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Introduction



The Land Use Element is a guide to land use planning in East Palo Alto and provides a framework for the issues examined in the other General Plan elements. The Land Use Element identifies how land will be used in the future — for housing, business, commerce, public facilities, open space and transportation. The Plan for future land use reflects broad community goals of: a) maintaining a quality environment for families; b) strengthening the community's distinctive image; c) diversifying and expanding the local economy; and d) preserving natural areas that make East Palo Alto unique.

Purpose of the Land Use Element

The City of East Palo Alto incorporated in 1983 to gain local political control and strengthen community identity and pride. One of the responsibilities of an incorporated city is controlling future growth and development. According to state law, cities must prepare and adopt a General Plan as a tool to manage growth and development. The Land Use Element is a mandatory element or chapter of the General Plan.

The purpose of the Land Use Element is to describe present and planned land use activity, and address the relationship between development and environmental quality, potential hazards, and social and economic objectives. As a guide for future growth and development, the element identifies the general distribution, location, mix and extent

of desired land uses including residential, commercial, business and light industrial, public facilities and open space uses. Through the use of text, maps, and diagrams, a clear and logical land use pattern is established including standards for future development. A particularly important feature of the element is the Land Use Policy Map. This map shows the location, density and intensity of development for future desired land uses in East Palo Alto. Finally, the goals and policies in the element establish a constitutional framework for future land use planning and development decisions in the City.

The Land Use Element of the East Palo Alto General Plan represents the City's desires for long-range changes and enhancements of land uses. The Land Use Plan builds on the established land use patterns to provide integration between existing community qualities and the community's vision of the future. Achieving the vision will be accomplished through continued public involvement and diligence by City elected and appointed officials, and staff.

Scope and Content of the Element

The Land Use Element is comprised of three sections: 1) Introduction; 2) Issues, Goals and Policies; and 3) the Land Use Plan. In the Issues, Goals and Policies section, major land use issues are identified and related goals and policies are established to address these issues. The goals, which are overall statements of the community's desires, are

comprised of broad statements of purpose and direction. The policies serve as guides for reviewing development proposals, planning facilities to accommodate anticipated growth. and accomplishing community development strategies. To achieve the goals and policies, a logical, organized land use pattern is established in the Plan with standards for future community development. The Plan contains the Land Use Policy Map which graphically identifies the planned land use designations within East Palo Alto. The land use designations are described, including the type and density of allowed uses, and a statistical summary of the future land use composition is provided. Neighborhood areas which may involve more focused planning efforts are also identified. Specific implementation programs for the element are located in the General Plan Implementation Program (Appendix A).

Related Plans and Programs

The scope and content of the Land Use Element are primarily governed by the General Plan Law and Guidelines and the Planning Zoning and Development Laws for the state (California Government Code Section 65000-66025). A number of other plans and programs are additionally considered in the formulation, adoption and implementation of local land use policy.

Related plans and programs are both local and regional in nature. Regional planning agencies, such as the Association of Bay Area Governments (ABAG), recognize that planning issues extend beyond the boundaries of individual cities. Efforts to address regional planning issues such as air quality, transportation, affordable housing and habitat conservation have resulted in the adoption of

regional plans. The form and distribution of development in East Palo Alto are affected by regional plans. Relevant local and regional plans related to the Land Use Element are discussed briefly in the following sections.

California Environmental Quality Act and Guidelines

The California Environmental Quality Act (CEQA) was adopted by the state legislature in response to a public mandate for thorough environmental

analysis of projects impacting the environment. The provisions of the law and environmental review procedure are described in the CEQA Law and Guidelines. CEQA is the instrument for ensuring that environmental impacts of local development projects are appropriately assessed and mitigated.

City of East Palo Alto Zoning Ordinance The City adopted its present Zoning Ordinance and related Zoning Map in March 1996. The Zoning Ordinance is the primary implementation

tool for the Land Use Element. Together, the Zoning Ordinance and Zoning Map identify specific types of and use, intensity of use, and development and performance standards applicable to specific areas and parcels of land within the City.

Bay Area Clean Air Plan

Bay Area Clean Air Plan (CAP) mandates a variety of measures to improve air quality. To comply with the CAP,

the Land Use Element organizes land uses in relation to the circulation system, promotes commercial and industrial land uses with convenient access to transportation, and provides a balanced Land Use Plan that promotes a favorable relationship between jobs and housing.

Weeks Neighborhood Plan The Weeks Neighborhood Plan was prepared by the East Palo Alto Historical and Agricultural Society, the National Park Service -

Rivers, Trails and Conservation Assistance Program, and Urban Ecology, Inc. Although not adopted by the City of East Palo Alto, the Plan envisions maintaining and enhancing the neighborhood's agricultural heritage and creating a more sustainable community. Sustainability of the neighborhood, as described by the plan, would balance human and natural needs with economic development.

Relationship to Other General Plan Elements

According to state planning law, the Land Use Element must be consistent with the other General Plan Elements. Each element is independent and all the elements together comprise the General Plan. All elements of the General Plan are interrelated to a degree, and certain goals and policies of each element may also address issues that are the primary subjects of other elements. The integration of overlapping issues throughout the General Plan elements provides a strong basis for implementation of plans and programs, and achievement of community goals.

The Land Use Element relates very closely to all of the other General Plan elements. This Element establishes the planned land use pattern for East Palo Alto based on the historic formation of the City and the community's vision of the future. Alternatively, the other General Plan elements ensure that infrastructure and public facilities are available to accommodate planned land uses, and that the unique qualities of East Palo Alto are safeguarded and enhanced.

For example, the Housing Element of the General Plan provides the basis for establishing housing stock that meets the affordability requirements and other special needs of the community. The Circulation Element provides a Circulation Plan to accommodate increased traffic from planned development. The use of alternative transportation modes and reduction of automobile trips are addressed in the Circulation Element to meet the transportation demands from new development, and to mitigate the impact of development on regional air quality and traffic conditions. The Land Use Element itself serves to reduce automobile trips by encouraging the development of office, commercial and industrial uses, and consequently, improving the jobs-to-housing balance.

A number of areas are designated for parks and open space on the Land Use Policy Map for recreational and aesthetic purposes. The Conservation and Open Space Element provides policy and plans to maintain and enhance existing parks and recreational facilities and to develop new facilities to meet new demand from population growth. Conservation and Open Space policy is also designed to protect natural and cultural resources. The Safety and Noise Elements ensure that planned land uses identified in the Land Use Element are compatible and will not result in public safety hazards or excessive noise.

Issues, Goals and Policies



Land use is a key component in the composition of East of Palo Alto as a community. The organization of uses defines the community, and many opportunities to create positive change are based on changes and enhancement of land use.

Four major issues are addressed by the goals, policies and plan of the Land Use Element. These major issues include: 1) balancing the mixture of land uses within the City to ensure that revenue generation matches service provision responsibilities; 2) creating a distinctive and individual identity for East Palo Alto; 3) enhancing the character of individual neighborhoods within the community; and 4) providing adequate public facilities and services to support development. Each issue and the related goals and policies are included in this section of the Element.

Balance of Land Use

Land Use Issue 1: Need for balanced mixture of land uses to ensure that revenue generation matches responsibilities for public services and facilities.

East Palo Alto is primarily a residential community in which the majority of land is used and planned for residential development. As a result, the City's receives property tax revenues, but minimal sales tax and other revenue generated by non-residential uses. To improve the balance between generation of public revenues and responsibilities for provision of public facilities and services, additional commercial and industrial

development is needed.

Additional commercial and industrial development in East Palo Alto will also provide more employment opportunities for residents of the community. Additional revenues generated by commercial and industrial development may also enhance the City's ability to provide important public facilities, such as parks and neighborhood community centers to serve City residents.

Land Use Goal 1.0: Develop a balanced land use pattern that meets community needs for residential, commercial, industrial and public uses.

Policy 1.1: Promote a land use composition in East Palo Alto that provides a balance or surplus between the generation of public revenues and the cost of providing public facilities and services.

Policy 1.2: Promote commercial and industrial development to improve the generation of sales tax and property tax increment revenues.

Policy 1.3: Promote mixed commercial and residential use projects to conserve land and provide additional housing opportunities and population to support commercial services and retail sales.

Policy 1.4: Provide areas within the community where public service and non-profit organizations can operate.

Image and Identity

Land Use Issue 2: Desire to enhance the image and identity of East Palo Alto.

East Palo Alto is attempting to enhance its image as a distinctive, identifiable community among communities in San Mateo County. The community possesses desirable physical qualities including the baylands, Cooley Landing, San Francisquito Creek, and the shoreline areas. A sense of arrival can be created by improving the appearance of major thoroughfares and entrances to the City. Enhancing the image and identity of East Palo Alto can also create a greater sense of pride and connection among the population of the community.

Land Use Goal 2.0: Create an enhanced image and identity for East Palo Alto.

Policy 2.1: Enhance the image of the community by improving the appearance of public areas and entrances to the City along University Avenue, Bay Road, Willow Road, and Newbridge Street.

Policy 2.2: Promote high quality in the design of all public and private development projects.

Enhancing Neighborhood Character

Land Use Issue 3: Desire to enhance the character of community neighborhoods.

East Palo Alto contains a number of distinct neighborhoods defined by natural and manmade physical features, such as the baylands, San Francisquito Creek, the Bayshore Freeway and other major roads, and land uses. Recognition of these distinct areas is necessary to provide more focused neighborhood-level planning and improvements in the future.

Land Use Goal 3.0: Enhance the character of community neighborhoods.

Policy 3.1: Preserve and enhance the quality of East Palo Alto neighborhoods by avoiding or abating the intrusion of disruptive, nonconforming buildings and uses.

Policy 3.2: Ensure that new development is compatible with the physical characteristics of its site, surrounding land uses, and available public infrastructure.

Policy 3.3: Utilize programs for rehabilitation of physical development within the City to improve community neighborhoods.

Adequate Public Facilities and Services

Land Use Issue 4: Need for adequate public facilities and services to support future development.

Public facilities and services, including water and sewer service, flood control, fire protection and law enforcement, education, road maintenance, and natural gas, electricity and communications, are necessary to support the community of East Palo Alto. These services are provided by a number of public and quasi-public providers. Land Use Goal 4.0: Provide effective coordination with public facilities and services providers.

Policy 4.1: Work closely with local public facilities and services providers to meet community needs.

Policy 4.2: Participate with other public agencies providing facilities and services to East Palo Alto in cooperative efforts to address important regional issues.

Related Goals and Policies

The goals and policies described in the Land Use Element are related to and support subjects included within other General Plan elements. In turn, many goals and policies from the other elements directly or indirectly support the goals and policies of the Land Use Element. These supporting goals and policies are identified in Table LU-1.

Table LU-1
Land Use
Related Goals and Policies by Element

	Related Goals and Policies by Element								
Land Use Issue Area	Land Use	Circulation	Conservation and Open Space	Noise	Safety	Economic Development	Housing		
Balance of Land Uses		1.2, 2.2, 5.1, 5.2	4.3, 6.1, 6.2, 6.3, 7.1			1.1. 1.2, 3.1, 3.2, 3.3, 7.1, 7.2	2.1		
Image and Identity		2.1, 2.2	1.2, 2.1, 2.2, 2.3, 2.4			8.1, 8.2	3.1		
Enhancing Neighborhood Character		4.1, 4.2, 4.3	1.2, 2.3	1.1, 1.2	· .		3.1		
Adequate Public Facilities and Services		2.2, 3.1	6.1, 6.2, 6.3		1.2, 2.3, 2.4	2.1, 9.1	2		

Land Use Plan



Patterns of development that create a distinct and identifiable community are established through the physical location of land uses. East Palo Alto consists of a variety of land uses including residential, commercial, industrial and community uses. A "blueprint" for the ordering of land uses within the City is provided by the Land Use Plan.

The Land Use Plan describes the approach that will be used to enhance earlier land use planning efforts. The Plan addresses the land use issues described in the previous section of the Element. The goals and policies identified in that section provide the basis for the Plan and are supported by approaches to maintain an advantageous balance among land uses, create a distinct community identity, enhance the character of individual neighborhoods, and provide adequate supporting public facilities and services. The Land Use Implementation Program, included as an appendix to the General Plan, contains specific programs to achieve the desired composition of land use within East Palo Alto.

Balance of Land Uses

Balance between the generation of public revenues and the provision of public facilities and services is affected by the mixture of land uses within East Palo Alto. Fiscal stability can be ensured by achieving and maintaining a balance of land uses. A balance of land uses also creates a desirable community where people can reside, recreate, work, shop and live.

East Palo Alto does not have the balance of land uses necessary to ensure fiscal stability. The community includes less commercial and industrial development than is needed to create a stable balance. Implementation of a Land Use Plan designed to correct that condition over the next 10 to 20 years can achieve the City's overall desire for greater fiscal stability. Creating a more balanced land use composition in which residential development is complemented with appropriate non-residential development will help the City to match public revenue generation with its responsibilities for providing public facilities and services.

Although vacant land exists within East Palo Alto, creating a balanced land use condition will be dependent upon effective recycling of developed land that is underutilized or blighted and suitable for redevelopment. Areas such as the University/Bay Corridor, Ravenswood Industrial, Gateway, and University Circle provide opportunities to modify the present composition of land use overtime to achieve greater fiscal stability and other desirable community characteristics.

Land Use Classification System The Land Use Policy Map (Figure LU-1) illustrates the various types and distribution of land uses planned for East Palo Alto. The

land use classification system is presented in Table LU-2 and includes 11 land use designations. These land use designations identify the types and nature of development allowed in particular locations depicted on the Land Use Policy Map.

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Table LU-2 Land Use Classification System

MAJOR LAND USE GROUPINGS	MAXIMUM DWELLING UNITS PER ACRE or MAXIMUM FLOOR AREA RATIO (a)	EXPECTED DWELLING UNITS PER ACREOR AVERAGE FLOOR AREA RATIO (b)	LAND USE DESIGNATION AND SUMMARY DESCRIPTION (c)
RESIDENTIAL	1-8 du/ac	5-7 du/ac	LOW/MEDIUM DENSITY RESIDENTIAL - Detached single-family dwellings. Allows up to 8 dwelling units per acre.
	9-17 du/ac	12-16 du/ac	MEDIUM/HIGH DENSITY RESIDENTIAL- Single-family dwelling units and multi-family dwellings including duplexes, condominiums, townhomes, and apartments. Allows up to 17 dwelling units per acre.
	18-40 du/ac	28-38 du/ac	HIGH DENSITY RESIDENTIAL - Single-family dwelling units and multi-family dwellings including duplexes, condominiums, townhomes, and apartments. Allows up to 40 dwelling units per acre.
COMMERCIAL	2.0:1	0.40:1 and 16 du/ac 0.25:1 and 16 du/ac 0.35:1 and	GENERAL COMMERCIAL - Retail, office, and service-oriented business activities serving a community-wide area and population or broader market. Allows residential development integrated vertically and/or horizontally. NEIGHBORHOOD COMMERCIAL - Retail, office, and service-oriented business activities serving a local community area and population. Allows residential development integrated vertically and/or horizontally.
		16 du/ac	OFFICE - Single-tenant or multi-tenant offices that include professional, legal, medical, financial administrative, corporate and general business offices, and other supporting commercial uses. Allows residential development integrated vertically and/or horizontally.
INDUSTRIAL	2.0:1	0.5:1	GENERAL INDUSTRIAL - Variety of light industrial and manufacturing uses. Allowable uses include wholesale businesses, light manufacturing and processing, research and development uses, offices, warehousing and storage, distribution and sales, high technology production, retail sales and related uses.
	0.6:1	0.3:1	HEAVY INDUSTRIAL - Chemical plants, petroleum refining, material recycling and similar uses.
	0.5:1	0.25:1 and 10 du/ac	INDUSTRIAL BUFFER - Research and development, professional and business offices, industrial sales and service offices and other uses providing a transition between residential and general/heavy industrial uses. Allows residential development integrated vertically and/or horizontally.
COMMUNITY	0.4:1	0.1:1	COMMUNITY OPEN SPACE CONSERVATION - Public recreational uses, including public parkland, open space, and associated recreational activities, such as indoor and outdoor sports/athletic facilities, community facilities and similar uses
	0.4:1	0.01:1	RESOURCE MANAGEMENT - Preservation of environmentally sensitive open space lands in a natural condition.

 ⁽a) Maximum allowable level of development standard for individual parcels of land.
 (b) Expected means assumed overall average level of development. Since the development which has occurred to date has not reached the maximum allowed level of density or intensity, future development is expected to be less than the maximum. Therefore, an effective level of density/intensity is used when projecting: a) total future dwelling units/population for residential development; and b) future square footage for non-residential development where floor area is used as a measurement of building intensity.

⁽c) Only uses that are legally developed, established, and operated within each land use designation are allowed

Table LU-3 Land Use/Zoning District Consistency

General Plan Land Use Designations	Consis	Consistent Zoning Districts			
Low/Medium Density Residential (2-8 du/ac)	R-1 R-2	One Family Two Family			
Medium/High Density Residential (8-17 du/ac)	R-1 R-2	One Family Two Family			
High Density Residential (17-35 du/ac)	R-1 R-2 R-M	One Family Two Family Multi-Family			
General Commercial	C-1 C-2 O OR PUD	Neighborhood Business General Commercial Office Office Residential Mixed Use Planned Unit Development			
Neighborhood Commercial	C-1 O OR PUD	Neighborhood Business Office Office Residential Mixed Use Planned Unit Development			
Office	O OR PUD	Office Office Residential Mixed Use Planned Unit Development			
General Industrial	M-1 M-2	Light Industrial Heavy Industrial			
Industrial Buffer	MB	Industrial Buffer			
Community Open Space Conservation	COSC	Community OS Conservation			
Resource Management	COSC	Community OS Conservation			

General Plan land use policy is implemented in one way through the City's Zoning Ordinance. State planning law requires consistency between the East Palo Alto General Plan and the City Zoning Ordinance. The residential category includes three designations that allow for a range of housing types and densities. The non-residential groupings include a variety of designations, such as general commercial, neighborhood commercial, office, general industrial, heavy industrial and industrial buffer to promote a wide range of revenue- and employmentgenerating businesses. Other non-residential designations include community open space conservation and resource management to provide for public uses and open space within the community.

General Plan land use policy is implemented in one way through the City's Zoning Ordinance. State planning law requires consistency between the East Palo Alto General Plan and the City Zoning Ordinance. Table LU-3 demonstrates consistency between the land use designations of the General Plan Land Use Element and the zoning districts in the City Zoning Ordinance.

Land Use Density and Intensity This Element uses certain terminology to describe the 11 land use designations. The term "density" is used for residential uses and

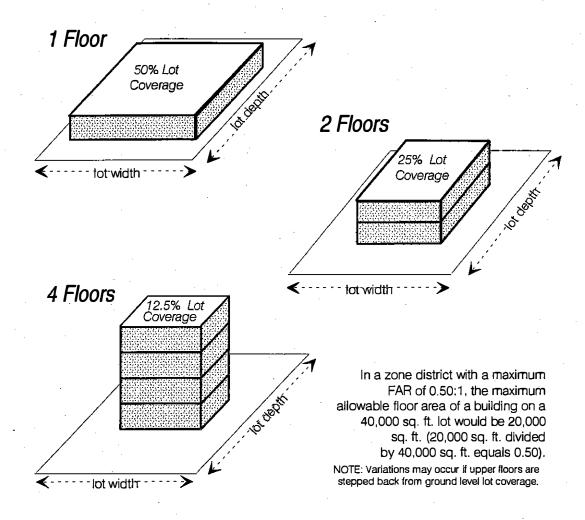
refers to the population and development capacity of residential land. Density is described in terms of dwelling units per net acre of land (du/net acre).

Development "intensity," which applies to non-residential uses, refers to the extent of development on a parcel of land or lot; i.e., the total building square footage, building height, the floor area ratio, and/or the percent of lot coverage. Intensity is often used to describe non-residential development levels; but in a broader sense, intensity is used to express overall levels of both residential and non-residential development types. In this Element, floor area ratio and building square footage are used as measures of non-residential development intensity.

Floor area ratio (FAR) represents the ratio between the total gross floor area of all buildings on a lot and the total area of that lot. FAR is determined by dividing the gross floor area of all buildings on a lot by the land area of that lot. For example, a 20,000 square foot building on a 40,000 square foot lot yields a FAR of 0.50:1, as illustrated in Figure LU-2 on the following page. The FAR controls the intensity of use on a lot. A 0.50:1 FAR allows a single story building which covers most of the lot, a two-story building with reduced lot coverage, or a three- or more story building with substantially reduced coverage of the lot.

State General Plan law requires that the Land Use Element indicate the maximum densities and intensities permitted within the Land Use Plan. The land use designations shown on the Land Use Policy Map are described in detail in this Element. Table LU-2 lists each of the land use designations shown on the Land Use Policy Map and provides a corresponding indication of maximum density or intensity of development. Maximum allowable development on individual parcels of land is governed by these measures of density or intensity.

Table LU-2 also includes the expected overall level of development within each land use designation within the planning area. These expected levels of development represent an anticipated overall density and intensity of development for the City and are, therefore less than the absolute maximum allowed for an individual parcel of land. For various reasons, many parcels in the community have not been developed to their maximum density or intensity and, in the future, maximum development as described in this Element can be expected to occur only on a limited number



Floor Area Ratio (FAR) = Gross Building Area (All Floors)

Lot Area



Figure LU-2 Example Building Configurations for 0.50:1 Floor Area Ratio of parcels.

The overall future development in the City is anticipated to occur at the expected level of density or intensity indicated in Table LU-2. Development at an intensity or density between the expected and maximum levels can occur only where projects offer exceptional design quality, important public amenities or benefits, or other factors that promote important goals and policies of the General Plan. For the residential land use designations, projects are expected to build to a density at least as high as the lowest density allowed by their respective designations.

Land Use Designations All land in East Palo Alto is assigned to one of the 11 land use designations described below:

Residential Designations

The following three designations provide land for residential development in East Palo Alto:

Low/Medium Density Residential: The Low/Medium Density Residential land use designation provides for the development of low/medium density single-family dwellings and accessory buildings. Uses such as second single-family units, mobile homes, guest houses, churches, schools, family day care homes, public facilities, and others which are determined to be compatible with and oriented toward serving the needs of low/medium density single-family neighborhoods may also be allowed.

The designation allows a maximum of eight single-family dwelling units per acre of land.

Development under this land use designation should maintain a low/medium density character. The average population for this residential designation is approximately 3.4 persons per dwelling unit which represents a population density range for this land use designation of 1 to 28 persons per acre. The maximum density of this 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.

Medium/High Density Residential: The Medium/High Density Residential land use designation provides for the development of a wide range of living accommodations, including medium/high density single-family detached and attached dwelling units, duplexes, and multi-family dwellings, such as townhomes, condominiums, apartments, and cooperatives. Uses such as second singlefamily units, mobile homes, guest houses, churches, schools, family day care homes, public facilities, and others which are determined to be compatible with and oriented toward serving the needs of medium/high density residential neighborhoods may also be allowed.

The designation allows a maximum of 17 dwelling units per acre of land. Development under this land use designation should maintain a medium/high density character. The average population for this residential designation is approximately 3.4 persons per dwelling unit which represents a population density range for this land use designation of 31 to 58 persons per acre. The maximum density of this 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.

High Density Residential: The High Density Residential land use designation provides for the development of a wide range of living accommodations, including high density single-family attached dwelling units,

duplexes, and multi-family dwellings, such as townhomes, condominiums, apartments, and cooperatives. Uses such as second single-family units, mobile homes, guest houses, churches, schools, family day care homes, public facilities, and others which are determined to be compatible with and oriented toward serving the needs of high density residential neighborhoods may also be allowed.

The designation allows a maximum of 40 dwelling units per acre of land. Development under this land use designation should maintain a high density character. The average population for this residential designation is approximately 3.4 persons per dwelling unit which represents a population density range for this land use designation of 61 to 136 persons per acre. The maximum density of this 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.

Commercial Designations

The following three designations provide land for commercial development in East Palo Alto:

General Commercial: The General Commercial land use designation provides for a variety of retail, office, and service-oriented business activities serving a community-wide area and population or broader market. Vertical and horizontal mixing of non-residential and residential uses within General Commercial areas is desirable.

Other uses that are determined to be compatible with the primary uses, such as residential units on upper floors of office buildings, may also be allowed. Commercial land uses serve local, as well as broader market areas and generally include

professional and business offices, retail and commercial services, and community facilities. 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. The expected intensity of development is a floor area ratio of 0.40:1 and 16 dwelling units per acre, and the maximum intensity of development is a floor area ratio of 2.0:1.

Neighborhood Commercial: 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.

Vertical and horizontal mixing of nonresidential and residential uses within Neighborhood Commercial areas is desirable. Other uses that are determined to be compatible with the primary uses, such as residential units on 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 provide for appropriate setbacks, parking, landscaping, buffering features from residential land use areas and other features which create welldesigned, efficient and attractive projects. The expected intensity of development is a floor area ratio of 0.25:1 and 16 dwelling units per acre, and the maximum intensity of development is a floor area ratio of 1.0:1.

Office: The Office land use designation provides for single-tenant or multi-tenant offices that include professional, legal,

medical, financial, administrative, corporate and general business offices, and other supporting uses, such as restaurants, medical services, community facilities, and similar uses which together create concentrations of office employment or community activity. Also included are small convenience or service commercial activities intended to meet the needs of the on-site employee population.

Vertical and horizontal mixing of nonresidential and residential uses within Office areas is desirable. Other uses that are determined to be compatible with the primary uses, such as residential units on upper floors of office buildings, may also be allowed.

The expected intensity of development is a floor area ratio of 0.35:1 and 16 dwelling units per acre, and the maximum intensity of development is a floor area ratio of 2.0:1.

Industrial Designations

The following three designations provide land for industrial development in East Palo Alto:

General Industrial: The General Industrial designation provides for a variety of light industrial and manufacturing uses that are non-polluting and which can co-exist with surrounding land uses, and which do not in their maintenance, assembly, manufacturing or operations create smoke, gas, dust, sound, vibrations, soot or glare to any degree which might be obnoxious or offensive to persons residing or conducting business in the City.

Allowable use include wholesale businesses, light manufacturing and processing, research and development uses, offices, warehousing and storage, distribution and sales, high technology production, retail sales and related uses. Other uses that are determined to be compatible with the primary uses may also be allowed. The expected intensity of development is a floor area ratio of 0.5:1 and the maximum intensity of development is a

floor area ratio of 2.0:1.

Heavy Industrial: The Heavy Industrial designation provides for chemical plants, petroleum refining, material recycling and similar uses. Other uses that are determined to be compatible with the primary uses may also be allowed. The effective intensity of development is a floor area ratio of 0.3:1 and the maximum intensity of development is a floor area ratio of 0.6:1.

Industrial Buffer: The Industrial Buffer designation provides for research development, professional and business offices, industrial sales and services offices, and other use providing a transition between residential and general/heavy industrial uses. Other uses that are determined to be compatible with the primary uses may also be allowed. The expected intensity of development is a floor area ratio of 0.25:1 and 10 dwelling units per acre, the maximum intensity of development is a floor area ratio of 0.5:1. Up to 16 dwelling units per acre may be allowed to compensate for any Industrial Buffer Land precluded from residential development as a result of hazardous materials contamination.

Community Designations

The two following designations provide land for community uses in East Palo Alto:

Community Open Space Conservation: The Community Open Space Conservation designation provides for public recreational uses, including public parkland, open space, and associated recreational activities, such as indoor and outdoor sports/athletic facilities, community facilities, and similar uses. Other uses that are determined to be compatible with the primary uses may also be allowed. The effective intensity of development is a floor area ratio of 0.1:1 and the maximum intensity of development is a floor area ratio of 0.4:1.

Resource Management: The Resource Management designation provides for preservation of environmentally sensitive opens space lands in a natural conditions. The effective intensity of development is a floor area ratio of 0.01:1 and the maximum intensity of development is a floor area ratio of 0.4:1.

Development Capacity

The land use plan for East Palo Alto includes expected levels of residential and nonresidential develop-

ment, where all land in the City is developed according to the Plan. The expected levels of development establish a capacity for the Land Use Plan that is expressed as estimates of total dwelling units, total population, and total square footage of non-residential development in the future.

On the following page, Table LU-4 Land Use Plan Development Capacity Summary provides a summary of the development capacity of the Land Use Plan. This table offers a breakdown of land uses within East Palo Alto for purposes of identifying the estimated development capacity of the Land Use Plan.

Image and Identity

East Palo Alto possesses many desirable physical qualities including its baylands, Cooley Landing, San Francisquito Creek, and the shoreline areas. The City wishes to enhance its image as a distinctive, identifiable community among those in San Mateo County. Enhancement of the community's image and identity will instill a greater sense of pride and connection among those who live

and work in East Palo Alto.

Public Area Improvements

Community image and identity will be enhanced through advancement of a capital improvement

program (CIP) that includes projects to strengthen the condition of streets, public area landscaping, entrance signage and identification graphics, and other physical improvements. Improvements to street surfaces and edge conditions (curbs, gutters, sidewalks, rural edge treatments, and street lighting) are important enhancements. These improvements will be focused on primary entrances and corridors along University Avenue, Bay Road, Willow Road, Donohoe Street, and Newbridge Street, as well as other Circulation Element roadways.

Image will be enhanced through landscaping improvement and strengthening, particularly in public areas along major roadways and at points where those roadways enter the community. Other improvement to man-made structures, such as signs, benches, and street lighting can be accomplished together with landscaping improvements to produce scenes along streets and other public areas within the community that are recognizable and create a "sense of place" within East Palo Alto.

Private Area Improvements

Image and identity for East Palo Alto can also be enhanced through improvements to privately owned

property. In particular, proposals for new development or redevelopment present distinct opportunities to develop an image and identity that supports and is supported by public area improvements. As an incentive to provide high quality design and/or important public amenities that foster a community-desired image, private development and

Table LU-4
Land Use Development Capacity Summary

Land Use Designations	Acres	Expected DUs Per Acre or FAR	Dwelling Units	Square Footage	Average Persons Per Dwelling Unit²	Population
Residential Designations						
Low/Medium Density Residential	593	7 du/ac	4,151			
Medium/High Density Residential	106	16 du/ac	1,696			
High Density Residential	82	38 du/ac	3,116			
SUBTOTAL	781		8,963		3.4	30,474
Non-Residential Designations ¹				,		
General Commercial	105	.40:1 FAR	353	1,829,520		
•		16 du/ac	-7		-	
Neighborhood Commercial	12	.25:1 FAR	40	130,680		
		16 du/ac				
Office	8	.35:1 FAR	27	121,968		
		16 du/ac				
General Industrial	89	.5:1 FAR		1,938,420		
Industrial Buffer	27	.25:1 FAR	57	294,030		
		10 du/ac				
Heavy Industrial	14	.3:1 FAR		182,952		
SUBTOTAL	255		477	4,497,570	3.4	1,622
Community Open Space Conservation	17	0.1:1 FAR		74,052	:	
Resource Management	269	0.01:1 FAR		117,176		
SUBTOTAL	286			191,228		
TOTAL	1,322		9,440	4,688,798		32,096

DUs or du = dwelling units.

FAR = floor area ratio.

- 1. Where DUs are shown for non-residential use categories, the assumption is made that approximately 21% of acreage will be developed with residential uses.
- 2. Persons per dwelling unit is calculated based on the average persons per dwelling unit projected by ABAG for the Year 2010 of 3.59. This figure is then discounted to reflect an estimated average vacancy rate of 5.4%.

redevelopment projects could be offered density or intensity bonuses.

For example, the normal floor area ratio for commercial development is .40:1 or .40 square feet of building floor area for each square foot of land area on the site. In return for providing high quality architectural and site design that fosters a community-desired image, the City could approve a floor area ratio up to 2.0:1 or two square feet of building floor area for each square foot of land area. This type of density or intensity bonus for high quality design can be useful as the City attempts to work with private developers to achieve community goals.

Enhancing Neighborhood Character

The character of East Palo Alto neighborhoods can be enhanced through a number of approaches available to the City. Land uses for individual neighborhoods as shown on the following page in Figure LU-3 East Palo Alto Neighborhoods ensure the continuation of existing land use patterns where neighborhood stability is desired or provide for changes in land use to promote improvement to existing development conditions.

Ordinances regulating building, zoning, public health and safety can be used on a daily basis by the City to improve current conditions on public and private properties. Through implementation actions associated with existing redevelopment projects and other programs aimed at rehabilitation and revitalization, physical improvements can be completed. Finally, to provide direction for rehabilitation and revitalization of larger

areas, planning for the enhancement of individual neighborhoods can be accomplished using "area plans" or "specific plans."

Neighborhood Planning

East Palo Alto is divided into 12 neighborhoods for the purpose of land use planning (see Figure

LU-3). These neighborhoods are developed with existing residential, commercial, industrial or community uses, or various combinations of two or more of these broad categories of land use. Some of these neighborhoods have established development and land use patterns that the community wishes to maintain. Others will benefit from changes in land use and General Plan policy in the Land Use Element identifies changes in those neighborhoods. Below is a description of the changes in land use for certain neighborhoods that will occur over time as policy contained in this Element of the General Plan is implemented. Actual changes in land use within each neighborhood will occur through implementation of both public and private development and redevelopment proposals. Further planning for enhancement of individual neighborhoods can also be accomplished using "area plans" or "specific plans."

University Village

University Village is a primarily single-family residential neighborhood located in the north central part of East Palo Alto. With University Avenue as its westerly boundary and Bay Road as its southerly boundary, University Village includes approximately 91 acres of land in this neighborhood, exclusive of streets.

Approximately 77 acres is currently low/medium density residential development at less than eight dwelling units per acre.

Other land uses include Jack Farrell Park, a City neighborhood park, and the Costano School, a Ravenswood School District public elementary school. Land uses in University Village are stable and no changes are identified for this neighborhood.

Kavanaugh

The Kavanaugh neighborhood is another primarily single-family residential area in the northwestern portion of the City. Located west of University Avenue, north of Newbridge Street and Bay Road, and east of Willow Road, Kavanaugh contains approximately 89 acres of land, exclusive of streets. In addition to about 57 acres of low/medium density residential development, this neighborhood includes the Caesar Chavez Academy and the Creative Montesorri schools.

A portion of the residential property along the east side of Willow Road was utilized in a road widening project designed to accommodate higher regional traffic volumes. With the increased traffic along Willow Road, the Land Use Policy Map designates several single-family residential lots lying between Willow Road and Saratoga Avenue for medium/high density residential.

Ravenswood Industrial

Located in the northeasterly portion of East Palo Alto, the Ravenswood Industrial area consists of about 150 acres of land, exclusive of streets. This neighborhood presently includes a variety of industrial, commercial, residential, and agricultural uses. Approximately 45 acres is vacant and undeveloped, about 20 acres of which is adjacent to the Ravenswood Open Space Preserve (or the San Mateo County Baylands Reserve). This area is also located in the Ravenswood/Four Corners Redevelopment Project.

The Ravenswood Industrial neighborhood represents the City's primary area for industrial uses and the Land Use Policy Map indicates that most land within this area will develop or redevelop as General Industrial or Industrial Buffer. The Industrial Buffer area is located along the southerly and westerly portions of the neighborhood to provide separation between residential areas in the University Village and Weeks neighborhoods.

Palo Alto Park

The Palo Alto Park neighborhood is located in the west central portion of East Palo Alto, and is generally defined by Newbridge Street and Bay Road on the north, East Bayshore Road and Willow Road on the south and west, and Euclid Avenue/Glen Way on the east. Approximately 113 acres in size, exclusive of streets, most of the neighborhood (approximately 104 acres) is currently developed as low/medium density single-family housing at less than eight dwelling units per acre.

As with the Kavanaugh neighborhood, the existing residential area along Willow Road, between Willow and Saratoga Avenue has been designated for medium/high density residential use on the Land Use Policy Map. An area designated for office and neighborhood commercial development occurs along the frontage of East Bayshore Road between Menalto Avenue and Euclid Avenue. Although designated for office and neighborhood commercial development, these areas can also support residential development on upper floors where such commercial/office and residential mixed use is compatible.

University/Bay Corridor

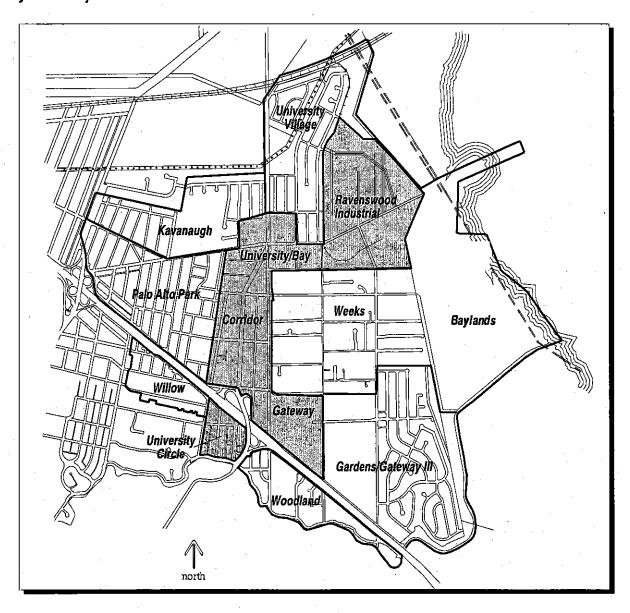
Located in the central portion of East Palo Alto, the University/Bay Corridor neighborhood includes approximately 106 acres of land, exclusive of streets. The area is generally bounded by Euclid Avenue/Glen

-		

Way on the west, Donohoe Street on the south, and Cooley Avenue on the east. The northerly portion of the neighborhood includes the Four Corners area around the intersection of University Avenue and Bay Road, which is also included in the Ravenswood/Four Corners Redevelopment Project.

The Corridor represents a major artery for commuter traffic traveling to and from the East Bay and University Avenue, as well as Capitol Avenue, Cooley Avenue, and cross streets are affected by traffic congestion during peak morning and evening periods. This neighborhood presently includes a variety of commercial, residential, public and recreational uses, including Bell Street Park and the Ravenswood School District administrative offices.

Major Activity Areas



Substantial changes in land use are envisioned for this neighborhood on the Land Use Policy Map. This area is provides an opportunity to create a stronger identity for East Palo Alto. Land uses planned in the Corridor can support higher levels of activity that create stronger connections between the Ravenswood Industrial neighborhood to the northeast, the Gateway commercial neighborhood to the southeast, and the University Circle commercial neighborhood to the south. By providing this stronger connection in the future between the major activity centers of the community, the University/Bay Corridor will be instrumental in establishing a greater sense of place and organization of major activities within East Palo Alto.

The Land Use Policy Map identifies a substantial amount of land along University Avenue and in the Four Corners area for General Commercial and Office development. While University Avenue will continue to accommodate commuter traffic, Capitol Avenue is envisioned as a more pedestrianoriented mixed-use area, including commercial, office and medium density residential development. Development along Capitol Avenue is expected to reflect a "village-like" or human scale with buildings of one, two and three stories. commercial and residential development are mixed within the same buildings, commercial development will typically occur at the street level with offices and/or residential occurring on upper floors.

Weeks

The Weeks neighborhood is located in the east central portion of East Palo Alto, and is generally defined by Cooley Avenue on the west, Weeks Street on the north, Donohoe and Beech Street on the south, and the Palo Alto Baylands Nature Preserve on the east. Approximately 189 acres in size, exclusive of streets, the Weeks neighborhood consists

primarily of low/medium density single-family residential development at less than eight dwelling units per acre. Weeks contains most of the larger residential lots in the City and is experiencing further subdivision of these large lots for residential development.

The Weeks neighborhood also includes larger parcels of land (totaling about 20 acres) that are still being used for agricultural production. The Martin Luther King Jr. Park, a City neighborhood park, is located in the eastern portion of the neighborhood.

Land use changes envisioned on the Land Use Policy Map include the development of Medium/High Density Residential development along the south side of Weeks Street, east of Clarke Avenue. This higher density residential development will separate the Industrial Buffer area north of Weeks Street from the single-family residential areas to the south.

Baylands

Located in the easterly portion of the City, the Baylands neighborhood is comprised of approximately 214 acres of open space land, including Cooley Landing and the Palo Alto Baylands Nature Preserve. The Land Use Policy Map indicates that all of this area will be designated as a Resource Management area, with passive recreational use.

Located at the east end of Bay Road, Cooley Landing is a peninsula of ecologically valuable open space, which may also be developed under a future Specific Plan for commercial recreation activities, such as a marina, restaurants, and other water-related uses. South of Cooley Landing, the Palo Alto Baylands Nature Preserve is the largest natural open space area in East Palo Alto. The two areas consist of baylands, marshes, salt ponds, and portions of San Francisquito Creek, including important wetland vegetation and

wildlife habitat.

Gatewa y

The Gateway neighborhood is located in the south central portion of the City, 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. Approximately 46 acres in size, exclusive of streets, the Gateway neighborhood is partially developed with commercial and residential uses (about 14 acres) and includes approximately 32 acres of land that is the former location of the Ravenswood High School.

The Gateway neighborhood is also part of the Gateway/101 Corridor RedevelopmentProject and Specific Plan. The Redevelopment Project and Specific Plan call for General Commercial development on former Ravenswood High School site, creating a major sub-regional commercial shopping center in East Palo Alto. With this major commercial center, the Gateway neighborhood will begin to create a stronger future connection between main activity centers of the community, including the Ravenswood Industrial neighborhood, the University/Bay Corridor neighborhood and the University Circle neighborhood.

Gateway III/Gardens

Located in the southeastern portion of East Palo Alto, the Gateway III/Gardens neighborhood includes approximately 214 acres of land, exclusive of streets. The area is generally bounded by Clarke Avenue on the west, the Bayshore Freeway on the south, San Francisquito Creek on the east, and Donohoe and Beech Street on the north.

This neighborhood currently includes a variety of residential, commercial, agricultural, institutional and open space uses. The easterly half of the area includes single-family

residential development, and a portion of the Palo Alto Baylands Nature Preserve and San Francisquito Creek. Higher density residential development, agricultural land, and two public schools, Brentwood Oaks Elementary and Ronald McNair Middle School, are located in the westerly portion of the area.

The westerly portion of the Gardens/Gateway III neighborhood is within the Gateway/101 Corridor Redevelopment Project and Specific Plan area. This westerly portion is planned for a combination of Neighborhood Commercial, Medium/High Density Residential, High Density Residential, and open space use under the Redevelopment Project/Specific Plan. The Land Use Policy Map generally identifies these uses; however, the Specific Plan for this area will become the primary planning method for determining the precise combination of these uses. To promote economic development, the Specific Plan may provide for additional commercial activity.

Willow

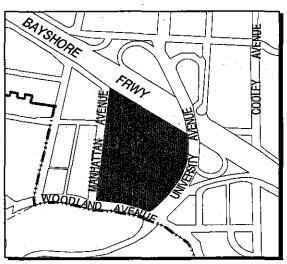
The Willow neighborhood, located in the southwesterly portion of the City, is comprised of approximately 39 acres of residentially developed land, exclusive of streets. The area is bounded by the Bayshore Freeway on the north, Euclid Avenue on the east, Menalto Avenue on the west, and O'Conner Street on the south.

This residential neighborhood is currently a combination of single-family and multi-family residential development. Land uses are stable and the Land Use Policy Map indicates that the Willow neighborhood will continue to include both Low/Medium Density Residential and Medium/High Density Residential land uses.

University Circle

The University Circle neighborhood is located in the south central part of East Palo Alto, and is generally defined by the Bay Shore Freeway on the north, University Avenue on the east, Woodland Avenue on the south, and Euclid Avenue on the west. University Circle is approximately 17 acres in size, exclusive of streets, and currently consists of commercial and multi-family residential development.

This neighborhood is included in the University Circle Redevelopment Project/Specific Plan, which calls for development of commercial retail, office and hotel space. The Land Use Policy Map for this area indicates future land uses of General Commercial, Office and High Density Residential; however, the Specific Plan and a Planned Unit Development permit for the neighborhood are the primary planning methods for determining the precise combination of these uses. The figure below provides a general depiction of the Specific Plan are including hotel, office and commercial retail uses. University Circle, in concert with future planned development in the Gateway, University/Bay Corridor, and Ravenswood Industrial neighborhoods, will create connected major activity areas within East Palo Alto that will provide a positive identity and image for the City.



Woodland

Located in the southeastern portion of the City, the Woodland neighborhood includes approximately 44 acres of land, exclusive of streets. With University Avenue as its westerly boundary, Woodland Avenue as its southern boundary, and the Bayshore Freeway to the north, the neighborhood presently includes a variety of commercial, single-family residential, and multi-family residential development. The Woodland neighborhood also includes open space along its southern boundary adjacent to San Francisquito Creek.

The Land Use Policy Map identifies changes in land use for the area in the future. The area nearest University Avenue is designated for General Commercial development in the future. The remainder of the neighborhood is planned for Medium/High Density and High Density Residential land use with a small area of Neighborhood Commercial land use in the central portion of the area.

Zoning
Ordinance
and Code
Enforcement

Incompatibilities among land uses occur where differences exist among uses that are near one another. Such incompatibilities may result from differences

in the physical scale of development, noise levels, traffic levels, hours of operation and other factors. The City Zoning Ordinance is one of the primary regulatory documents used to ensure land use compatibility. The Ordinance contains standards for development, such as minimum lot sizes, building setback and maximum height limitations, parking and landscaping requirements, and other standards that are designed to promote compatibility.

The Zoning Ordinance, Uniform Building and Fire Codes, Uniform Housing Code and other City ordinances provide standards for physical development, construction of buildings, and maintenance of properties within the community. Many of the standards are applied to protect public healthand safety, and the City is responsible for enforcement of these regulatory requirements. Systematic enforcement of City ordinances and codes, including removal and prevention of graffiti can improve the overall quality of life in East Palo Alto and promote a more positive image for the community.

Rehabilitation of Properties and Buildings

Rehabilitation of older properties and buildings in the community can substantially improve the image of East Palo Alto. Buildings,

landscaping, and public facilities improved physically through rehabilitation efforts upgrade development and create community pride in areas that may otherwise decline over time. The use of Community Development Block Grant and redevelopment tax increment funds, as well as streamlining of permitting for commercial and residential rehabilitation projects, provide sound approaches for revitalization of the community's properties and buildings.

For larger distinct areas that would benefit form revitalization and more focused study of improvement needs, state law provides for the formation of redevelopment projects (such as Gateway/101 Corridor, Ravenswood/Four Corners, and University Circle shown in Figure LU-4 on the following page) or the use of "area plans" or "specific plans" that to promote and direct rehabilitation and revitalization efforts. Such areas do not have to be conclusively identified in the General Plan, but many East Palo Alto neighborhoods described earlier in this section under *Neighborhood Planning* could benefit from such planning and rehabilitation efforts.

Adequate Public Facilities and Services

Public facilities and services supporting development in East Palo Alto are provided by the City and a number of other services districts. Together, these entities provide residents and businesses with water and sewer service, gas and electric power, street lighting, street maintenance, storm drainage, police and fire protection, and solid waste removal.

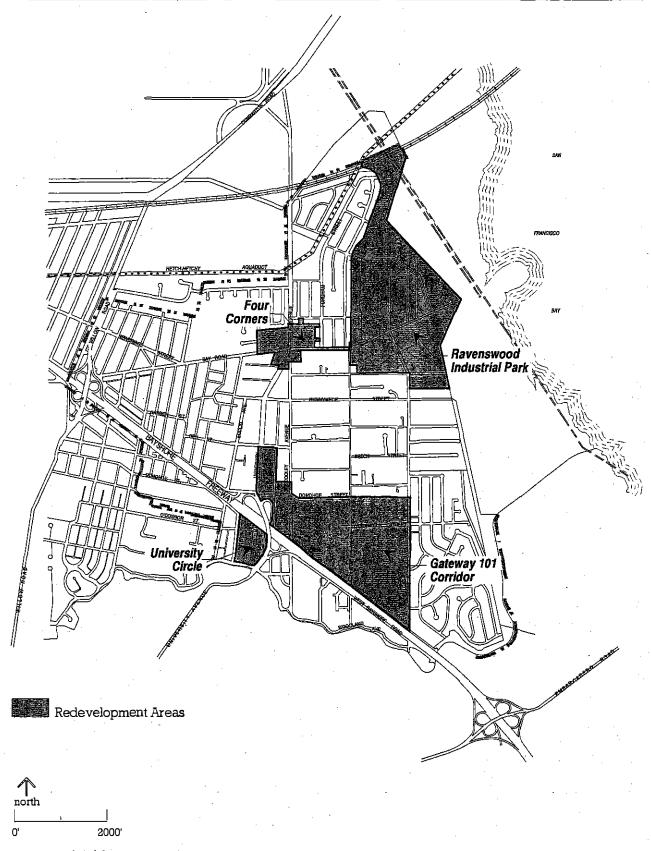
Local Public Service Providers

Local public service providers include the City and other governmental districts, and utility service providers. Three

sources of water service exist in East Palo Alto: a) the East Palo Alto County Waterworks District; b) the Palo Alto Park Mutual Water Company; and c) the O'Conner Tract Mutual Water Company (see Figure LU-5). Although water service is generally acceptable, some water lines in the City are too small in diameter to maintain the required flow of water for fire protection purposes.

Sewer service in East Palo Alto is provided by both the East Palo Alto Sanitary District and the West Bay Sanitary District (see Figure LU-6). Many of the sewer lines within both districts are in poor condition due to age and replacement is underway.

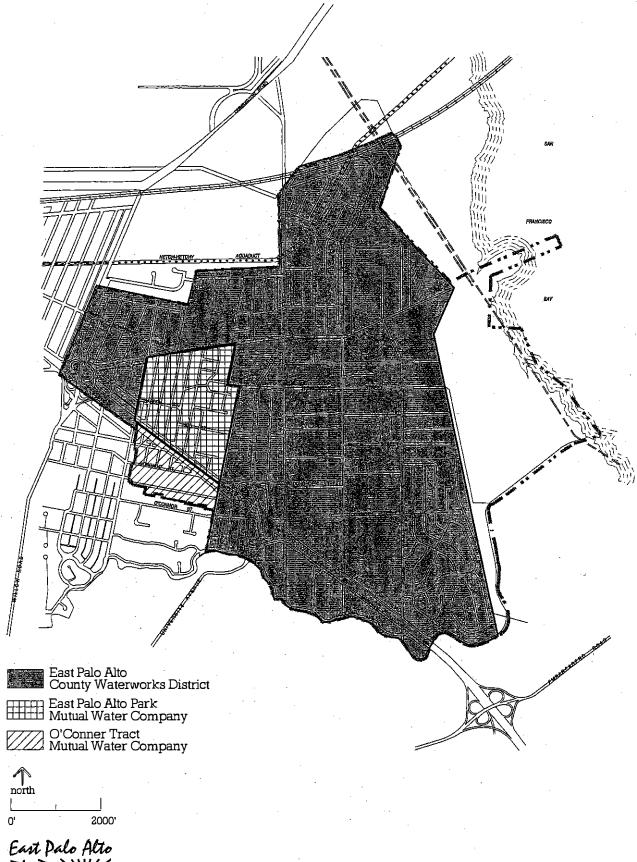
Pacific Gas and Electric provides both natural gas and electric power to the community. Street lighting in East Palo Alto is provided under the Ravenswood Highway Lighting District.





SOURCE: City of East Palo Alto

Figure LU-4 Redevelopment Project Areas



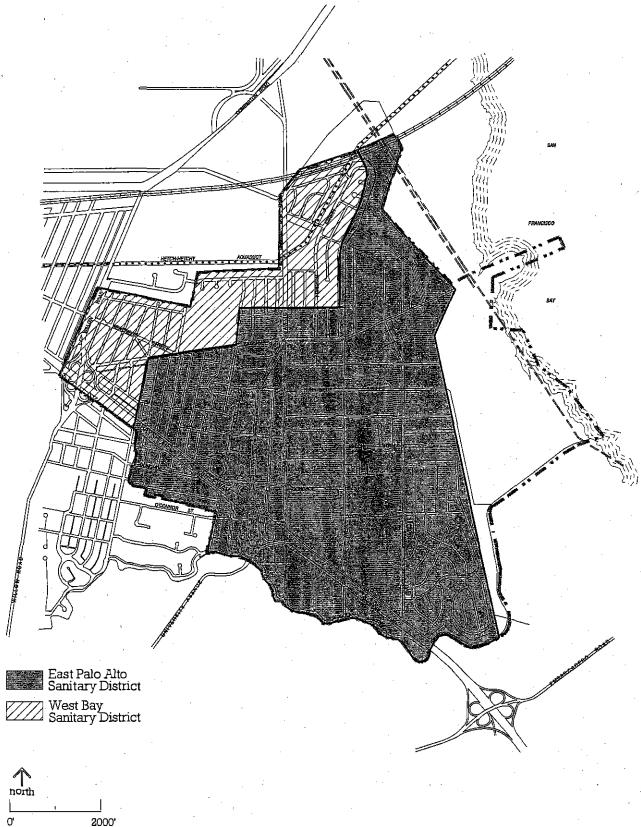
East Palo Alto

Elizabeth

General Plan

SOURCE: City of East Palo Alto

Figure LU-5 Water Districts



SOURCE: City of East Palo Alto

Figure LU-6 Sanitary Districts

East Palo Alto streets are maintained by either the City, while the Bayshore Freeway (101) is maintained by the state Department of Transportation (Caltrans). University Avenue (from Kavanaugh to the Bayshore Freeway) is also expected to be maintained by Caltrans. The existing condition of streets in the community is generally acceptable; however, certain local streets in Palo Alto Park and University Circle contain substandard streets that do not conform to City standards, such as paved shoulders, curbs, sidewalks and drainage improvements.

Maintenance of storm drain facilities is the responsibility of the City Public Works Department, and the City has been divided into two districts - the East Palo Alto Drainage Maintenance District and the Palo Alto Gardens Drainage Maintenance District - for this service (see Figure LU-7). Although a master plan for storm drainage has been adopted, existing storm drains and flood control facilities are inadequate and in need of improvement. Storm drainage system facilities at outfall locations to San Francisco Bay and the O'Connor pump station are maintained by the San Mateo County Public Works Department.

As a City service, the East Palo Alto Police Department offers law enforcement in the community. Police service calls have risen in past years, increasing the law enforcement workload. The City is assisted in its law enforcement efforts by officers from the San Mateo County Sheriff's Department, Menlo Park and the Califomia Highway Patrol.

The Menlo Park Fire Protection District serves East Palo Alto. The community faces no particular threat from wild fires, but the potential for structural and industrial fires is present. Certain areas throughout the City have substandard water lines which cannot maintain the required flow of water for fire protection purposes.

The handling solid waste consists of general waste collection and curbside recycling presently provided by Browning Ferris Industries, a private company. Solid waste that is not recycled is transported to the landfill at Half Moon Bay.

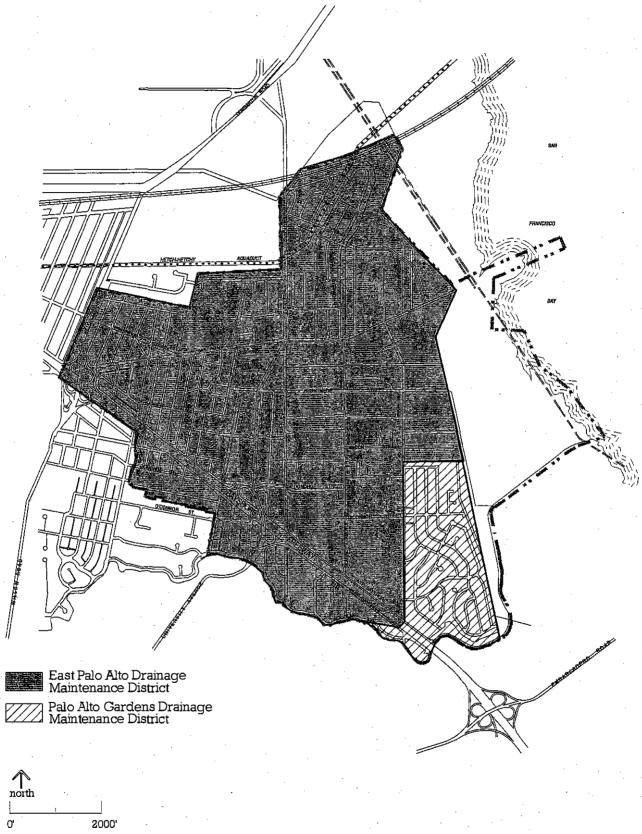
Cooperation Among Service Providers

With the number of public agencies (and private entities) serving East Palo Alto, cooperation among the providers is needed to

ensure that adequate urban services are provided to both existing and new development or redevelopment. A technical advisory committee consisting of staff representatives from each public facility and service provider can provide direct communication with each other on a regular basis to maintain an understanding of factors affecting their combined capabilities.

Inadequacies in ability to provide all necessary urban services can affect the overall health, safety and welfare of the community. Resolution of any potential inadequacies requires an understanding of specific service problems and the implications for other service providers. The existence of a technical advisory committee is necessary to avoid and address potential service provision problems that may arise.

Efforts to consolidate the provision of public utilities are underway. Future consolidation of utilities under the City of East Palo Alto may include the Ravenswood Street Lighting District, the San Mateo County Waterworks District and the East Palo Alto Sanitation District.



East Palo Alto



SOURCE: City of East Palo Alto

Figure LU-7 Drainage Maintenance Districts