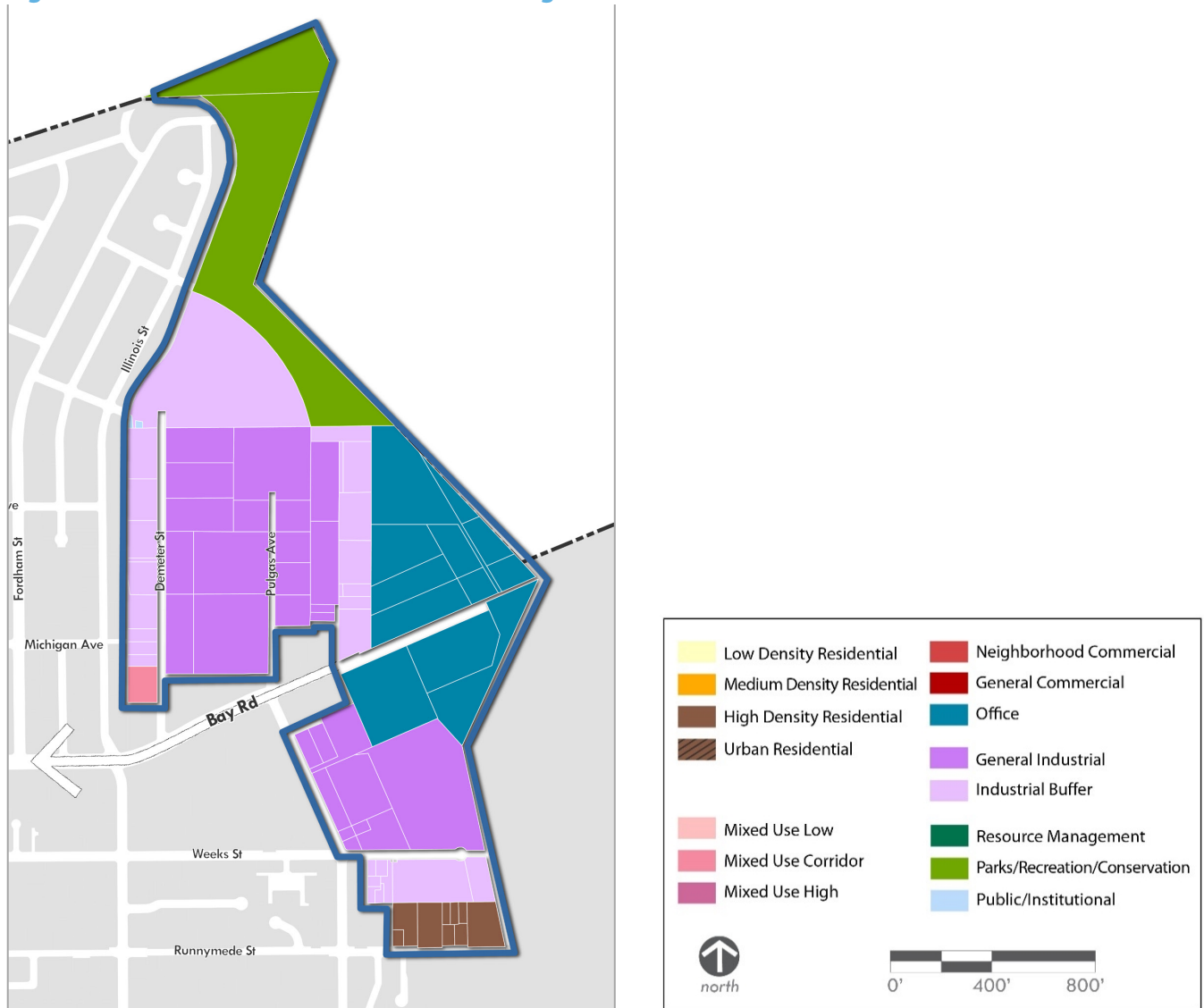
12.9 Development partners. Seek outside development partners to develop large portions of the “main street” along Bay Road. Encourage the use of the existing City density incentives to develop mixed use housing in this area.

Ravenswood Employment District

Existing Conditions

The Ravenswood Employment District is located along Bay Road between University Avenue and the Cooley Landing open space. The area is the former home of heavy industrial development and now contains much vacant land, some retail and services (including the Ravenswood Health Clinic) and some small-scale industrial and storage facilities. The Ravenswood Employment District is regulated by the 2013 Ravenswood TOD Specific Plan.

Figure 4-9: Ravenswood Business District Designations



Goal LU-13. Enable the vision and planned redevelopment of the area as described in the Specific Plan.

Intent: To transform the former industrial area into a high tech office and industrial campus that provides significant tax revenues and jobs for the City of East Palo Alto and is designed to support transit use. The area should experience significant intensification, including office and R&D buildings of up to 8 stories.

- 13.1 Specific Plan.** Implement the vision, goals, policies and regulations of the Ravenswood TOD Specific Plan as a high priority of the City.
- 13.2 Hazards and contamination.** Eliminate toxic and hazardous industrial uses. Encourage clean-up and redevelopment of contaminated sites.
- 13.3 Jobs-focused land use.** Maintain and expand the Ravenswood Employment District as a jobs center for the City. Support the development of new uses that will bring a wide range of high-quality jobs accessible to people with a variety of skill levels to the Specific Plan Area, including office, R&D, and industrial uses.
- 13.4 Wayfinding.** Develop signage and wayfinding for Cooley Landing, including at the terminus of Bay Road.
- 13.5 Municipal services.** Reconstruct infrastructure to attract a diversity of employers. This will provide job opportunities for residents and new revenue for municipal services. Provide adequate water supply in order to support new development.
- 13.6 Adjacent neighborhoods and uses.** Ensure that new development throughout the Plan Area maintains or improves the character of any adjacent residential neighborhoods, including the following:
 - Require project proponents to design all new development so that it responds to the scale, grain, and character of existing nearby development.
- Ensure that new development does not adversely affect the Ravenswood Open Space Preserve and Palo Alto Baylands Natural Preserve.
- Maintain adequate separation between potentially incompatible land uses.
- 13.7 Public open space.** Seek to create new public open spaces within the Specific Plan area.
- 13.8 Viewsheds.** Encourage developers to design projects that capitalize on views of adjacent natural resources. Require viewshed analysis as part of any potential development application. New development shall allow for the proposed east-west view corridor through Ravenswood north of Bay Road (see Specific Plan for details).
- 13.9 Landscaping.** Require that new office, industrial and R&D uses in Ravenswood provide landscaped buffers to adjacent residential areas.
- 13.10 Parking.** Development should provide the minimum number of parking spaces necessary to avoid excessive parking lots, which impair community character. Ensure that building forms face onto streets and sidewalks to enhance the pedestrian environment and that parking areas are concentrated toward the inner core of parcels.
- 13.11 Parcel assembly.** Collaborate with developers, brokers, and the landowners to consolidate separate parcels into larger parcel assemblages.
- 13.12 Expanded transit service.** Work with regional transit agencies to expand transit service to the Ravenswood District. This could include an extension of light rail proposed in Menlo Park and connecting to the Caltrain Station.
- 13.13 Block sizes.** Where possible, minimize block project size so as to create penetrations (pedestrian and vehicular) through large projects.

Weeks Neighborhood

Existing Conditions

The Weeks neighborhood began as part of the original Runnymede agricultural community under County jurisdiction. Its rich agricultural heritage remains evident today in the form of greenhouses and historic farmstead homes that remain in the neighborhood. Overall, the area has an eclectic feel and, unlike other parts of the City, Weeks has many large, deep parcels which provide ample opportunity for new development. Clarke Road and Pulgas Avenue are well-used north-south corridors with high traffic volumes.

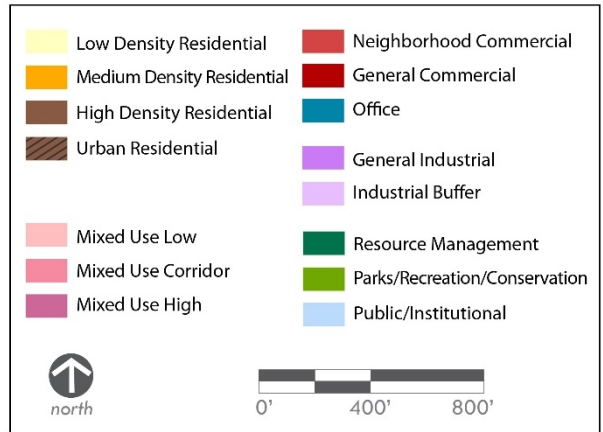
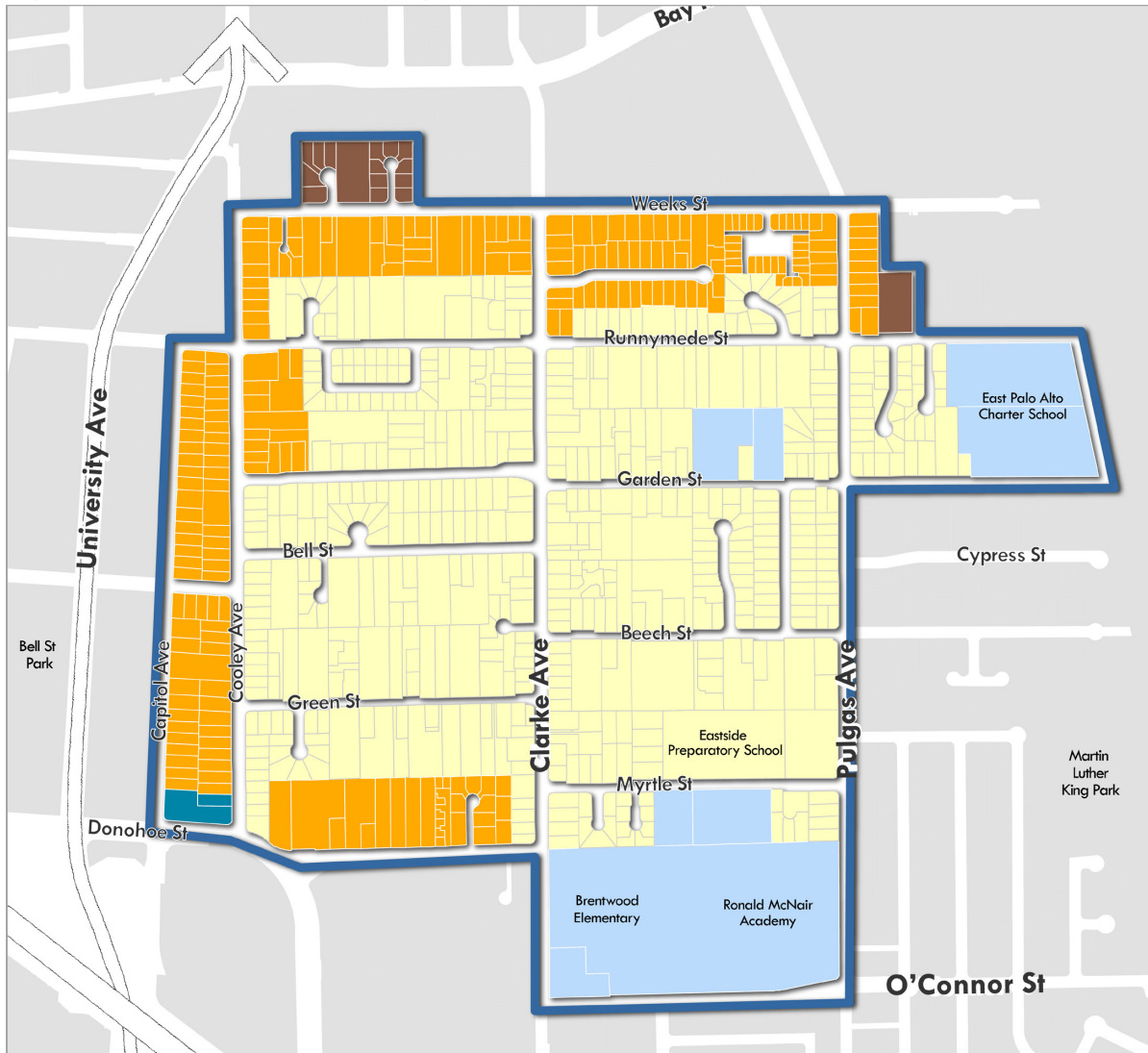


Figure 4-10: Vision for Weeks Neighborhood

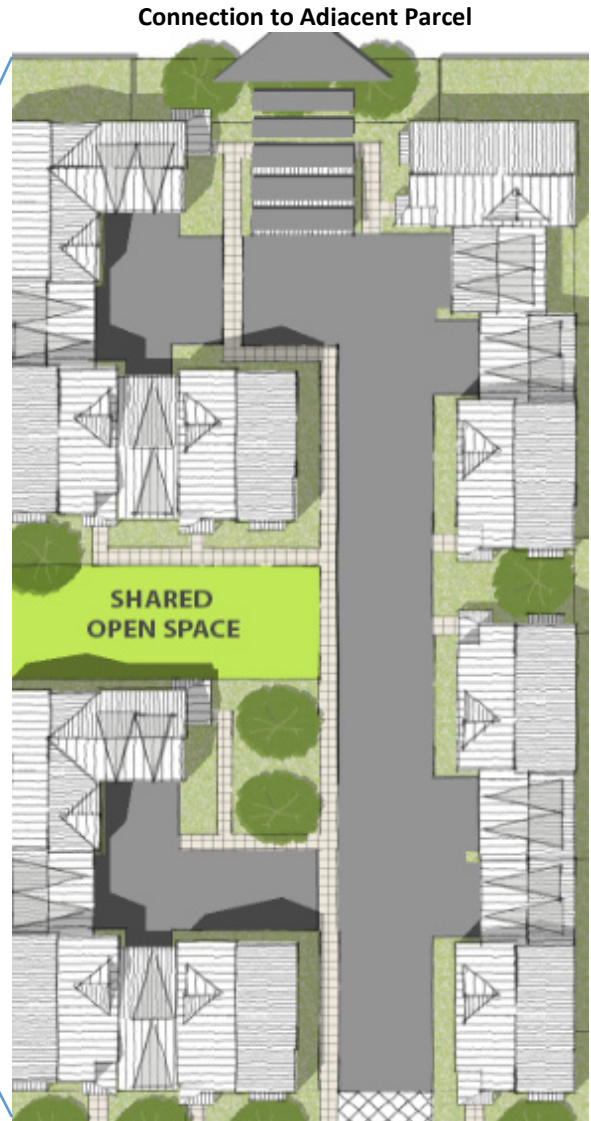


Goal LU-14. Encourage compact infill development that enhances the community, improves walkability and enhances neighborhood identity.

Intent: To guide the redevelopment of large parcels in a manner that enhances the character and walkability of the neighborhood

- 14.1 Infill development.** Encourage new infill with single and multi-family housing consistent with identified land use designations on large lots in the Weeks neighborhood.
- 14.2 Pedestrian focus site planning.** Site layout should prioritize pedestrian movements and create strong building entries with stoops and front porches. (See design examples below)
- 14.3 Create community spaces.** When developing large parcels, seek opportunities to provide shared community open spaces and streets.
- 14.4 Through connections.** When possible, create new through street and pedestrian connections to create smaller block sizes, and avoid creating new cul-de-sacs or dead-ends.
- 14.5 Connections.** Prioritize roadway improvements on streets that connect to community/retail services.
- 14.6 Safe Streets.** Provide traffic calming on major streets, consistent with the Transportation Element.
- 14.7 Signage.** Reinforce neighborhood identity with the creation of a gateway sign that displays the name of the neighborhood and identifies the area as a distinct and historic place.
- 14.8 Agriculture.** Allow for continued agricultural uses in the Weeks neighborhood, including nurseries and greenhouses.
- 14.9 Curb and gutter.** Upgrade all residential streets in the Weeks Neighborhood to include curbs and gutters.
- 14.10 Lighting.** Improve street lighting for public safety and prioritize areas near parks and schools for lighting improvements.
- 14.11 Neighborhood parking.** Identify strategies to improve the lack of parking in the neighborhood. Consider agreements with churches and other non-residential uses and neighborhood parking programs, among other strategies.
- 14.12 Parks and open space.** Identify opportunities to add new or expand existing parks and open spaces in the Weeks Neighborhood.

Figure 4-11: Example Building Type for Weeks Infill



Illustrative concept for Weeks Neighborhood infill. Existing parcel that fronts onto Runnymede St. is developed with single dwelling unit. New typology proposes eight duplex or other similar attached dwelling type units arranged along a common driveway that bisects the parcel. Estimated density for this infill pattern is 12 du/acre.



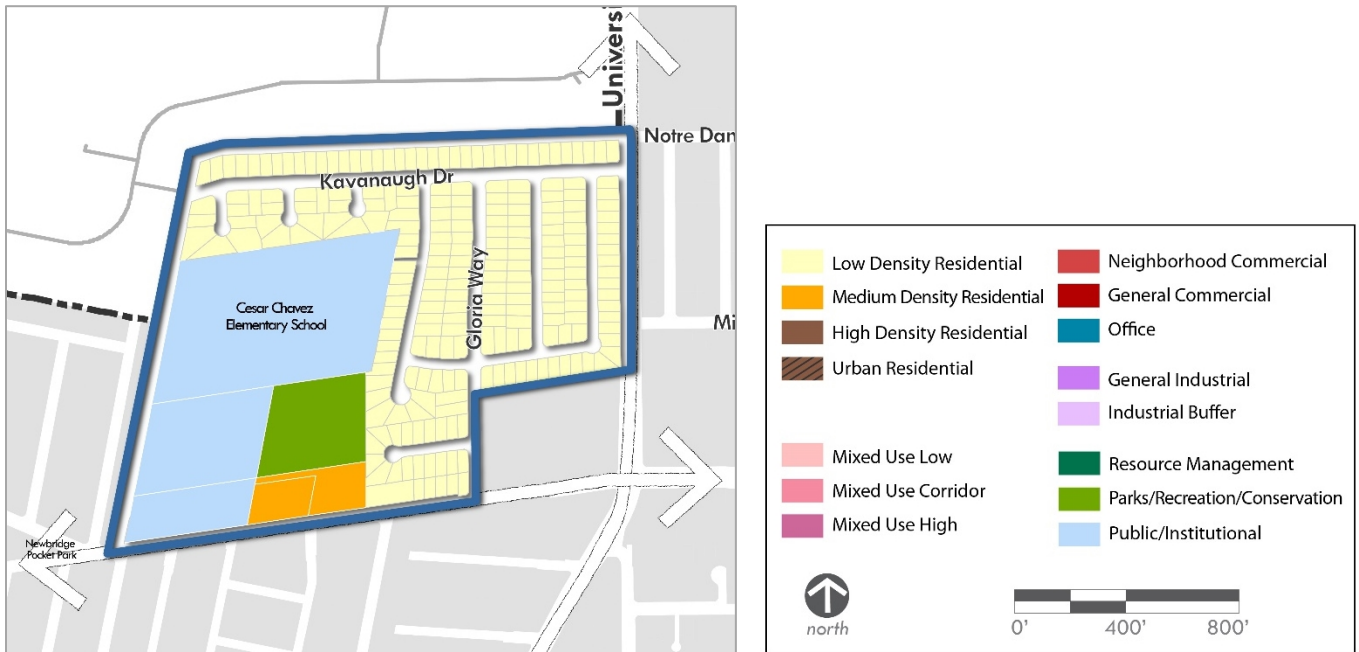
The clustering of units within the parcel allows for the possibility of creating shared open space. If adjoining parcels permit, pedestrian or vehicle connection could continue through to Weeks Street.

Kavanaugh

Existing Conditions

Kavanaugh is an established single-family residential neighborhood. Key features of the neighborhood include Cesar Chavez Elementary School and County civic building. The Rich May Memorial Field, which broke ground in October 2013, will add a regulation-sized turf soccer field with lighting, restrooms, and a volleyball court to the area. Two important corridors border the neighborhood: Bay Road and University Avenue. Kavanaugh Drive also provides access to employment areas in Menlo Park.

Figure 4-12: Kavanaugh Neighborhood Land Use Designations



Goal LU-15. **Preserve and enhance the character and identity of the Kavanaugh neighborhood.**

Intent: To enhance the existing single family character of the Kavanaugh neighborhood with a variety of improvements including streetscape improvements and improved connections to nearby destinations.

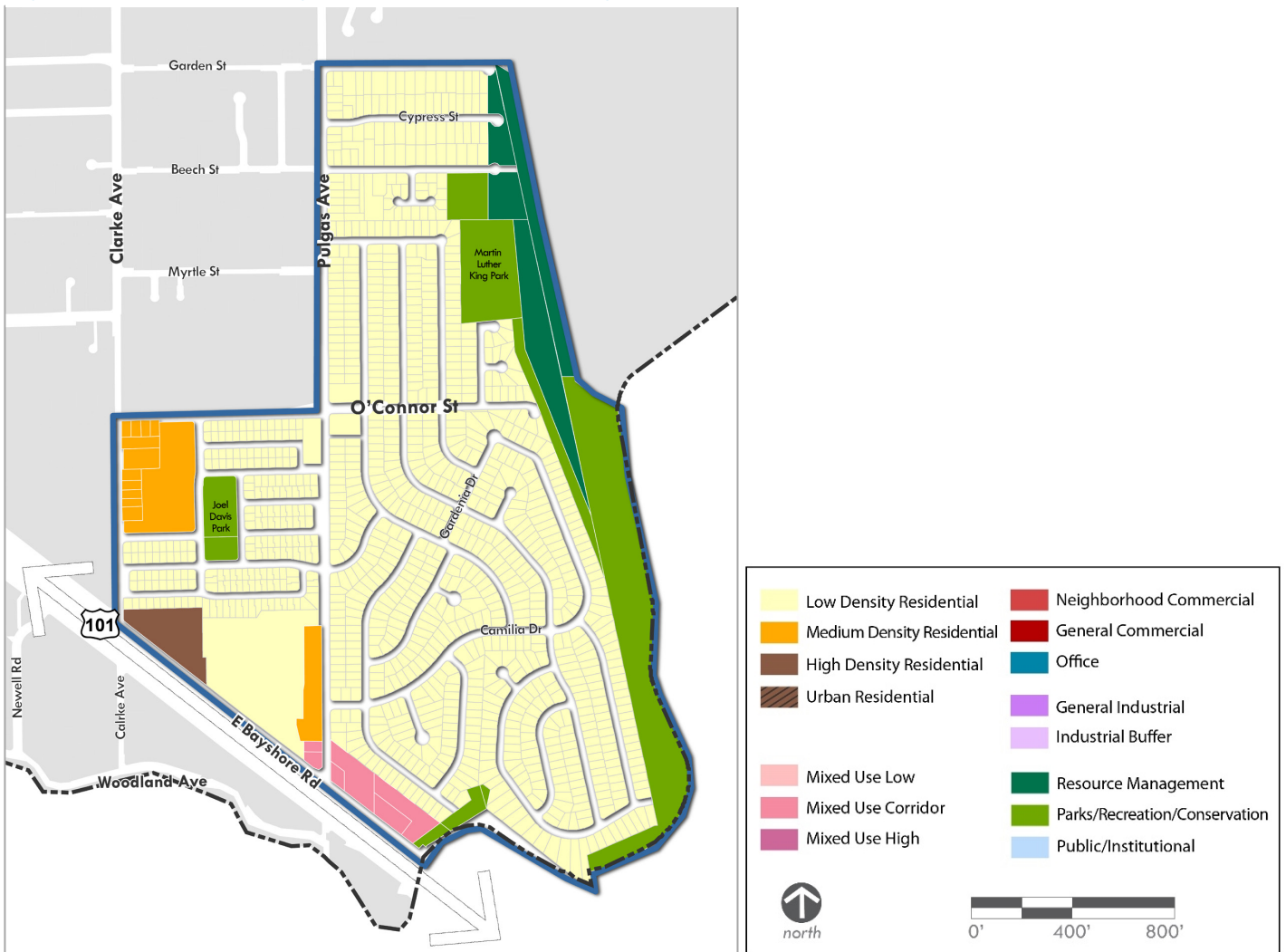
- 15.1 Single family character.** Preserve the single family character of the area.
- 15.2 Streetscape improvements.** Improve streetscapes in the neighborhood through tree plantings and sidewalk improvements and existing and new maintain street trees.
- 15.3 Buffers from University Avenue.** Seek opportunities to provide buffers between traffic along University Avenue and the Kavanaugh neighborhood. This could include landscaping, soundwalls or other mechanisms.
- 15.4 Connections to Menlo Park.** Work with the City of Menlo Park and private property owners to: 1) improve and establish new lit pedestrian and bicyclist connections between the Kavanaugh neighborhood and Menlo Park employment uses and neighborhoods; 2) remove restrictive fencing; and 3) create lit pathways or cut-throughs in Menlo Park (such as Adams Court/Hamilton Court, Kelly Court/Hamilton Avenue, O'Brien Drive/Hamilton and others).
- 15.5 Increased regional transit service.** Work with regional transit agencies to expand transit services to the Kavanaugh neighborhood.
- 15.6 Lighting.** Improve street lighting for public safety and prioritize areas near parks and schools for lighting improvements.
- 15.7 Neighborhood parking.** Identify strategies to improve the lack of parking in the neighborhood. Consider agreements with churches and other non-residential uses and neighborhood parking programs, among other strategies.

Gardens Neighborhood

Existing Conditions

The Gardens is an established neighborhood with a number of different residential characters. The majority of the neighborhood is one-story single-family residential housing on curvilinear streets. University Square, a newer development, has two-story housing laid out in an orthogonal grid. There is also a mobile home park and a multi-family housing development on East Bayshore Road. Area amenities include Joel Davis Park, MLK Jr. Park, Bay Trail access points, and a few neighborhood retail stores at the intersection of Pulgas Avenue and East Bayshore Avenue.

Figure 4-13: Gardens Neighborhood Land Use Designations



Goal LU-16. Enable new pedestrian connections, improve safety, and provide guidelines for incremental improvements to the neighborhood.

Intent: To enable small-scale improvements in the form of pedestrian connections, improve neighborhood safety (both crime and flood-related), and guide any potential redevelopment of the neighborhood retail center.

- 16.1 Connections.** Improve existing or establish new connections as follows:
- Create better access to the Bay Trail (see the Open Space chapter for more details).
 - Find opportunities to introduce new pedestrian cut-throughs to increase connectivity in the Gardens neighborhood.
 - Focus streetscape improvements along walking routes to parks.
 - Re-establish connections from Pulgas Avenue onto fenced or walled neighborhood streets east of Joel Davis Park.
 - Remove restrictive fencing surrounding MLK Park to improve permeability and access to key amenities for pedestrians and bicyclists.
 - Promote more events, such as festivals, at MLK Park
 - Improve sidewalk accessibility by improving on street parking.
 - Consult with and seek mutual approval of the Fire District on traffic calming locations, measures and devices so that they do not impede or adversely affect primary emergency response routes, response times or emergency vehicle access per the Fire Districts Ordinance adopted by the City.
- 16.2 Flood safety.** Encourage flood-protection efforts in the Gardens neighborhood.

- 16.3 Multi-family housing.** Maintain and improve existing multi-family housing located at East Bayshore Road and Clarke Avenue.
- 16.4 Neighborhood commercial.** Encourage the redevelopment and intensification of the existing neighborhood retail at the intersection of Pulgas Avenue and East Bayshore Road. New uses could include mixed use development with ground floor retail and office or residential on the upper floors.
- 16.5 Single-family character.** Maintain and enhance existing single-family homes by implementing the following policies:
- Encourage homes to engage the street and integrate with the neighborhood by requiring the design of new carports/garages to be subordinate in scale to the primary dwelling, to minimize views from the street, and to not occupy the majority of the street frontage,
 - Consider the building scale, form, and setbacks within the block when approving new single-family dwellings and additions to existing housing.
 - Emulate the pedestrian-focused urban design and diverse housing types around Joel Davis Park in future development.
- 16.6 Neighborhood parking.** Identify strategies to improve the lack of parking in the neighborhood. Ensure that parking does not prohibit sidewalk travel.

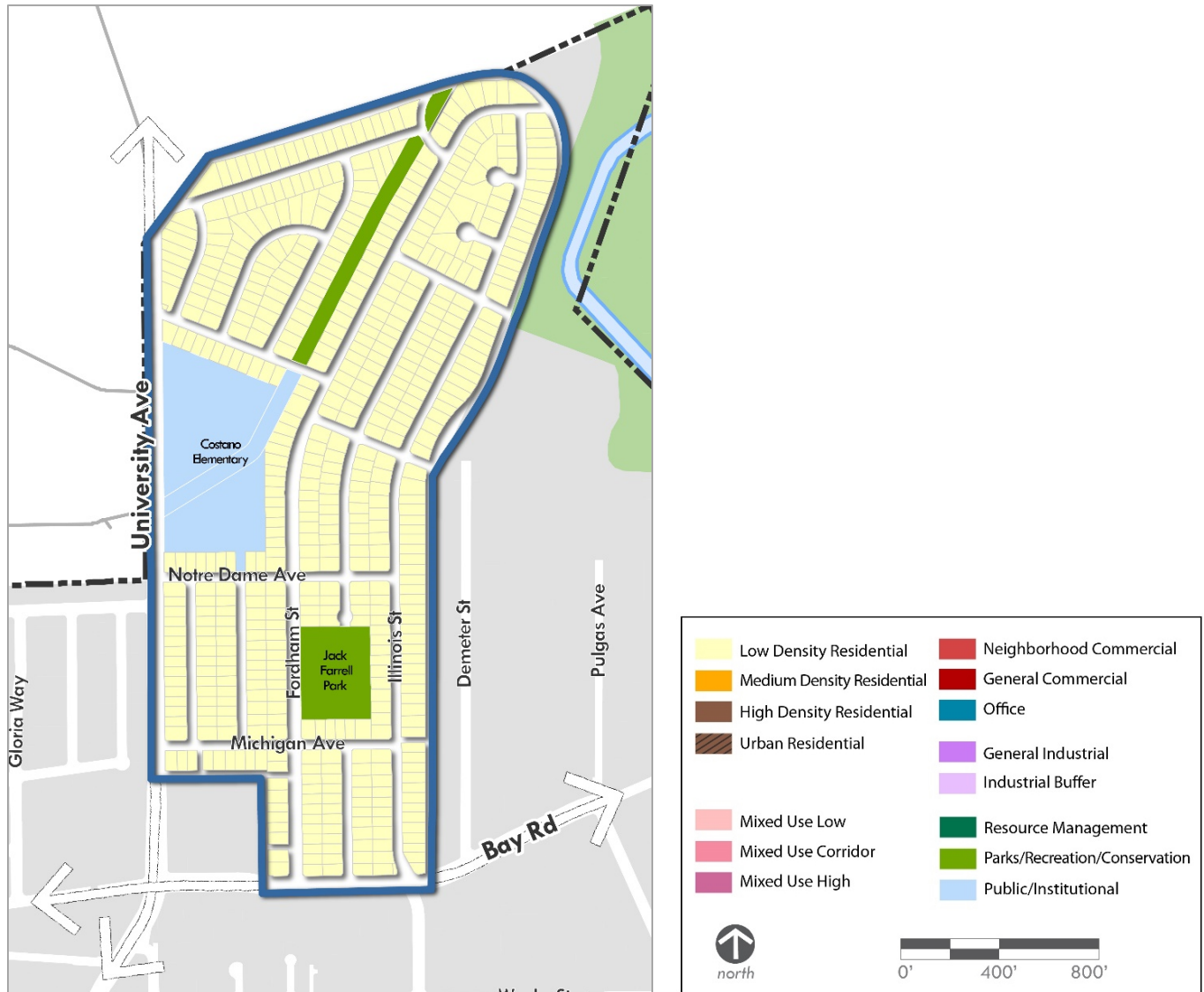
University Village

Existing Conditions

University Village is an established single-family residential area, which is expected to remain stable through the duration of the General Plan. The neighborhood includes Costano Elementary School and Jack Farrell Park.

University Village was one of the neighborhoods that was included in the 2013 Ravenswood TOD Specific Plan.

Figure 4-14: University Village Neighborhood Land Use Designations



Goal LU-17. **Preserve the single family character of the University Village area.**

Intent: To enhance the character and identity of University Village as development occurs in the Ravenswood area.

- 17.1 Single family character.** Preserve the single family character of the area.
- 17.2 Streetscape improvements.** Improve streetscapes in the neighborhood through tree plantings and sidewalk improvements.
- 17.3 Connections to Bay Road “Main Street.”** Enhance pedestrian and bicycle connections between the University Village and the new “main street” on Bay Road as it develops.
- 17.4 Buffers from University Avenue.** Seek opportunities to provide buffers between traffic along University Avenue and the University Village neighborhood. This could include landscaping, soundwalls or other mechanisms.
- 17.5 Network of trails.** Improve connections and trails to the Baylands Open Space area.
- 17.6 Shared use agreements.** Seek shared use agreements with the Ravenswood School District to open the Costano Elementary School to the public during non-school hours.
- 17.7 Buffers from non-residential development.** Ensure that new non-residential development provides adequate measures to protect residents in the University Village neighborhood from the negative impacts of traffic, noise and other potential issues.
- 17.8 Hetch Hetchy linear park.** Pursue the creation of a public park atop the San Francisco Public Utilities Commission’s (SFPUC’s) Hetch Hetchy right-of-way in the University Village neighborhood. Orient new neighborhood connections and social gathering spaces towards this new linear park.
- 17.9 Cut-through traffic.** Implement traffic calming measures to divert traffic from cutting through the University Village neighborhood.
- 17.10 Transit stop.** Continue to work with regional agencies to monitor the use of Dumbarton rail corridor for commuter rail service and seek to protect the University Village from noise, air quality and other impacts.
- 17.11 Lighting.** Improve street lighting for public safety and prioritize areas near parks and schools for lighting improvements.
- 17.12 Neighborhood parking.** Identify strategies to improve the lack of parking in the neighborhood. Consider agreements with churches and other non-residential uses and neighborhood parking programs, among other strategies.
- 17.13 Linear park.** Pursue creation of a trail along the Union Pacific Spur north of Bay Road to encourage pedestrian and bicycle activities and provide a buffer between the University Village residential neighborhood and the commercial uses along Demeter Street.
- 17.14 Crime Prevention through Environmental Design (CPTED).** Use CPTED strategies, such as lighting and increased site lines, to increase safety at Jack Farrell Park.

Palo Alto Park Neighborhood

Existing Conditions

Palo Alto Park is an established neighborhood composed primarily of one- and two-story single family homes. Significant neighborhood features include a small retail cluster at the intersection of Willow Road and Newbridge Road, and the nearby University Avenue corridor. Additional pockets of neighborhood-serving retail are located on the southern edge of the neighborhood along East Bayshore Road. The low-density residential character of the neighborhood is expected to remain unchanged.

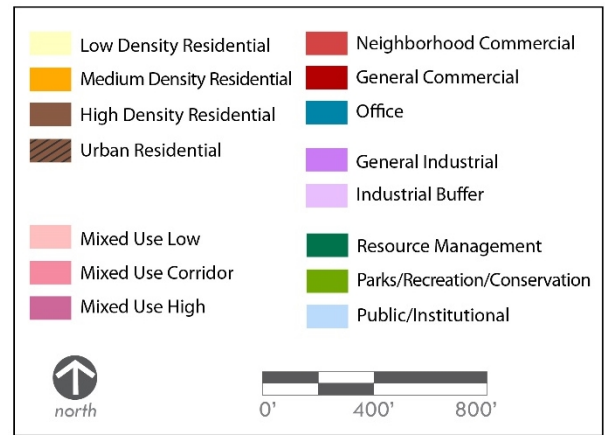
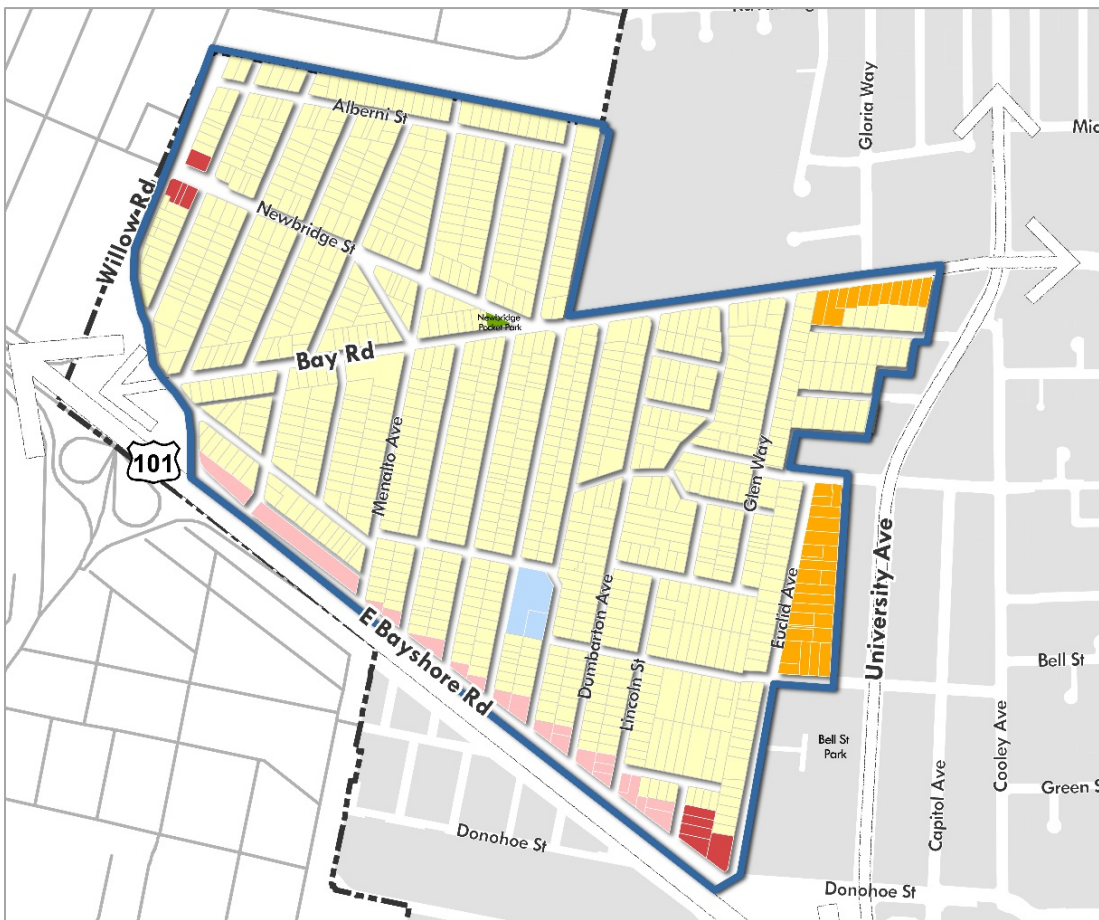


Figure 4-15: Palo Alto Park Neighborhood Land Use Designations



Goal LU-18. Enhance the character of the existing single-family residential areas and foster the development of neighborhood retail and services.

Intent: To preserve single-family character of the Palo Alto Park neighborhood with streetscape improvements, neighborhood protections, enhanced parks and open space and improved access to retail and services. To encourage retail, office and mixed-use development along East Bayshore Road and at the retail area along Newbridge Road.

- 18.1 Existing character.** Preserve and enhance the small-block pattern and single-family character of the Palo Alto Park neighborhoods.
- 18.2 Neighborhood parking.** Identify strategies to improve the lack of parking in the neighborhood. Consider agreements with churches and other non-residential uses and neighborhood parking programs, among other strategies.
- 18.3 Neighborhood commercial on Newbridge Road.** Enhance the neighborhood commercial area at the corner of Willow Road and Newbridge Road with retail and mixed use development. This could include facade improvements; redeveloping the existing retail or constructing new mixed use development with ground floor retail and residential or office on the upper floors. Identify uses that take advantage of the regional traffic on Willow Road.
- 18.4 Parks.** Explore new opportunities for parks and open spaces including the Palo Alto Park Municipal Water storage tank and vacant parcels.
- 18.5 East Bayshore Road.** Seek opportunities to redevelop the East Bayshore corridor with new retail, office, service or residential uses. Encourage parcel aggregation and limit the height to 3 stories to protect adjacent single-family residential areas.
- 18.6 Buffer from Highway 101.** Provide enhanced landscape along East Bayshore Road including the planting of street trees that will create a visual barrier to the freeway and help filter particulate matter.
- 18.7 Transitions.** Ensure appropriate transitions between East Bayshore uses and adjacent single family neighborhoods, and between University Corridor uses and adjacent single family neighborhoods.
- 18.8 Traffic calming.** Pursue traffic calming along Bay Road and Newbridge Road to reduce cut-through traffic and to protect students walking to and from Cesar Chavez Elementary School.
- 18.9 Curb and gutter.** Upgrade all residential streets in the Palo Alto Park neighborhood to include curbs and gutters.
- 18.10 Lighting.** Improve street lighting for public safety and prioritize areas near parks and schools for lighting improvements.