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**Final**

**GATEWAY/101 CORRIDOR  
SPECIFIC PLAN**

**City of East Palo Alto  
California**

**October 25, 1993**

**Wallace Roberts & Todd**

**FILE**



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## **2. Planning Context**

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## **2.0 PLANNING CONTEXT**

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### **2.1 LOCATION**

As shown in the regional map in Figure 2.1, the City of East Palo Alto is located along the San Francisco Bay in San Mateo County, approximately 30 miles south of the City of San Francisco. The Project site is located in the southwestern portion of the City of East Palo Alto along the north side of Highway 101 just east of the University Avenue interchange (see Figures 2.2 and 2.3). U.S. Highway 101 (U.S. 101) is a major regional transportation corridor that carries north-south traffic between San Francisco and the Silicon Valley, two of the region's largest employment centers. University Avenue connects U.S. 101 with Bayfront Expressway and the Dumbarton Bridge. This corridor is also regionally significant, linking Interstate 880 (I-880) and U.S. 101, thus providing access between East Bay communities and the San Francisco Peninsula.

The Project Area comprises approximately 145 acres in the northeast quadrant of the intersection of University Avenue and Highway 101. The aerial photograph in Figure 2.2 shows the limits of the Project Area and its relationship to the surrounding environs. The area is generally bounded by Highway 101 and East Bayshore Road on the south; Pulgas Avenue on the east; Donohoe and Bell streets on the north; and University and Capitol avenues on the west.

### **2.2 SITE CHARACTERISTICS AND EXISTING LAND USE**

The site currently includes a mixture of residential, commercial, institutional, and agricultural uses. Altogether there are approximately 475 residential units in the Project Area, including multi-family apartment complexes and a mobile home park in the southern portion of the Project Area, and single family homes in the west and central portions of the area. Three schools are located in the area. The schools, which include Brentwood Elementary, Ronald McNair Intermediate, and the now defunct Ravenswood High School, comprise approximately 47 acres of the Project Area. Four churches are also located in the area. Roughly 6 acres of neighborhood commercial development are located along University Avenue and Donohoe Street near the University Avenue freeway interchange. Commercial nurseries operate greenhouses on approximately 30 acres in the eastern portion of the Project Area (east of Clark Avenue and south of O'Connor Street). Approximately 4.5 acres of land, divided among a half dozen different sites, are currently vacant.

In general, land in the Project Area is underutilized. The combination of vacant parcels, the defunct high school, the commercial nursery operations, and a scattering of single family residences on large lots results in relatively low intensity of development over much of the Project Area. Current general plan land use designations for the area include Neighborhood Commercial along University Avenue and Donohoe Street and in

the area south of Donohoe Street between Cooley Avenue and the freeway interchange, a small amount of Low Density Residential (2.0-6.0 du/ac) in the north and central portion of the Project Area, and Medium Density Residential (6.1-8.7 du/ac) over the rest of the area.

## **2.3 PARCELIZATION AND OWNERSHIP PATTERNS**

The pattern of existing recorded parcels in the Project Area is shown in Figure 2.4. There are 131 recorded parcels in the Project Area, which are owned by 95 different landowners. The parcels range in size from 0.01 to 16.93 acres. Seventeen parcels (13%) are 1.0 acre or larger in size, and comprise 79% (99.07 acres) of the developable area.

As shown in Figure 2.1, the areas with the most consistent pattern of parcelization are the areas of single family residential development along Capitol Avenue north of Donohoe Street, and along the west side of Clarke Avenue south of Donohoe Street. The average size of these single family lots is 0.165 acres (7,185 sq. ft.). The City of East Palo Alto is the largest landowner in the planning area (29.64 acres), followed by the Ravenswood Elementary School District (16.93 acres). Together the two public agencies control 39% of the land in the planning area.

## **2.4 SURROUNDING USES**

Uses and major features surrounding the Project Area are shown in Figure 2.3. Surrounding uses are predominantly residential, with single family development adjacent to the north and east sides of the Project Area. Multi-family residential uses occupy most of the area south of U.S. 101. Due to the substantial corridor width, sound walls, and limited overcrossings, the freeway presents a significant land use barrier between the Project Area and uses to the south. Southwest of the Project Area, across the University Avenue interchange, the University Circle Redevelopment Plan calls for the development of a 23-acre mixed use commercial development including a hotel, office buildings, and a small amount of retail. West of the Project site, the area along University Avenue includes a mixture of neighborhood commercial, office, and parkland uses.

## **2.5 THE NEED FOR REDEVELOPMENT**

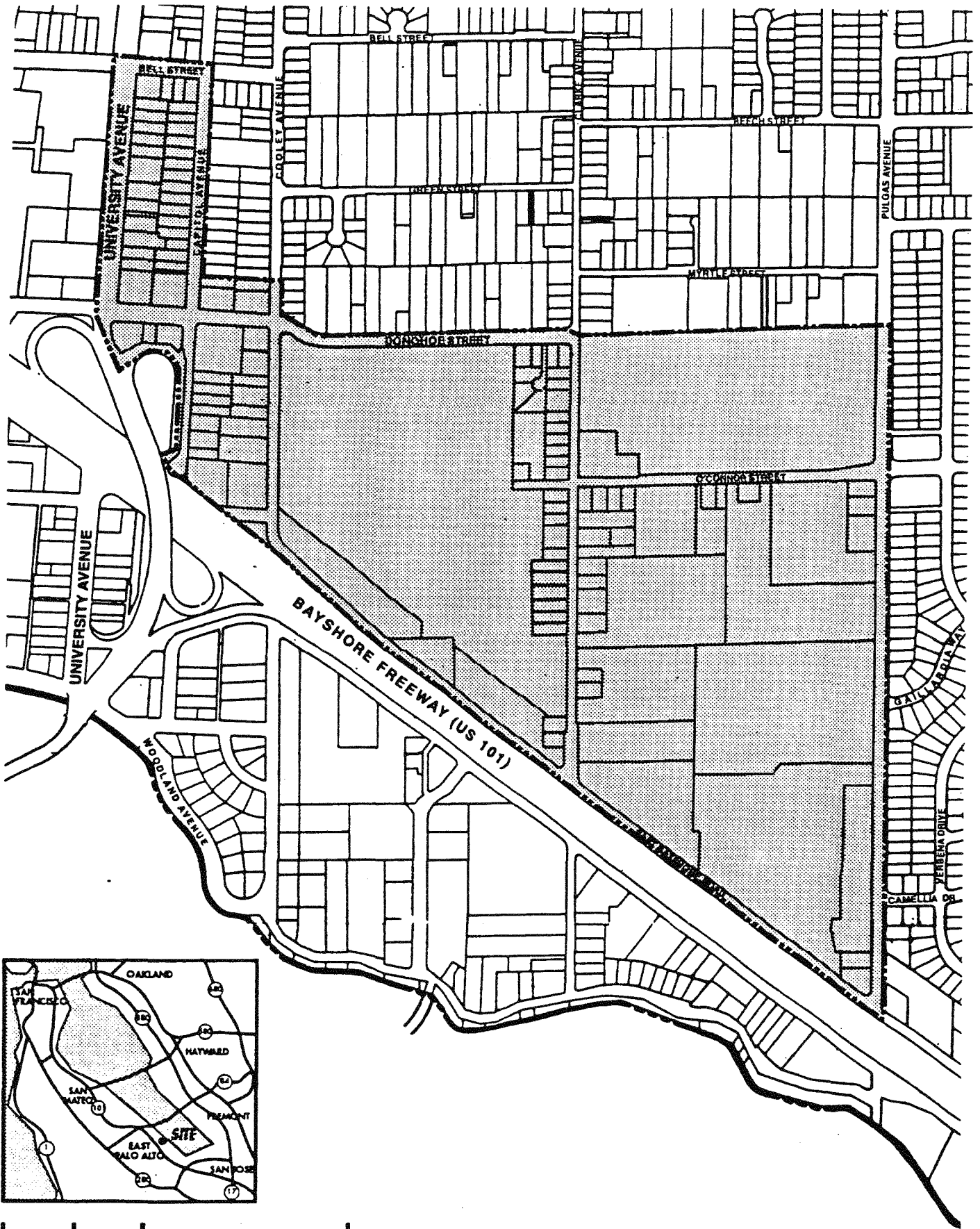
From an economic standpoint, the City of East Palo Alto is somewhat of an anomaly within the predominantly middle- and upper-income communities in San Mateo County and the larger San Francisco Peninsula. While San Mateo County has the second highest mean household income (\$63,672) in the nine-county San Francisco Bay Area, the City of East Palo Alto with a mean household income of \$38,152 (ABAG, "Projections '92"), has one of the lowest household incomes of any community in the Bay Area. Likewise, the per capita assessed value of property within East Palo Alto, from which its property taxes are derived, is the lowest of any city in the County. While the countywide assessed value of property is \$72 per capita, in East Palo Alto the per capita assessed value is only

\$18. Similarly, the City receives much less per capita in retail sales tax revenues than other cities in the County. Countywide 1990/91 sales tax revenues averaged \$121 dollars per capita, while East Palo Alto received only \$12 per capita.

Due to the limited property and sales tax revenues generated within the community and the continued decline in the availability of State and Federal funds, the City lacks the financial resources to adequately address the continued decay of its public infrastructure systems, or to mitigate other conditions of physical, social and economic blight. Developed primarily as an unincorporated community, the City of East Palo Alto is faced not only with the task of maintaining existing facilities, but also of raising facility and service standards within the community to contemporary urban standards. The City suffers from an aging infrastructure system; substandard road and roadside improvements, traffic signals and storm drainage facilities; substandard park, recreational, and community facilities; and a shortage of quality housing that is affordable to East Palo Alto residents. In addition, the City lacks a solid employment or retail base, which limits the City's ability to increase its revenues.

The Project Area was considered for redevelopment because it suffers from a number of problems that face the City as a whole, including substandard road improvements and circulation standards, overcrowded and unhealthy housing conditions, decaying public facilities, and commercial businesses that are functioning well below their economic potential. The specific conditions within the Project Area that led to its consideration as a redevelopment area are discussed in detail in Chapter IV. Blight Analysis, of the *East Palo Alto Gateway/101 Corridor Redevelopment Preliminary Report* (June, 1993). Beyond its blighted conditions however, the Project Area also offers opportunities for redevelopment that can benefit both the Project Area and the City as a whole. The availability of the former Ravenswood High School near the University Avenue interchange with Highway 101 represents an excellent opportunity for retail development that can bring jobs and tax revenue to the City along with improved retail services for the community. The site's excellent freeway access and visibility ensure that the thousands of commuters that pass on U.S. 101 will be reminded of the Project on a daily basis. In addition to the retail potential, the substantial acreage currently in commercial nursery uses provides an opportunity to develop new housing opportunities within a well-planned neighborhood setting.





0 | 300 | 600 FEET | N |

Project Location

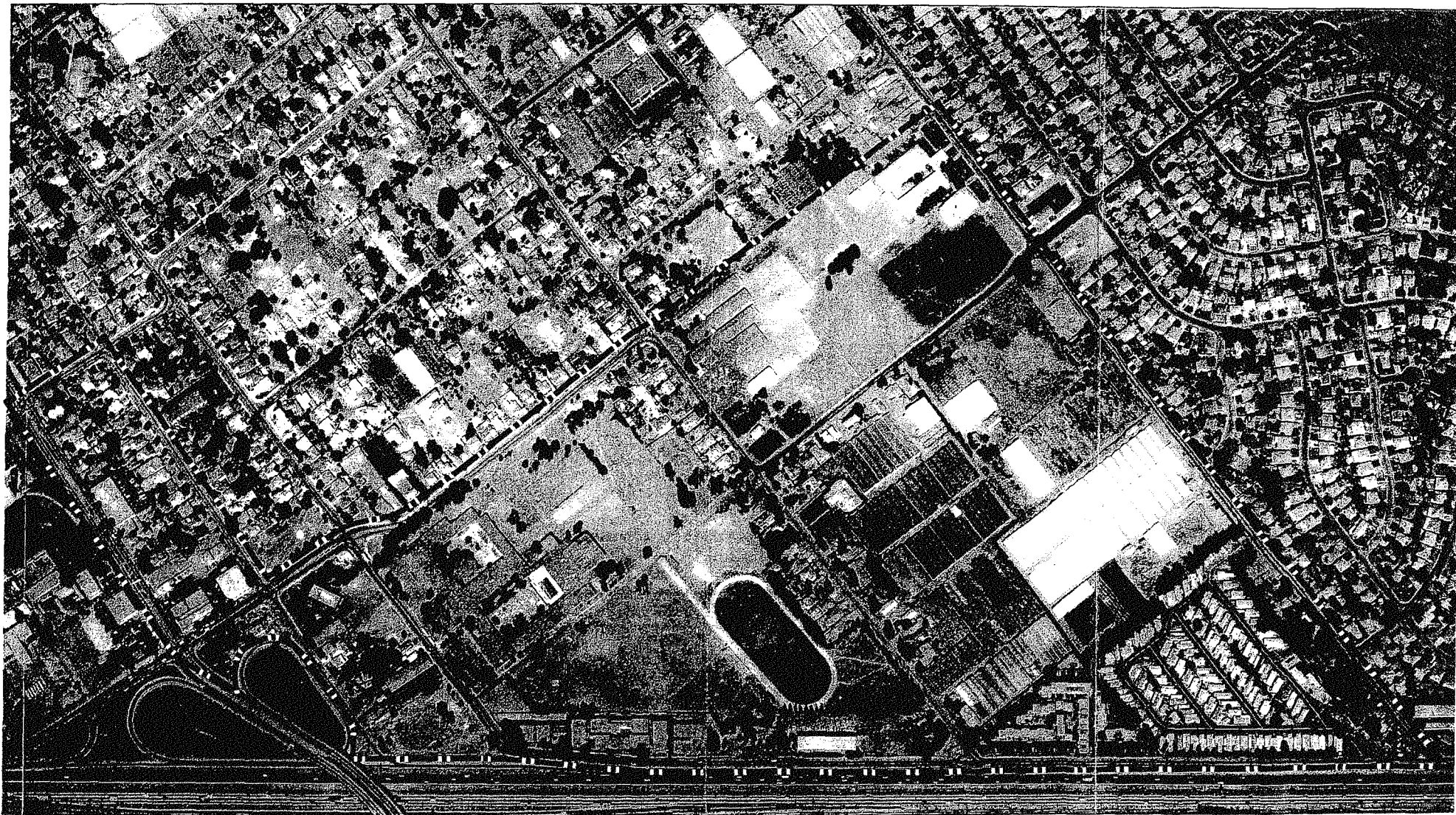
**GATEWAY 101**  
**SPECIFIC PLAN**  
 EAST PALO ALTO REDEVELOPMENT AGENCY

FIGURE 2.1

WALLACE ROBERTS & TODD







--- Project Location

**GATEWAY 101**  
SPECIFIC PLAN

EAST PALO ALTO REDEVELOPMENT AGENCY

0 | 250 | 500 FEET | N

WALLACE ROBERTS & TODD

Local Context  
FIGURE 2.



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## **3. Summary**

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## **3.0 SUMMARY**

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### **3.1 THE GATEWAY 101 SPECIFIC PLAN**

The Specific Plan is part of a comprehensive redevelopment strategy for Gateway 101 planning area. Representing a three-year effort that involved extensive collection and analysis of data and formulation of alternatives, it proposes a planning framework for approximately 145 acres located at University Avenue and U.S. 101, the main entrance to the City of East Palo Alto.

The Specific Plan is a planning and regulatory tool developed to ensure the attainment of the objectives of the Gateway/101 Corridor Redevelopment Plan and the land use policies of the City's General Plan. It will be used by local leaders and the public to guide future land use and development decisions for the Gateway area.

### **3.2 THE SPECIFIC PLAN CONCEPT**

The Specific Plan concept for the Gateway area calls for the development of a mixed-used neighborhood that will be an economically and socially vital urban environment where people can live, work, shop, play, and interact in a manner that fosters a greater sense of community. In order to provide an attractive and secure environment, the Plan provides design guidelines and development standards that will ensure that proposed changes to the physical environment at this important gateway will enhance the image of both the neighborhood and the City as whole.

The centerpiece of the Plan is a new promotional retail center located at the University Avenue/U.S. 101 interchange where it can take advantage of its visibility and convenience to attract regional traffic that flows through the area. In addition to improving the City's tax base by catering to a broader regional market, the retail center will also significantly increase community opportunities for both local employment and retail and commercial services. The Plan also calls for redevelopment along key collector streets to provide neighborhood commercial uses that will complement the uses in promotional retail center, and further enhance the availability and convenience of retail and commercial services to local residents. The more community oriented neighborhood commercial centers are envisioned as being more pedestrian- and transit-oriented mixed-use concentrations which include retail, service, and office uses, and are carefully integrated with surrounding residential neighborhoods.

The Specific Plan provides for new residential development within the planning area in order to create improved housing opportunities for those displaced by redevelopment and to provide opportunities for new residents to the area. Residential development is to be concentrated in the area between Clarke Avenue and Pulgas Avenue in an effort

to establish a more compact and coherent residential neighborhood than the dispersed pattern that currently exists in the planning area. Residential designations range from single family detached dwelling units to high density multi-family, and are intended to include both rental and for sale housing, at market rate and below-market rate (i.e., affordable) values. The planning concept for the area calls for new residential development to be oriented towards new park facilities proposed in the Plan and at existing schools. It is intended that proposed park facilities can be integrated into the residential area to give form, character, and identity to the new neighborhood.

The Specific Plan also maintains several existing land uses in the Plan area to minimize community disruption and preserve existing educational facilities. Residential uses which will remain include the Palo Mobile Estates, the Light Tree Apartments, and 17 single family homes along Capitol Avenue. Brentwood Elementary School and McNair Intermediate School, as well as two churches (Grace Temple and Mt. Olive Missionary) will also remain.

The circulation concept calls for improving circulation through the area to accommodate both regional traffic and traffic added by new residential and commercial development as part of the project. In addition to street widening and signalization, the Plan re-routes East Bayshore Road through the middle of the retail center to provide a through connection with University. The objective of this improvement is two-fold: to improve the current flow of regional traffic through the area that uses East Bayshore as a reliever route to get to the Dumbarton Bridge, and to pull traffic headed to the retail center into the center as efficiently as possible. A third related objective is to minimize the intrusion of regional and retail traffic into surrounding neighborhoods, by maintaining as smooth a flow of traffic as possible along East Bayshore Road and University Avenue.

### **3.3 LAND USE**

The Land Use chapter of the Specific Plan consists of four sections: a discussion of the land use map; land use goals, policies and action programs; a definition of the land use categories; and a description of the three planning subareas and associated development. As in a General Plan, the Land Use chapter is regarded as the "core" of the Specific Plan (to which all other elements of the Plan are related). The chapter presents the physical pattern of land uses within the Specific Plan area and establishes the policy and implementation mechanisms to achieve the Plan's goals.

#### **3.3.1 LAND USE MAP**

The Land Use Map (Figure 4.1) illustrates the distribution of land uses within the Specific Plan area. Table 4.1 provides acreage breakdowns for the mapped land use categories.

#### **3.3.2 LAND USE GOALS AND POLICIES**

The residential land use goals and policies encourage diversity in housing options to meet the diverse needs of the City's population, and the creation of a residential neighborhood with character and identity. Improving the quality of planning area

housing stock and ensuring the provision of housing which is affordable to residents of East Palo Alto are emphasized as critical community objectives.

The commercial land use goals and policies establish two distinct commercial districts intended to have different characters and geared toward different markets. An overall goal of commercial development in the planning area is to establish new retail opportunities for the community and a consistent long-term base for sales tax revenues. The Plan calls for the Promotional Retail Center to be the primary mechanism for achieving both these goals by including large retailers that will draw from a regional market area. The Plan promotes the development of neighborhood commercial centers which are predominantly local-serving, providing goods and services to the community which are currently unavailable. Primary objectives of the neighborhood commercial districts are also to provide significant new opportunities for local ownership of businesses, and to enhance the commercial environment for such businesses.

Plan policies support the development of employment-generating retail uses in the community both as a means of increasing opportunities for employing East Palo Alto residents and as a means of improving the current jobs/housing imbalance. The Plan also includes policy supporting the establishment of jobs training and local hiring programs which will enhance employment opportunities for local residents both for short term construction jobs and long term retail jobs.

The recreation policies provide for enhanced recreational opportunities that contribute to a more balanced and healthy living environment for both the planning area and the City as a whole. Plan policies require that facilities be provided to accommodate a full range of recreational activities from intense active sports to passive open space enjoyment, and that the needs of all segments of the community be considered. The Plan also recommends that facilities displaced by redevelopment be replaced to the extent feasible.

### **3.3.3 LAND USE CATEGORIES**

#### **Residential**

The Specific Plan area includes three residential classifications: High Density (HDR), Medium-High Density (MHDR), and Medium Density (MDR). The Specific Plan projects a maximum residential capacity 470 housing units at "buildout" (i.e., full development of the Specific Plan.) Approximately 70% of the new housing units will be multi-family in character in order to meet the community's affordability requirements. Similarly, the other 30% of the housing units will be designed as smaller single family detached, zero-lot line or attached units in order to keep housing costs within a range affordable to families in East Palo Alto.

#### **Commercial**

The Specific Plan establishes two classifications for Commercial land uses: General Commercial (GC) and Neighborhood Commercial (NC). At buildout, the Specific Plan will accommodate approximately 0.6 million square feet of commercial space.

### **Institutional**

The Institutional (I) land use category is included in the Specific Plan area to identify the sites of the two existing public schools: Brentwood Elementary and Ronald McNair Intermediate (see Public Services section).

### **Resource Management**

The Resource Management category is used to identify publicly owned or managed parks and recreation areas. The Specific Plan provides for up to 11.4 acres of parkland within the planning area.

## **3.3.4 PLANNING SUBAREAS**

The land use plan divides the Specific Plan area into three subareas. Each subarea is defined by a distinct pattern of development and range of land uses. Together, the subareas provide for a broad range of development options within the Specific Plan area. At the same time, the purpose of the subareas is to create unique districts, each with its own activities and identity. Urban design guidelines for the subareas are given in detail in Chapter 6, Community Design.

## **3.4 TRAFFIC AND CIRCULATION**

The Specific Plan features a circulation system designed to accommodate both regional and local automobile traffic. Although the Promotional Retail Center will attract substantial new traffic to the area, the Plan attempts to reduce reliance on the single-occupant vehicle by accommodating pedestrian, bicycle and transit travel. Land uses patterns and intensities are designed to encourage walking, cycling, and bus use. The intent is to achieve a smoother flow of traffic through the area as well as to promote important environmental benefits, such as reduced air and noise pollution, and increased energy conservation, through the reduction in the number and length of daily vehicle trips associated with new development.

### **3.4.1 STREETS AND HIGHWAYS**

The street system within the planning area carries both subregional and local traffic due to the proximity of the heavily travelled U.S. 101 and University Avenue corridors. Buildout of the Specific Plan area will further increase traffic in the planning area, particularly in the Promotional Retail Center area. In order to accommodate increased traffic in this area and reduce the intrusion of regional traffic into East Palo Alto neighborhoods, the Project proposes a new alignment of East Bayshore Road which connects directly to Donohoe Street. The combination of the new alignment, which will draw retail traffic directly into the center, and the added capacity of the improved roadway are intended to encourage subregional traffic to use the improved East Bayshore Road, rather than using local streets as reliever routes.



Donohoe Street will be re-aligned in the area just east of Capitol Avenue in order to accommodate the realignment of East Bayshore Road. Donohoe Street will also be widened both east and west of its connection with East Bayshore Road. East of East Bayshore the roadway will be widened to accommodate traffic flow into the retail center. West of East Bayshore, the roadway will be widened to accommodate increased traffic between East Bayshore Road and University Avenue. Clarke Avenue will also be widened to accommodate left turn lanes into the retail center. Other streets in the planning area will maintain their current lane configurations, however will be improved with curbs, gutters, striping, signage, etc. as necessary to improve their safety.

ADD - SIDEWALKS WIDTH = 5'

### 3.4.2 PUBLIC TRANSIT

Increasing transit convenience and public access to transit opportunities is encouraged by the Plan. Also, SamTrans, the local service provider, is encouraged to monitor project development and regularly review its routes to ensure effective service to the area. Local transit service is to be provided to all land use areas with connections to regional transit, such as Caltrain. Design guidelines encourage the provision of transit facilities such as bus shelters and improved transit stops. A major new bus stop/shelter is proposed on Donohoe Street adjacent to the retail center to accommodate transit use to and from the center.

### 3.4.3 PEDESTRIAN CIRCULATION

The Plan provides a network of sidewalks along both sides of most planning area roadways and marked pedestrian crossings at key intersections in order to facilitate safe pedestrian movement within the planning area. Street standards have been developed with the comfort and safety of both the automobile and pedestrian in mind. In the Neighborhood Commercial areas, the design guidelines promote the development of pedestrian areas that will promote an active and vital street life.

### 3.4.4 BICYCLE CIRCULATION

The Specific Plan calls for the development of a safe and convenient bicycle circulation system. The key components of the system will be designated bike routes, bike lanes and bicycle storage facilities.

### 3.4.5 PARKING

Adequate parking standards are an important component of the circulation system. Minimum standards of 4.5 spaces per 1,000 square feet of retail are required in the promotional retail center to ensure that retail traffic can be handled within the center and does not spill over onto surrounding streets. Street parking is encouraged in all other areas of the Project as a means of reducing the need for offstreet parking and providing the extra benefit of activating street life.

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## 3.5 COMMUNITY DESIGN

Design of planning area elements will play an important role in establishing the character and image for the Gateway area and promoting the quality of life envisioned by the Specific Plan. Particular emphasis is given in the guidelines to ensuring that: the mix of land uses creates a coherent and harmonious urban environment; the physical character of new development enhances the character and identity of this entrance to the City; and the public streetscape is designed to provide a safe, attractive, and invigorating pedestrian environment.

Design guidelines are presented for each of the three planning subareas. For each subarea guidelines are provided relating to the types, siting, and height of buildings, entries, parking, transit, pedestrian/bicycle circulation, open space and public facilities, and any special considerations.

The design intent in the Promotional Retail Subarea is to promote the development of an attractive, high quality retail center, while maintaining its viability to successfully compete with similar retail centers within the market area. The guiding design concepts for the Promotional Retail Center are: to develop an attractive center that is integrated as much as feasible with the surrounding community; to maintain good sight lines into the center and an attractive image from the freeway and local streets; minimize intrusion of retail center traffic into residential neighborhoods; to provide convenient alternatives to the automobile by creating a pedestrian-friendly environment with access to transit.

The design intent for the Neighborhood Commercial areas is to establish compact, well-defined community serving commercial districts that are convenient and attractive to local residents. These areas are envisioned as a congregation of smaller retail and service uses housed in more or less contiguous storefronts that are oriented toward the sidewalk along the main thoroughfare. The Neighborhood Commercial development will be scaled to encourage a pedestrian orientation where shoppers park their cars and then walk to businesses and shops within the area. A goal of the guidelines is to establish the character of a traditional shopping street, with attractive pedestrian amenities and a lively, interesting shopping environment.

The guidelines for the Residential subarea, which flanks the Promotional Retail Center, are intended to accommodate a range of housing options in a well-integrated and attractive setting. Guidelines emphasize the relation of buildings to the street and a community park, and the creation of a pedestrian friendly street environment. The objective of the guidelines is to promote new residential development that fosters a sense of neighborhood identity and community pride by creating a safe and attractive living environment. In addition to creating an attractive residential environment, the design guidelines are intended to improve security and to increase the opportunity for residents to know their neighbors and take responsibility for their surroundings.

The guidelines for the Circulation System (pedestrian and bike paths, and streets) focus on creating community and subarea identity; enhancing commercial activity, and encouraging pedestrian use. An emphasis has been placed on facilitating efficient traffic flow while also minimizing conflicts between pedestrian, bicycle and automobile-users.

## **3.6 UTILITIES**

### **3.6.1 WATER SUPPLY AND FACILITIES**

Water service to the Gateway Specific Plan area will be provided by the East Palo Alto County Water Works District (EPAWD), the local water retailer. The EPAWD will obtain its water supply from the San Francisco Water Department (SFWD). Development of the Specific Plan area will require improvements to the water distribution system to provide adequate capacity to meet the needs of the plan for fire fighting requirements, irrigation, and potable water usage.

### **3.6.2 WASTEWATER**

Wastewater service to Specific Plan area will be provided by the East Palo Alto Sanitary District (EPASD), and effluent will be treated at the City of Palo Alto's Regional Water Quality Control Plant. Development in the Specific Plan area will require the construction of sewer system improvements to replace on behalf of the EPASD two line segments (Cooley Avenue and O'Connor Street) identified as currently deficient by the District's CIP, and the replacement of a third line segment (Pulgas Avenue) that will become deficient through implementation of the Plan.

### **3.6.3 STORM DRAINAGE**

The Specific Plan area will drain into two different service districts. The westerly portion of the Project will drain through existing lines to the Runnymede Street outlet which is within the East Palo Alto Drainage Maintenance District. The easterly portion of the Project will drain through existing pipelines into the O'Connor Street Pump Station which is within the Palo Alto Gardens Drainage Maintenance District. Implementation of the Project will include storm drain improvements to alleviate existing flooding problems in the low-lying areas near the Runnymede Street outlet structure, and to accommodate local surface drainage collection and transport associated with the implementation of the Specific Plan. Resolution of area-wide needs requires construction of a 2,760-foot segment from O'Connor Street Pump Station to Runnymede Street and a 900-foot 12-inch line to the low-lying areas on Runnymede Street by the drainage maintenance districts serving the area. The Project proposes the extension of storm drains into the Specific Plan area.

### **3.6.4 OTHER UTILITIES**

The utilities that currently provide services to the Project Area (PG&E, Pacific Bell, and Cable Cooperative of Palo Alto) do not expect to have to significantly alter their distributions systems to accommodate the Project. Utility improvements will be made in accordance with the policies and specifications of the utility companies. Overhead electric and telephone lines will be undergrounded for new services required within the Project Area.

## **3.7 PUBLIC SERVICES**

The Specific Plan will require some augmentation of important community services and facilities. Planning for community services is informed by three general objectives: 1) the provision of community services will proceed concurrently with development; 2) development will not lead to an overburdening of existing services or municipal finances; and 3) current service standards will be maintained or improved.

### **3.7.1 SCHOOLS**

The Specific Plan area will continue to be served by the Ravenswood Elementary School District, the Sequoia Union High School District, and the San Mateo Community College District. The Project will result in increases and a shifting in enrollment in each of the districts due to intensification of uses and the relocation of existing Project Area residents. Due to the relatively small overall increase and its dispersion over many years, it is not anticipated that any new facilities will be required as a result of the Project.

### **3.7.2 POLICE PROTECTION**

Buildout of the Project will result in increased demand for police personnel, facilities and services. Overall, however, the Project is expected to have a positive impact on security in the community by generating needed revenues to fund expanded staff and facilities identified by the Police Department and to improve the quality and character of development in the area. The Promotional Retail Center will be required to supplement City Police services by providing onsite security services. Timing of development in the Specific Plan area will be coordinated with Police Department to allow for adequate advance planning. Special emphasis has been placed on introducing "design for safety" concepts into Project in order to promote a more secure and crime-free environment. Toward this end, Police Department review of projects is recommended and Department safety recommendations will be incorporated into individual project design.

### **3.7.3 FIRE PROTECTION**

Fire protection services will continue to be provided by the Menlo Park Fire Protection District (MPFPD). Maintenance of service standards, particularly response times, and minimizing the risk of urban fires are the focus of Fire Protection policies. At buildout, the plan would increase demand for services based on an intensification of uses, but would significantly reduce existing fire hazard associated with blighted conditions, and improve emergency fire access through road and circulation improvements.

### **3.7.4 PARKS AND RECREATION**

The proposed redevelopment will eliminate the unmaintained and decrepit recreation facilities that remain at the abandoned Ravenswood High School site. In their place, the Project will provide 11.4 acres of improved parkland and a new 50,000 square foot community center. The community center will be a multi-purpose facility intended to replace the gymnasium, auditorium, and other indoor facilities that would be lost with

the redevelopment of the high school site. In addition, the Project will also provide funding to upgrade existing offsite facilities that are in need of improvement, specifically, the gymnasium and swimming pool in Bell Street Park.

## **3.8 IMPLEMENTATION**

Chapter 9 of the Specific Plan identifies the sequence of procedural and administrative steps to be followed to implement this Plan.

### **3.8.1 KEY IMPLEMENTING ACTIONS**

The following implementing actions are described further in Chapter 9.

- EIR Certification
- Adoption of CEQA Findings
- Amendment of the General Plan
- Adoption of the Specific Plan
- Adoption of the Redevelopment Plan
- Adoption of Rezoning
- Adoption of Master Plan for "Future Study Area"
- Approval of Public Improvement Plans
- Adoption of Parks and Recreation Improvement Plan
- Preparation of Financing Plan
- Adoption of Development Review Procedures
- Review and Approval of Tentative Maps and Development Plans

### **3.8.2 ADMINISTRATION OF THE SPECIFIC PLAN**

Responsibility for administering the Specific Plan will be the responsibility of the Redevelopment Agency and the City of East Palo Alto. The City will review all projects proposed within the planning area for consistency with the Specific Plan and approve those projects that meet the objectives of the Specific Plan.

### **3.8.3 SPECIFIC PLAN CONSISTENCY**

Once the Specific Plan is adopted, a finding of consistency is needed for each subsequent entitlement or public improvement consistent with the Specific Plan. If necessary, amendments to the Specific Plan may be requested by a developer or property owner, and may be initiated by the City in accordance with City procedures.

### **3.8.4 OTHER IMPLEMENTATION AND ADMINISTRATION ISSUES**

Supplemental environmental review beyond the program EIR prepared for the Specific Plan may be required if it is determined that a project introduces changes to the Plan that are not covered in the Specific Plan EIR.

## Summary

The Specific Plan recommends the use of Conditions, Covenants and Restrictions (CC and R's) to enforce the design guidelines of the Specific Plan and to maintain landscape, open space areas and the improvements of each development project.

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## **4. Land Use**

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## 4.0 LAND USE

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### 4.1 PURPOSE

This chapter of the Specific Plan sets forth land use goals, policies, and standards applicable to the Gateway 101 Specific Plan area. It also identifies the future distribution, location, and intensity of land uses within the planning area. More detailed information on public utilities is included in Chapter 7, details of the circulation system are contained in Chapter 5, and additional information relating to public services and facilities is included in Chapter 8.

Table 4.1 presents acreages for each of the land use types and for buildout of the planning area. Based on the proposed intensity of development, buildout of the planning area could result in a total population of nearly 2,340 residents, 703 dwelling units, and 1,172 jobs (see Tables 4.2 and 4.3). The net increase in each of these categories (i.e., the amount above existing levels) would be approximately 769 new residents, 230 new dwelling units, and 1,042 new jobs.

The chapter consists of the following sections:

- Discussion of the land use map (Section 4.2);
- Review of land use goals and policies (Sections 4.3 through 4.7);
- Definition of land use categories (Section 4.8); and
- Description of the three planning subareas and associated development potential of each (Section 4.9).

### 4.2 LAND USE MAP

The Land Use Map (Figure 4.1) illustrates the land use pattern permitted in the Specific Plan area, and Table 4.1 provides the acreage breakdown for each Specific Plan land use category. The map is an expression of certain key themes that are the foundation of the plan, including:

- Recognition of City, landowner and citizen goals and objectives to enhance the quality of life within the planning area;
- Recognition of the need to include revenue-generating uses that will support redevelopment objectives;
- Provision of new employment opportunities and high quality housing that is affordable to persons of low and moderate incomes;
- Responsiveness to traffic, noise, hazardous materials and other environmental factors; and
- Establishment of a development character that reflects a high level of concern for quality design.

**Table 4.1  
GATEWAY 101 SPECIFIC PLAN  
LAND USE SUMMARY**

Land Use Designation	Land Area	Density	Yield
<b>COMMERCIAL</b>			
<b>General Commercial</b>			
-West of Bayshore	13.20 acres	0.25 FAR	.144 msf
-East of Bayshore	31.60 acres	0.25 FAR	.344 msf
<b>Subtotal:</b>	<b>44.80 acres</b>	<b>0.25 FAR</b>	<b>.488 msf</b>
<b>Neighborhood Commercial</b>			
-Pulgas/E. Bayshore	1.19 acres	0.30 FAR	0.016 msf
-Donohoe Frontage	2.84 acres	0.30 FAR	0.037 msf
-University Frontage	2.98 acres	0.30 FAR	0.039 msf
<b>Subtotal:</b>	<b>6.87 acres</b>	<b>-</b>	<b>0.092 msf</b>
Multi-plex Cinema	6.87 acres	-	.025 msf
<b>TOTAL:</b>	<b>58.68 acres</b>	<b>-</b>	<b>0.605 msf</b>
<b>RESIDENTIAL</b>			
<b>PROPOSED REDEVELOPMENT</b>			
High Density	9.48 acres	18-35 units/acre	170-332 units
Medium High Density	6.53 acres	9-17 units/acre	58-111 units
Medium Density	3.30 acres	2-8 units/acre	6-26 units
<b>Subtotal:</b>	<b>19.31 acres</b>	<b>-</b>	<b>234-469 units</b>
<b>EXISTING TO REMAIN</b>			
Palo Mobile Estates	10.37 acres	11.3 units/acre	117 units
Light Tree Apartments	3.41 acres	29.3 units/acre	100 units
Single Family on Capitol	2.48 acres	6.9 units/acre	17 units
<b>Subtotal:</b>	<b>16.26 acres</b>	<b>-</b>	<b>234 units</b>
<b>SUBTOTAL:</b>	<b>35.57 acres</b>	<b>-</b>	<b>468-703 units</b>
<b>CHURCHES</b>			
Grace Temple (1970 Clarke)	0.70 acre	-	-
Mt. Olive Missionary (1981 Pulgas)	0.79 acre	-	-
<b>SUBTOTAL:</b>	<b>1.49 acres</b>	<b>-</b>	<b>-</b>

Table 4.1 GATEWAY 101 SPECIFIC PLAN LAND USE SUMMARY			
Land Use Designation	Land Area	Density	Yield
<b>SCHOOLS</b>			
Brentwood Elementary School	-	-	-
Ronald McNair Intermediate School	-	-	-
<b>SUBTOTAL:</b>	<b>16.93 acres</b>	-	-
<b>PARKS AND OPEN SPACE</b>			
North of O'Connor	1.00 acre	-	-
South of O'Connor	10.40 acres	-	-
<b>SUBTOTAL:</b>	<b>11.40 acres</b>	-	-
<b>STREET RIGHTS-OF-WAY</b>			
<b>SUBTOTAL:</b>	<b>21.71 acres</b>	-	-
<b>TOTAL LAND AREA</b>	<b>145.78 acres</b>		

NOTES:

FAR = Floor Area Ratio  
 msf = million square feet

Due to the scale of the map, the size and location of specific elements or boundaries in Figure 4.1 are approximate. The figure is a generalized depiction of the planning area, not a precise development plan. The Plan assumes some flexibility will be needed when interpreting the Plan. Minor adjustments to road alignments, boundaries, and other features may be necessary when individual applications for development are submitted. The Land Use Map by itself does not govern future development in the planning area, but must be used in conjunction with Plan goals and policies.

Table 4.2 GATEWAY 101 SPECIFIC PLAN NEW POPULATION AND EMPLOYMENT GENERATION				
Land Use Designation	Development	Sq. Ft./Employee	Persons/Unit	Population
Commercial				
General Commercial	0.488 msf	500	–	976 employees
Neighborhood Commercial	0.092 msf	500	–	183 employees
Multi-plex Cinema	0.025 msf	1,920	–	13 employees
<b>TOTAL:</b>	<b>0.605 msf</b>	<b>–</b>	<b>–</b>	<b>1,172 employees</b>
Residential <sup>1</sup>				
High Density	332 units	–	3.33	1,106 residents
Medium High Density	111 units	–	3.33	370 residents
Medium Density	26 units	–	3.33	87 residents
<b>TOTAL:</b>	<b>469 units</b>	<b>–</b>	<b>–</b>	<b>1,563 residents</b>

**NOTES:**

<sup>1</sup> Includes new residential development only. Existing residential development to remain undisturbed consists of 234 dwelling units, with a population of 776 persons.

msf = million square feet

Table 4.3 CITY OF EAST PALO ALTO EXISTING AND PROJECTED JOBS/HOUSING BALANCE					
Planning Area	Households	Jobs	Employed Residents	Balance <sup>1</sup>	Ratio <sup>2</sup>
Existing:					
City of East Palo Alto (1990) <sup>3</sup>	6,879	1,240	10,242	8.26	0.12
Gateway Specific Plan Area	473	130	705 <sup>4</sup>	5.42	0.18
Projected:					
City of East Palo Alto (2010) <sup>3</sup>	8,730	5,880	12,800	2.18	0.46
Gateway Specific Plan Area	703	1,172	1,047 <sup>4</sup>	0.89	1.12

**NOTES:**

<sup>1</sup> "Balance" refers to the number of employed residents in relation to the number of jobs.

<sup>2</sup> "Ratio" refers to the number of jobs in relation to the number of employed residents.

<sup>3</sup> Source: ABAG's Projections 92 and Projections 92 Recession Update.

<sup>4</sup> Based on the City's current ratio of 1.49 employed residents per household.

In one portion of the planning area the Land Use Map is less specific regarding the actual distribution of land uses. The Land Use Map shows an area between Clarke Avenue and Pulgas Avenue as a *Future Study Area*. The land use designations intended for this area and the acreages associated with each designation have been shown, but their distribution within the area will be determined at a later date. Due to ongoing planning by landowners in the area and the Redevelopment Agency, it was felt that formulating the physical plan for the area at this time would be premature. The process by which a more precise plan for this area will be developed is addressed later in this chapter under the discussion of the individual planning subareas.

## 4.3 THE LAND USE CONCEPT

### 4.3.1 AN OPPORTUNITY AND CHALLENGE

The redevelopment of the Gateway 101 area represents both an opportunity and a challenge. Located at the main entrance to the City from U.S. 101, the area provides a unique opportunity to enhance the image of East Palo Alto for the thousands of travelers who pass the site daily and to create a source of on-going revenues that will contribute to the economic health of the City.

The plan for the Gateway area is a response to a complex set of economic, physical, social, and environmental variables. However, five factors played a key role in formulating the land use concept set forth in the Gateway 101 Specific Plan:

- 1) The need to provide an attractive gateway into the City from U.S. 101.
- 2) The shortage of local shopping and commercial service facilities, such as banks, restaurants, grocery and drug stores, building supply stores, stores offering clothing and other soft goods, and local retail shops.
- 3) The shortage of local employment opportunities for East Palo Alto residents.
- 4) The need to improve housing conditions and infrastructure (e.g., sanitary sewer, storm drainage, water systems) in the planning area.
- 5) The post-Proposition 13 dilemma facing most communities, i.e., limited resources and rising costs for services necessitates a mix of land uses within the planning area that ensures economic viability and fiscal stability.

### 4.3.2 A BALANCED MIXED USE NEIGHBORHOOD

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**GOAL:**     *To establish an attractive and vital neighborhood that provides a range of residential, commercial, and recreational opportunities.*

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In response to these factors, the land use concept calls for the development of a vital, self-sustaining urban environment where people can live, work, play, and interact in a manner that fosters a strong sense of community. The Plan includes a range of residential, commercial, and recreation uses. Land use patterns have been structured to place employment, services and shopping areas within a short distance of future residents, and all uses have been carefully integrated with each other to create a more vital and socially active community. A major tenet of the Plan is that if people have the opportunity to live, work, shop and play within their own community, the potential for reducing vehicular travel and improving social interaction and community pride increases substantially.

Toward this end, the Plan proposes redevelopment that includes three primary components: regionally-oriented retail, local-serving commercial, and residential development. This mix of uses was influenced not only by existing conditions in the area, but also by the area's importance to the entire City. Accordingly, the Plan seeks to address citywide issues, including the need to establish a source of ongoing municipal revenues, to provide new and improved retail opportunities, and to provide an attractive gateway to the City. The area's strategic location at the University Avenue freeway interchange and at the principal entry to the City made it a natural site at which to fulfill these objectives.

Given the importance to the City of establishing an ongoing source of revenues and new retail opportunities, the centerpiece of the Plan is a new promotional retail center located at the University Avenue/U.S. 101 interchange where it can take advantage of the site's visibility and convenience to attract regional traffic that flows through the area. In addition to improving the City's tax base by catering to a broader regional market, the retail center is also intended to significantly increase community opportunities for both local employment and retail and commercial services.

In addition to this more regionally-oriented retail, the Plan also calls for redevelopment along key collector streets to provide improved neighborhood commercial centers that will complement the uses in the promotional center and further enhance the availability and convenience of retail and commercial services to local residents. These neighborhood commercial centers are envisioned as pedestrian-oriented and transit-accessible mixed-use concentrations that include retail, service, and office uses, carefully integrated with surrounding residential neighborhoods.

The Plan provides for new residential development in order to create improved housing opportunities for those displaced by redevelopment and to provide opportunities for new residents in the area. Residential development is to be concentrated in the area between Clarke and Pulgas Avenues to establish a more compact and coherent residential neighborhood than the dispersed pattern that currently exists in the planning area. Residential designations range from single-family detached houses to high density multi-family units, and are intended to include both rental and for-sale housing at market and below-market (i.e., affordable) rates. New residential development will be oriented to new park facilities proposed in the Plan and to existing schools. The proposed park is to be integrated into the residential area to give form, character, and identity to this new neighborhood.

**Policy 4-1:** Maintain a reasonable balance in residential and employment-generating land uses by adhering to the distribution of land uses depicted in Figure 4-1, Land Use Map.

***ACTION PROGRAM: Balanced Mixed-Use Neighborhood***

*Program 4A: Require applicants to demonstrate that proposed developments are in conformance with the Gateway 101 Specific Plan policies and land use program. Any deviation must establish how the plans's overall intent to create a balanced and integrated community is preserved. Deviations may require a specific plan amendment. Such a decision would be made by the Redevelopment Agency.*

## **4.4 RESIDENTIAL LAND USE**

East Palo Alto is primarily a residential community, and as such is characterized by its residential neighborhoods. However, substantial amounts of the housing stock in East Palo Alto suffers from conditions of overcrowding (28% of the City housing stock) and/or is in substandard condition and in need of rehabilitation (estimated to be 18%). The presence of these conditions in the Planning Area is one of the reasons for the redevelopment project being undertaken. The intent of the Specific Plan is to remedy such conditions in the planning area and to extend a more consistent and more positive neighborhood character into the Gateway area. A variety of housing types, ranging from single-family homes to apartments, will be developed, with a percentage reserved for low- and moderate-income households.

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**GOAL:** *To provide a diversity of housing opportunities that meets the social, economic and physical needs of future residents.*

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### **4.4.1 LOCATION AND DIVERSITY**

The Gateway 101 Specific Plan designates a total of 35.57 acres for a wide range of residential classifications and densities, resulting in the potential for as many as 703 dwelling units in the Gateway area. New housing will be located primarily in the eastern portion of the area, between Clarke and Pulgas Avenues; this area (19.31 acres) will yield up to 469 dwelling units. Approximately 16.26 acres of existing housing (234 dwelling units), including the Palo Mobile Estates mobile home park and the Light Tree Apartments, will remain in their current location.

The majority of the new housing will be multi-family. Approximately 71 percent (332 units) will be high density (18-35 units per acre), and 24 percent (111 units) will be medium high density (9-17 units per acre). The remaining 5 percent (26 units) will be developed at single-family densities (2-8 units per acre).

The higher density, primarily multi-family, character of the area reflects economic realities in East Palo Alto, and current statistics that indicate that fewer and fewer households in our society match the description of the traditional family. With this change comes a change in housing needs. In addition to the traditional single-family detached house, the housing in the Gateway area needs to reflect the diversity represented by households comprised of single-parent families, the elderly, the disabled, extended nuclear families, first-time buyers, "empty-nesters", and households with two working members. Housing in this area will provide an excellent opportunity for those who need to live close to transportation, jobs, and commercial services, as well as for those who are unable to afford the larger units and lots.

While the area between Clarke Avenue and Pulgas Avenue has been identified for residential development and the acreage for each residential category has been designated, the specific distribution and location of each type of housing has not been defined. For this reason, the Specific Plan designates the 35-acre area bounded by Pulgas Avenue, O'Connor Street, Clarke Avenue, the Light Tree Apartments, and the Palo Mobile Estates mobile home park, as a *Future Study Area*. The intent of the *Future Study Area* is to allow flexibility for the long-term planning of the area, while establishing firm parameters regarding the amount and type of uses planned. For more information on this area, refer to the discussion of the Residential Subarea in Section 4.9.3.

**Policy 4-2: Eliminate substandard housing conditions in the planning area, including units with structural deficiencies, health and safety hazards, and conditions of overcrowding.**

**Policy 4-3: Promote the development of a well-planned, high quality new residential neighborhood in the area between Clarke and Pulgas Avenues, that is built to contemporary construction and public improvement standards.**

**Policy 4-4: Encourage higher density residential development within convenient walking distance of shopping areas, employment centers, schools, parks, transit stations/stops, and other community facilities.**

**Policy 4-5: Permit residential development as an upper story use in the Neighborhood Commercial areas.**

**Policy 4-6: Encourage innovative approaches to site planning, unit design, and construction to create housing products for all segments of the community including single-parent families, the elderly, the disabled, extended nuclear families, first-time buyers, "empty-nesters," and non-auto households.**

**Policy 4-7: Encourage the production of both single family and multi-family housing, and both market rate and below market rate housing.**

***ACTION PROGRAM: Location and Diversity***

***Program 4B: The City shall rezone the area bounded by Clarke Avenue, O'Connor Street, Pulgas Avenue, and the Light Tree Apartments and Palo Mobile Estates mobile home park to Planned Unit Development (PUD), in accordance with the Specific Plan Land Use Map***



(Figure 4.1). Where feasible, development in this area shall be in accordance with Zoning Ordinance Chapter 9 ("PUD: Planned Unit Development District," Ordinance No. 109). However, if the regulations of this standard PUD District are found to be inappropriate for the Gateway area, the City shall draft and adopt a PUD zoning district category specifically for this area. The City may also want to consider amending the Zoning Ordinance to allow the PUD category to be used as an overlay district. Use of the PUD process will help ensure that policies and underlying intent of the Gateway 101 Specific Plan are implemented, including: the creation of compatible mixed-use development; creation of an attractive, efficient and safe environment; encouragement of innovative development solutions; development of an environment that encourages social interaction and the use of common open areas for neighborhood or community activities and other amenities; and creation of an environment that decreases community dependence on the private automobile.

**Program 4C:** The City shall rezone the area on the west side of Capitol Avenue between Donohoe Street and Bell Street, and various parcels north of Donohoe Street between University and Capitol Avenues, to Neighborhood Business (C-1), in accordance with the Specific Plan Land Use Map (Figure 4.1). This zoning classification permits residential as well as commercial use, allowing for a mixed-use development pattern in this area.

**Program 4D:** The Redevelopment Agency shall approve and adopt a master plan for the area designated as a "Future Study Area" on the Specific Plan Land Use Map (Figure 4.1) prior to approval of any development in that area.

**Program 4E:** The City shall explore the use of development agreements with applicants for major developments, to ensure that infrastructure improvements, public facilities, and other amenities are provided consistent with Specific Plan policies, and as needed by planning area development.

#### **4.4.2 AFFORDABILITY**

Housing affordability is a critical issue in the Bay Area region and the South Bay Peninsula. The Gateway 101 area provides an excellent opportunity to plan in advance how the City of East Palo Alto can improve the quality of its affordable housing stock and meet the affordable housing goals set forth in the City's Housing Element. Redevelopment law (Health and Safety Code Sections 33413(b)(1) and (2)) requires that 30 percent of housing developed by the Redevelopment Agency and 15 percent of housing developed within the planning area by private entities be affordable to low- and moderate-income households. Redevelopment law also requires that 20 percent of the tax increment revenues from the Redevelopment Area be "set aside" to increase and improve the supply of affordable housing development.

To ensure a sense of community pride and character, it is important that affordable housing not be segregated in special areas or projects, but be integrated with market-rate housing both geographically and within individual projects. Affordable housing developments can be designed to be indistinguishable from market-rate housing, thereby preserving the design quality of the community and eliminating the stigma often associated with more traditional public housing.

Low- and moderate-income households are typically defined as households with incomes less than or equal to 120 percent of the median income for the region. However, because of the higher income levels throughout most of the Bay Area region, housing affordable to households meeting this definition may still be unaffordable to many in East Palo Alto. For this reason, it is important that relocation housing be identified that is truly affordable to those households that are displaced by redevelopment and that such housing not just meet the regional formulas for affordability.

**Policy 4-8: Require that a percentage of the housing units developed within the Gateway area are affordable to households with low to moderate incomes, in accordance with Redevelopment law.**

**Policy 4-9: Encourage the development of affordable housing throughout the designated residential portion of the Gateway area, and avoid the concentration of such housing in any one area. Ensure that the affordable housing is indistinguishable from and integrated with market-rate housing, and that it is built to the same construction standards and requirements (e.g., parking, open space).**

**Policy 4-10: Ensure that relocation housing is identified that is in accordance with local affordability levels and other provisions of the City's Housing Element.**

**Policy 4-11: Determine the mix of affordable units by income category (very low, low, and moderate) on a project-by-project basis, generally consistent with needs established in the City's Housing Element.**

**Policy 4-12: Encourage the development of affordable housing in the Gateway area that includes both ownership and rental units and a mix of single-family and multi-family units, if feasible.**

**Policy 4-13: Establish the necessary mechanisms to ensure that units designated as affordable remain affordable for the life of the Redevelopment Plan.**

***ACTION PROGRAM: Affordability***

***Program 4F: The City and Redevelopment Agency shall ensure that 30 percent of housing developed by the Redevelopment Agency and 15 percent of housing developed within the plan area by private entities be affordable to low- and moderate-income households, in accordance with Redevelopment law. The City and Redevelopment Agency shall establish mechanisms to ensure that these units remain affordable over time.***

***Program 4G: The Redevelopment Agency shall establish a tax increment revenue "set-aside" fund for affordable housing development in the Gateway area and elsewhere in East Palo Alto, in accordance with Redevelopment law. The City and Redevelopment Agency shall pursue other local, state, and federal resources for affordable housing development, as necessary.***

*Program 4H: The City and Redevelopment Agency shall develop a target range for the percentage of affordable units in the Gateway area that should be ownership units, as opposed to rental units.*

*Program 4I: The Planning Department shall annually monitor unit types and prices in new residential development in East Palo Alto, to provide City decision-makers with data necessary to make informed decisions relating to community housing goals.*

### **4.4.3 REPLACEMENT HOUSING**

New development envisioned by the Specific Plan will remove a total of 239 existing housing units (187 apartment units and 52 single-family houses) from the Gateway area. A substantial number of these housing units have been found to be in need of rehabilitation or reconstruction. In accordance with Redevelopment law (Health and Safety Code Sections 33413, 33413.5, and 33415), the Redevelopment Agency will ensure that people currently living in these units are relocated, and that comparable relocation units are identified either within the Gateway area or elsewhere in the City.

**Policy 4-14: Ensure that existing residents who will be displaced due to redevelopment in the Gateway area are relocated to comparable housing units prior to redevelopment.**

**Policy 4-15: Ensure that existing housing units removed due to redevelopment are replaced within the Gateway area or elsewhere in the City.**

#### ***ACTION PROGRAM: Relocation/Replacement Housing***

*Program 4J: The Redevelopment Agency shall prepare a Housing Relocation Plan, in accordance with Redevelopment law, prior to any removal of housing units or displacement of any existing residents in the Gateway area.*

*Program 4K: The Redevelopment Agency shall prepare a Replacement Housing Plan, in accordance with Redevelopment law, prior to any removal of affordable housing units due to redevelopment in the Gateway area.*

## **4.5 COMMERCIAL LAND USE**

Commercial uses form the centerpiece of the land use concept for the Gateway area. The commercial component will enable the community to meet its business, retail and service needs and to generate tax dollars necessary to support on-going City services to the area. The commercial areas will play a significant role in structuring area development patterns and in contributing to the character and identity of the community. Commercial development is intended to provide basic retail and commercial services to the community, and to serve as important public activity centers that accommodate and enhance the public life of the community.

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**GOAL:** *To establish viable, well-defined neighborhood, community, and regional commercial areas, that serve the shopping, entertainment and service needs of East Palo Alto and the surrounding area.*

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#### **4.5.1 COMMERCIAL TYPES AND LOCATION**

The Plan provides for two types of commercial development in the planning area: General Commercial and Neighborhood Commercial.

General Commercial uses are represented by a new promotional retail center, which will be located in the 44.8-acre area bounded by Capitol Avenue, Donohoe Street, Clarke Avenue, and East Bayshore Road, adjacent to the University Avenue interchange. This location provides the center, which will be highly auto-oriented, with excellent automobile access and high visibility. The auto-oriented character of the promotional retail center is a reflection of the regional market area it is intended to serve. The promotional retail center will consist of 488,000 square feet of primarily "large box," discount retail tenants, and ancillary uses such as a bank, restaurants, and smaller community services (See discussion of the Promotional Retail Center Subarea in Section 4.9.1 for more detail on the composition of the center).

This type of development has been proposed because it is known to be extremely lucrative in terms of the sales tax revenue it can generate and services it can supply for the community. From the City's standpoint, the greater the revenue producing potential the uses have, the greater their value to the City, subject to other financial concerns and community objectives. The Project is an important step in East Palo Alto's obtaining a fair share of regional sales tax, and will allow the City to slow the loss of sales tax dollars which currently go to nearby cities in San Mateo and Santa Clara counties. The Project will also provide much needed goods and services to the community. In addition, this use is also perfectly suited to the freeway interchange location, so it also represents the highest and best use of what otherwise might be considered a difficult site. This is important because it promises the City a greater financial return on the City-owned high school site which was purchased many years ago from the school district.

##### *FISCALIZATION OF LAND USE*

In addition to the promotional retail center, the only other area designated for General Commercial is a 6.9 acre site on the east side of Clarke Avenue, north of the Light Tree Apartments. The site is proposed for a multi-plex cinema, if financially feasible from a market transaction and financing standpoint, to address some of the entertainment needs of the community. The latter site is located within the *Future Study Area* discussed in Section 4.4, Residential Land Use (above).

*EE.* **Policy 4-16: Concentrate regionally-oriented General Commercial uses near the University Avenue freeway interchange in order to preserve convenient vehicular access to the area while limiting traffic impacts on the rest of East Palo Alto.**

PZ  
T.S.M. **Policy 4-17: Ensure a stream of ongoing revenues to the City by developing a regionally-oriented retail center in the Project Area.**

PZ **Policy 4-18: Support the development of a retail center on the former Ravenswood High School site as a means of obtaining the greatest financial return on the City-owned land.**

Neighborhood Commercial centers are planned for two locations: 1) a 5.82-acre area fronting on University Avenue and Donohoe Street, and 2) a 1.19-acre area located along Pulgas Avenue at the intersection with East Bayshore Road. The intent is that these areas will ultimately be redeveloped, with new commercial development replacing existing neighborhood commercial and residential uses. The redeveloped Neighborhood Commercial centers will be primarily local-serving in nature, providing for smaller retail and service uses (e.g., drug store, bank, shoe repair, photo processing, barber shops/beauty salons, dry cleaners, laundries) that will complement the uses in the promotional retail center. The Neighborhood Commercial centers are envisioned as pedestrian-oriented and transit-accessible mixed-use concentrations that include retail, service, and office uses, carefully integrated with surrounding residential neighborhoods.

It is anticipated that the presence of complementary retail activity in the promotional retail center will inject new life into the nearby neighborhood commercial areas, reinvigorating local businesses and allowing them to grow and rehabilitate. The smaller retail and service uses anticipated in neighborhood commercial areas will also provide new opportunities for local ownership and start-up businesses.

**Policy 4-19: Encourage the development of local-serving retail and service uses in designated Neighborhood Commercial areas in order to improve commercial services to the community, to reduce daily vehicle trips, and contribute to the identity and character of the surrounding residential areas.**

**Policy 4-20: Encourage commercial development in both General and Neighborhood Commercial districts as a means of providing new opportunities for local ownership of businesses.**

**Policy 4-21: Provide new shopping opportunities for the citizens of East Palo Alto.**

Together the Neighborhood Commercial and the General Commercial areas will provide the City with significant new retail opportunities. Local shopping and commercial service facilities which are currently not available or are in short supply in East Palo Alto such as banks, restaurants, grocery and drug stores, building supply stores, stores offering clothing and other soft goods and local retail shops, would be provided. Also, retailers selling larger ticket items and discount prices would attract sales tax revenues to the City which could not otherwise be captured.

## 4.5.2 CHARACTER

For most people, the Promotional Retail Center subarea will be the focus of the Gateway area not only by virtue of its size and central location, but also because of its drawing power as a regional commercial center. The Promotional Retail Center will convey an image of East Palo Alto to the thousands of travellers who pass the community each day along U.S. 101 and University Avenue. While the orientation of the retail center will be toward a market area that extends well beyond the boundaries of East Palo Alto, the center is also expected to meet some of the local community's needs for local serving retail and services. This is important since the retail center is surrounded by and within walking distance of existing and proposed residential neighborhoods.

Promotional centers, by their nature, are geared more toward function than they are to image. As indicated by their name, such centers attract their clientele more through promotions (i.e., advertising) than they do from casual pass-by traffic (i.e., "window-shopping"). Promotional centers offer excellent values to the consumer by dealing in high volumes and keeping overhead down (e.g., building costs). The emphasis on value over atmosphere translates into physical environments that are designed with function foremost in mind. The emphasis on the sale of high volumes and large ticket items coupled with larger market areas results in the centers being highly auto-oriented. Automobiles are needed, not only to get to and from the center, but also to transport large, bulky purchases.

In spite of these inherent characteristics, the Plan envisions the development of the Promotional Retail Center and the Neighborhood Commercial centers that are attractively designed and landscaped, are "pedestrian-friendly", and can also be easily served by transit. Development guidelines for the commercial centers (see Chapter 6, Community Design) encourage site planning, building and streetscape design that enhance the retail environment and lessen the physical and visual dominance of the automobile or "large box" retail structures on the commercial landscape.

In the Neighborhood Commercial areas, the Plan supports the concept of mixed-use development as a means of creating more vital and viable retail environments. Mixed-use development does not just refer to an assemblage of diverse uses, but also to a mix of compatible and complementary uses that work together to provide mutual benefits. By locating stores, services, and employment uses in close proximity to residential areas and maintaining a pedestrian and transit orientation within the Neighborhood Commercial centers, the Specific Plan promotes increased pedestrian activity and reduced dependence on the automobile.

**Policy 4-22: Establish vital and visually distinctive commercial areas that provide an attractive gateway statement at the entrance to the City, and provide a major focus of community life in East Palo Alto.**

**Policy 4-23: Provide for transit service in the design of General and Neighborhood Commercial areas.**

**Policy 4-24:** Encourage the creation of a pedestrian-oriented shopping environment in the General and Neighborhood Commercial areas, while still accommodating the safe movement of vehicular traffic.

**Policy 4-25:** Encourage mixed-use development in the Neighborhood Commercial areas that contributes to the social, cultural, and economic vitality of the commercial districts.

**Policy 4-26:** Require all commercial development to contribute to the provision of convenient and attractive pedestrian, bicycle, and transit-related facilities to encourage alternate modes of commuting.

***ACTION PROGRAM: Commercial Land Use***

*Program 4L: The City shall rezone the area bounded by Highway 101, Capitol Avenue, Donohoe Street, and Clarke Avenue to General Commercial (C-2), in accordance with the Specific Plan Land Use Map (Figure 4.1).*

*Program 4M: The City shall rezone the area on the west side of Capitol Avenue between Donohoe Street and Bell Street, and various parcels north of Donohoe Street between University and Capitol Avenues, to Neighborhood Business (C-1), in accordance with the Specific Plan Land Use Map (Figure 4.1).*

## **4.6 EMPLOYMENT**

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**GOAL:** *To provide a stable and economically sound employment base for the City of East Palo Alto that is responsive to the needs of the community.*

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### **4.6.1 JOBS/HOUSING BALANCE**

Unlike many communities in the Bay Area, East Palo Alto's housing supply far exceeds the number of jobs in the City. As a result, many East Palo Alto residents commute long distances to jobs located elsewhere in San Mateo County, outside the county, or even outside the region. These commute patterns have detrimental side effects on the entire population in the form of increased traffic congestion on major freeways such as U.S. 101, reduced air quality, and decreased quality of life.

To help correct the City's imbalance between jobs and housing, the Gateway Area Specific Plan calls for development of a regional retail shopping center and other commercial uses that will provide a large number of new jobs. As shown in Table 4.3, development in accordance with the Specific Plan will generate a total of 1,172 jobs, for a jobs/housing ratio of 1.12 within the planning area. This is consistent with Association of Bay Area

Governments (ABAG) projections for employment increases in the City. The new jobs, which will primarily be in the retail and service sectors, will most likely be well suited to East Palo Alto's resident labor force, both within the Gateway area and citywide (see Section 4.6.2, Local Participation, below).

While one of the goals of achieving a jobs/housing balance is to reduce commute levels, a jobs/housing ratio of 1.0 does not necessarily indicate that all of a community's residents also work in that community. In order to overcome the higher than average unemployment in the City, additional provisions (e.g., local hiring and training programs) are needed to ensure that local residents have the opportunity to work in the community (see also 4.6.2, Local Participation, below).

**Policy 4-27: Enhance local business and residents' employment opportunities by creating new jobs in the community.**

## **4.6.2 LOCAL PARTICIPATION**

Because of the shortage of local employment, it is important that new employment-generating development provides jobs that match the skills of East Palo Alto residents and/or training to meet skill demands to the greatest extent possible. As noted above in Section 4.6.1, Jobs/Housing Balance, the majority of the jobs created by commercial development in the Gateway area will likely be well suited to the skill levels of East Palo Alto residents. Steps need to be taken, however, to ensure that local residents have maximum access to these employment opportunities.

**Policy 4-28: Ensure that jobs associated with commercial development within the Gateway area are made available to East Palo Alto residents to the greatest extent feasible.**

**Policy 4-29: Promote local hiring and job training to enhance local employment opportunities for both long-term employment and career advancement and short-term (e.g., construction activities) employment.**

### ***ACTION PROGRAM: Local Participation***

*Program 4N The Redevelopment Agency, and/or the City, in cooperation with future Gateway area employers, shall develop and implement local hiring and training programs.*

## **4.7 RECREATION**

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**GOAL:** *To develop park and recreational facilities designed to meet the diverse needs of the City of East Palo Alto.*

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Providing for the recreation needs of the City of East Palo Alto is as important to establishing and maintaining a high quality of life as are the residential, commercial and employment policies set forth in this Plan. Recreation is essential to the development of a balanced, healthy living environment. Providing improved recreational facilities and opportunities within the planning area will enhance the character and image of the area, as well as the quality of life for future residents. The Plan designates open space and park areas that will provide for the full spectrum of recreational activities from intense active sports to passive open space enjoyment (Refer to Community Services, Chapter 8, for more detailed discussion of recreation resources).

The Plan provides for up to 11.4 acres for public recreation uses within the *Future Study Area*. As with other uses in the *Future Study Area*, the exact location and configuration of the public recreation facilities will be determined at the time a master plan is prepared for this area.

The public recreation areas designated by the Plan are intended to meet the recreation and open space needs of the new residential development, and to offset the loss of existing recreational facilities at Ravenswood High School, which will be removed to make way for commercial development proposed by the Plan. In addition to providing new park and recreation facilities to replace the decrepit facilities that currently exist on the high school site, the Plan proposes to allocate tax increment revenues from redevelopment to fund improvements to the Bell Street pool and gymnasium.

**Policy 4-30:** Ensure that new park and recreational facilities developed in the planning area provide a full range of recreational activities from intense active sports to passive open space enjoyment.

**Policy 4-31:** Ensure that existing recreational facilities removed for development in accordance with the Specific Plan are replaced with improved facilities to the maximum extent feasible.

**ACTION PROGRAM: Recreation**

*Program 40:* The Redevelopment Agency shall provide financing to 1) acquire and/or improve 11.4 acres for public recreation either within the planning area or elsewhere in the City, 2) build a multi-purpose community center to offset the loss of indoor facilities such as a gym and auditorium, and 3) improve the Bell Street swimming pool and Bell Street Gymnasium.

## 4.8 LAND USE CATEGORIES

This section describes each of the land use classifications used in the Land Use Map (Figure 4.1). Table 4.1 summarizes land use acreages in the planning area by the designations described below.

#### **4.8.1 RESIDENTIAL**

**Medium Density** (2.0 to 8.0 units per gross residential acre). Provides for development of single-family housing. The density range allows for lot sizes from 5,500 square feet to one-half acre, which can accommodate both detached and attached units. It is intended that areas with this designation would favor smaller lot development patterns in order to meet community needs for affordable housing.

**Medium High Density** (9.0 to 17.0 units per gross residential acre). Provides for development of single-family and multi-family housing. The density range allows for detached, zero-lot line, duplex, townhouse, and garden apartment development. Within areas with this designation, it is intended that dwelling unit types and densities would be varied to accommodate a range of housing needs.

**High Density** (18.0 to 35.0 units per gross residential acre). Provides for the development of multi-family housing in apartment and condominium complexes. Projects at the upper end of this range are encouraged to provide some under-structure parking in order to maintain adequate area for landscaping and open space.

#### **4.8.2 COMMERCIAL**

**General Commercial** (.25 Floor Area Ratio). Accommodates a range of regional- and community-serving retail, entertainment, and service uses. Within the Promotional Retail Center the emphasis is on "large box" discount retail outlets, with a complement of smaller ancillary service and entertainment uses (e.g., restaurants, banks, movie theater, etc.) that enhance the shopping environment. In order to maintain an appropriate retail environment, service businesses typically permitted within the General Commercial designation will not be permitted in the Promotional Retail Center.

**Neighborhood Commercial** (.30 Floor Area Ratio). Provides for the creation of community- and neighborhood-oriented commercial centers that serve the retail and service needs of East Palo Alto residents (e.g., dry cleaners, shoe repair, beauty salons, video rental). Mixed-use projects incorporating combinations of commercial, service, office, and/or residential uses are strongly encouraged.

#### **4.8.3 PUBLIC FACILITIES**

**Public Facilities** (.50 Floor Area Ratio). Provides for the development of governmental and public and quasi-public institutional type uses. In the context of the Gateway planning area, the designation applies to the sites of two existing schools: Brentwood Oaks Elementary School and Ronald McNair Intermediate School.

#### **4.8.4 RESOURCE MANAGEMENT**

**Community Park**. Provides for a major destination park site to serve the diverse needs of the entire City, with facilities that maximize the recreational and leisure experience for all citizens. Open space and facilities will accommodate a range of activities, including active and passive recreation, formal sports, community events and social/cultural

gatherings. The 11.4 acres designated for parklands are located on the east side of the planning area to be closer to the proposed and existing residential neighborhoods, and to be near residential collector streets to facilitate access and improve public visibility.

The intent is that the proposed parkland will be centrally located to the residential area to better serve surrounding residents and create an amenity at the heart of the new neighborhood. The park should have frontage on a minimum of two streets, and preferably all four sides should front on a street. Surrounding residential uses should front on streets adjoining the park. This orientation of homes not only provides attractive views from the homes, but also increases neighborhood security by providing neighborhood oversight of activities within the park.

## **4.9 PLANNING SUBAREAS**

The planning area is divided into three (3) planning subareas as illustrated in Figure 4.2. The subareas define areas that share similar uses and are distinguished from one another by differences in development character. The location, land use concept, and development program for each of the subareas is described below. Development projections for each subarea represent realistic development potential under the current designations based on historical evidence of similar development in other communities. Development guidelines and standards for each subarea are included in Chapter 6, Community Design.

### **4.9.1 PROMOTIONAL RETAIL CENTER**

#### **Location**

The Promotional Retail subarea is situated at the University Avenue interchange with U.S. 101, and includes the area bounded by Donohoe Street, Clarke Avenue, U.S. 101, and the northbound freeway off-ramp (Capitol Avenue) (see Figure 4.2).

#### **Land Use Concept**

The land use concept for the Promotional Retail Center subarea encourages the development of a retail area that will benefit from its location at the intersection of the City's major east-west travel corridor (University Avenue) with the major north-south regional corridor (U.S. 101). The subarea is favored for retail uses that depend on the location's high visibility and convenient vehicular access for their success. Typically, such uses can be expected to have service or market areas that are regional in scope, and be highly auto-oriented.

The Promotional Retail Center will provide approximately one-half million square feet of retail space, with the emphasis being on "large box" discount retail outlets. Promotional centers, as indicated by their name, attract their clientele primarily through promotions (i.e., advertising) rather than from casual pass-by traffic (i.e., "window-shopping"). The retail philosophy of the promotional center is to offer excellent values to the consumer by dealing in high volumes and keeping overhead down. The proposed Promotional Retail Center is projected to be primarily a "hard goods" shopping center emphasizing items other than clothing. The emphasis on the sale of high volumes and large ticket items

coupled with the larger market area will result in the center being highly auto-oriented. Automobiles will be needed, not only to get to and from the center, but also to transport large, bulky purchases. The center will be composed of two anchor tenants, a half dozen or so mid-size retailers, and several smaller retail and commercial services.

The site plan for the retail center provides for two large "box" discount stores on the east side of the realigned East Bayshore Road, a 130,000 square-foot home improvement center (Home Depot) and a 191,000 square-foot discount department store with groceries included (e.g., Super K-Mart). In addition to these two major tenants, the plan also provides three smaller, stand-alone pads along the east side of East Bayshore Road. These three smaller pads (ranging from 5,000 to 10,000 square feet) are intended to accommodate the development of restaurants, a financial institution, or other ancillary uses. West of East Bayshore, the plan provides four mid-size building pads (ranging from 25,000 to 40,000 square feet) for development of other promotional retail tenants, and three smaller pads (ranging from 3,500 to 12,000 square feet) for development of smaller ancillary uses. The mid-size retail tenants are expected to include a range of retailers selling items such as electronics, sporting goods, toys, home furnishings, office equipment, etc. The small pads, which may be further subdivided into smaller shops, may provide opportunities for some locally-owned community-oriented retail and services.

Development within the center would be single-story, with parking accommodated by surface parking lots. Parking is projected to be provided at a minimum ratio of 5 spaces per 1,000 square feet of gross leasable space.

As the key economic component of the redevelopment effort, the retail center is planned as the first phase of redevelopment to be undertaken immediately upon adoption of the Redevelopment Plan. The first stores in the center are projected to be open for business within one year of Project adoption.

<p style="text-align: center;"><b>Table 4.4</b> <b>PROMOTIONAL RETAIL CENTER</b> <b>SUBAREA DEVELOPMENT POTENTIAL</b></p>			
<b>Designation</b>	<b>Acres</b>	<b>Density</b>	<b>Development Potential</b>
General Commercial	44.8	.25 FAR	.488 msf
<b>TOTAL</b>	<b>44.8</b>	<b>-</b>	<b>.488 msf</b>

FAR: Floor Area Ratio  
msf: million square feet

## **4.9.2 NEIGHBORHOOD COMMERCIAL**

### **Location**

The Neighborhood Commercial subarea is located in the western portion of the planning area, and is bounded by the University Avenue interchange, Donohoe Street, Cooley Avenue, Capitol Avenue, Bell Street, and University Avenue (see Figure 4.2).

### Land Use Concept

The Neighborhood Commercial area will be a more pedestrian-oriented commercial service and retail center serving the daily needs of the residential neighborhoods surrounding it and the more intermittent shopping and service needs of the larger community. The land use emphasis focuses on local-serving convenience retail and services that will complement the uses in the promotional retail center. Typical commercial uses will include uses such as corner grocery store, gas stations, drug and hardware stores, dry cleaners, barbers/beauty salons, video rentals, shoe repair, photo processing, restaurants, and other such uses.

Mixed use development is strongly encouraged in both the Neighborhood Commercial areas, particularly retail and service uses on the ground level with office and/or residential uses above. Office uses should also be oriented toward neighborhood service, and will include uses such as real estate brokers, accountants, insurance brokers, and professional offices.

The Neighborhood Commercial subarea currently contains both neighborhood commercial uses and some residential uses. The intent of the Project is that these areas would ultimately be redeveloped with existing uses being replaced by new commercial development. In the area along the west side of Capitol Avenue the Project retains existing single family homes although the land use designations and zoning are changed to Neighborhood Commercial. The intent is that ultimately all of the area bounded by University Avenue, Bell Street, Capitol Avenue, and Donohoe Street will be converted to neighborhood commercial uses. Designating this whole block for commercial uses will enhance the potential for viable commercial development in this area, and provide a more compatible use along Capitol Avenue, which is projected to become increasingly busy with the reconfiguration of the University Avenue freeway off-ramp. However, since demand for commercial uses in this area is anticipated to still be many years off, the existing residential uses along Capitol Avenue have been assumed to remain for the time being.

Designation	Acres	Density	Development Potential
Neighborhood Commercial	5.82	.35 FAR	0.075 msf
Medium Density Residential	2.48	6.9 du/ac	17 du (existing)
<b>TOTAL</b>	<b>8.30</b>	<b>--</b>	<b>0.075 maf 17 du</b>

FAR: Floor Area Ratio  
 msf: million square feet  
 du: Dwelling Unit

### **4.9.3 RESIDENTIAL**

#### **Location**

The Residential subarea consists of the entire area within the Project boundaries bounded by Clarke Avenue, Pulgas Avenue, and East Bayshore Road (see Figure 4.2).

#### **Land Use Concept**

The land use concept calls for the subarea to be developed with predominantly residential uses. However, the area also will contain a mixture of Institutional and Resource Management uses as well. The Institutional uses are churches and schools which already exist within the area. The two schools in the area, Brentwood Oaks Elementary and Ronald McNair Intermediate schools, are located in the area north of O'Connor Street and will remain undisturbed by the Project. The two existing churches, the Grace Temple Church (1970 Clarke Avenue) and the Mt. Olive Missionary Baptist Church (1981 Pulgas Avenue) will also remain undisturbed.

Residential uses are to be located in the 54-acre area bounded by Pulgas Avenue, O'Connor Street, Clarke Avenue, and East Bayshore Road. The existing 100-unit Light Tree Apartments and the 117-unit Palo Mobile Estates mobile home park, both located along East Bayshore Road, will not be disturbed by redevelopment. The Project designates 19.3 acres for new residential development in this area, with 17.87 acres located immediately north of the existing development, and 1.44 acres along the west side of Pulgas Avenue. In the 35-acre area north of the existing residential developments, the Project calls for 3.3 acres (6-26 dwelling units) of Medium Density Residential, 5.09 acres (58-111 d.u.) of Medium High Density Residential, and 9.48 acres (170-332 d.u.) of High Density Residential. Altogether the area will accommodate between 234 and 469 new residential units. Within these designations, the Project proposes a broad range of housing types, from single family detached units, duplexes, townhomes, and apartments. The Project requires a mixture of market-rate and below market-rate housing, with the key objective being to provide housing that is affordable to the East Palo Alto community.

Although the general development intent for the subarea has been identified and the acreage for each residential category has been designated, the specific distribution/location of each type of housing has not been defined. The Project designates the 35-acre area bounded by Pulgas Avenue, O'Connor Street, Clarke Avenue, the Light Tree Apartments, and Palo Mobile Estates, plus the one acre parcel north of O'Connor Street at Clarke Avenue, as a "Future Study Area". The objective in creating this "Future Study Area" is to provide flexibility for the long-term planning of the area, while still establishing parameters as to the amount and type of uses planned. In addition to the residential uses, the "Future Study Area" also designates 11.4 acres for Public Recreation and 6.87 acres for the multi-plex cinema. The two churches that currently exist within the area, will be maintained in their existing locations. The Project requires that prior to any new development within the Future Study Area, that a master plan for the entire area be approved and adopted by the Redevelopment Agency.

In order to meet the recreation and open space needs of the new residential development and to offset the loss of existing recreational facilities at the high school, the Project calls for a total of 11.4 acres of public recreation to be improved. The largest parcel (10.4 acres) is located south of O'Connor Street in the Future Study Area. As with the other uses in the Future Study Area the exact location and configuration of the public recreation facilities will be determined at the time a master plan is prepared for this area. The second, smaller area is located at the northeast corner of O'Connor Street and Clarke Avenue, adjacent to the Brentwood Elementary School.

Although the Project does not identify the specific types of public recreation that will occur on these two sites, it does earmark tax increment funds to cover the cost of general and specific recreation improvements both on- and off-site. Funding is earmarked for the following improvements:

- general park improvements i.e., landscaping, fields, park facilities, etc. (\$1,500,000)
- a multi-purpose community center to replace indoor facilities displaced from the high school (\$4,000,000)
- improvements to Bell Street swimming pool to compensate for loss of high school pool (\$1,000,000)
- improvements to Bell Street gymnasium (\$200,000)

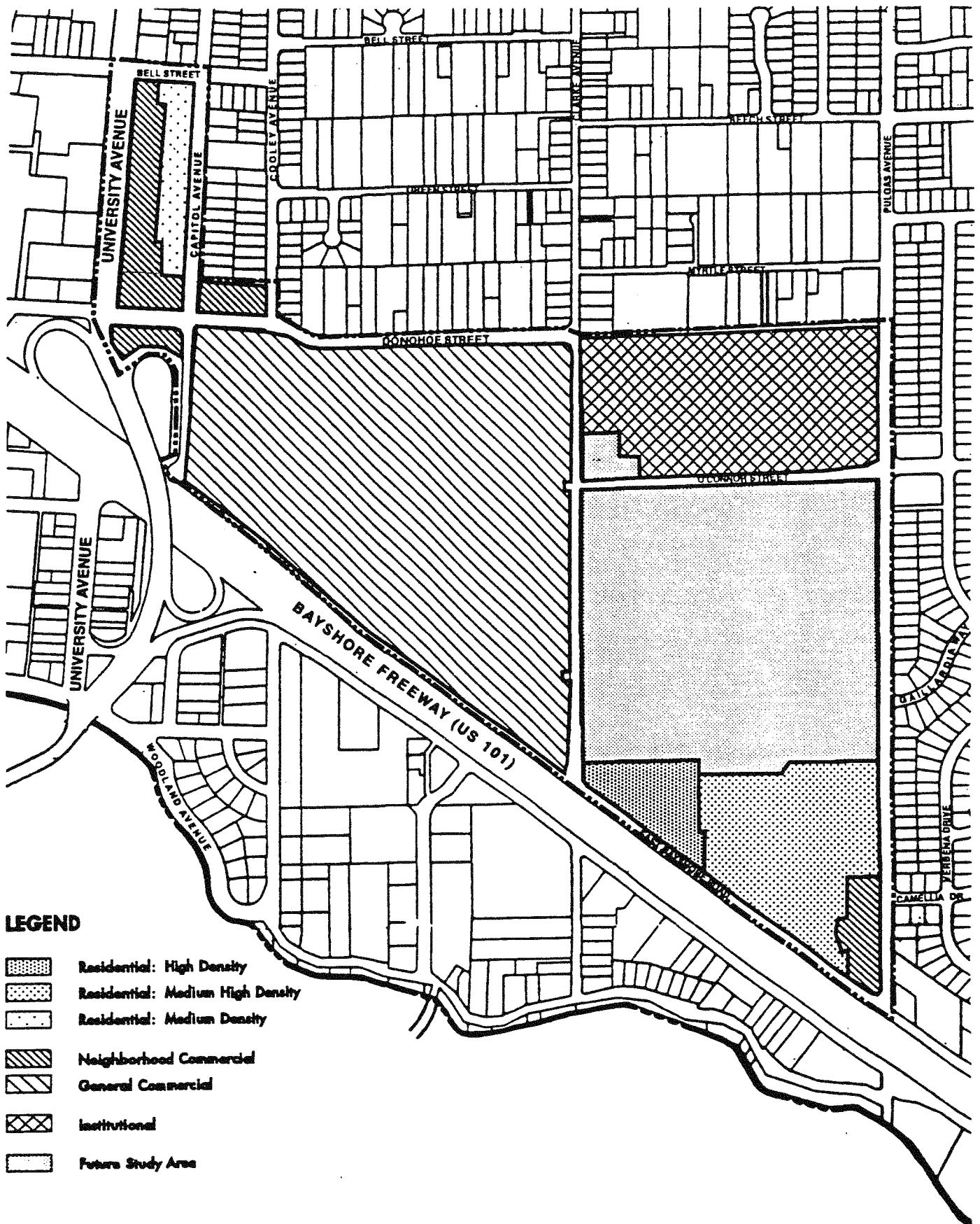
In addition to the development of new facilities, the Project also identifies the possibility of upgrading recreation and sports facilities at the existing Brentwood and McNair schools as an option for improving recreation opportunities in the Project Area.

**Table 4.6  
RESIDENTIAL  
SUBAREA DEVELOPMENT POTENTIAL**








Designation	Acres	Density	Development Potential
<b>RESIDENTIAL</b>			
<b>PROPOSED REDEVELOPMENT</b>			
High Density	9.48	18-35 units/acre	170-332 units
Medium High Density	6.53	9-17 units/acre	58-111 units
Medium Density	3.30	2-8 units/acre	6-26 units
Subtotal	19.31	-	234-469 units
<b>EXISTING TO REMAIN</b>			
Palo Mobile Estates	10.37	11.3 units/acre	117 units
Light Tree Apartments	3.41	29.3 units/acre	100 units
Subtotal	13.78	-	217 units
<b>SUBTOTAL</b>	<b>33.09</b>	<b>-</b>	<b>451-686 units</b>
<b>GENERAL COMMERCIAL</b>			
Multi-Plex Cinema	6.87	-	0.25 msf
<b>SUBTOTAL</b>	<b>6.87</b>	<b>-</b>	<b>0.25 msf</b>
<b>PARKS AND OPEN SPACE</b>			
<b>SUBTOTAL</b>	<b>11.40</b>	<b>-</b>	<b>park/recreation</b>
<b>CHURCHES</b>			
Grace Temple (1970 Clarke)	0.70		1 church
Mt. Olive Missionary (1981 Pulgas)	0.79		1 church
<b>SUBTOTAL</b>	<b>1.49</b>	<b>-</b>	<b>-</b>
<b>TOTAL</b>	<b>52.85</b>	<b>-</b>	<b>451-686 dwelling units 1 multi-plex cinema 1 park 1 community center 2 churches</b>

msf: million square feet





**LEGEND**

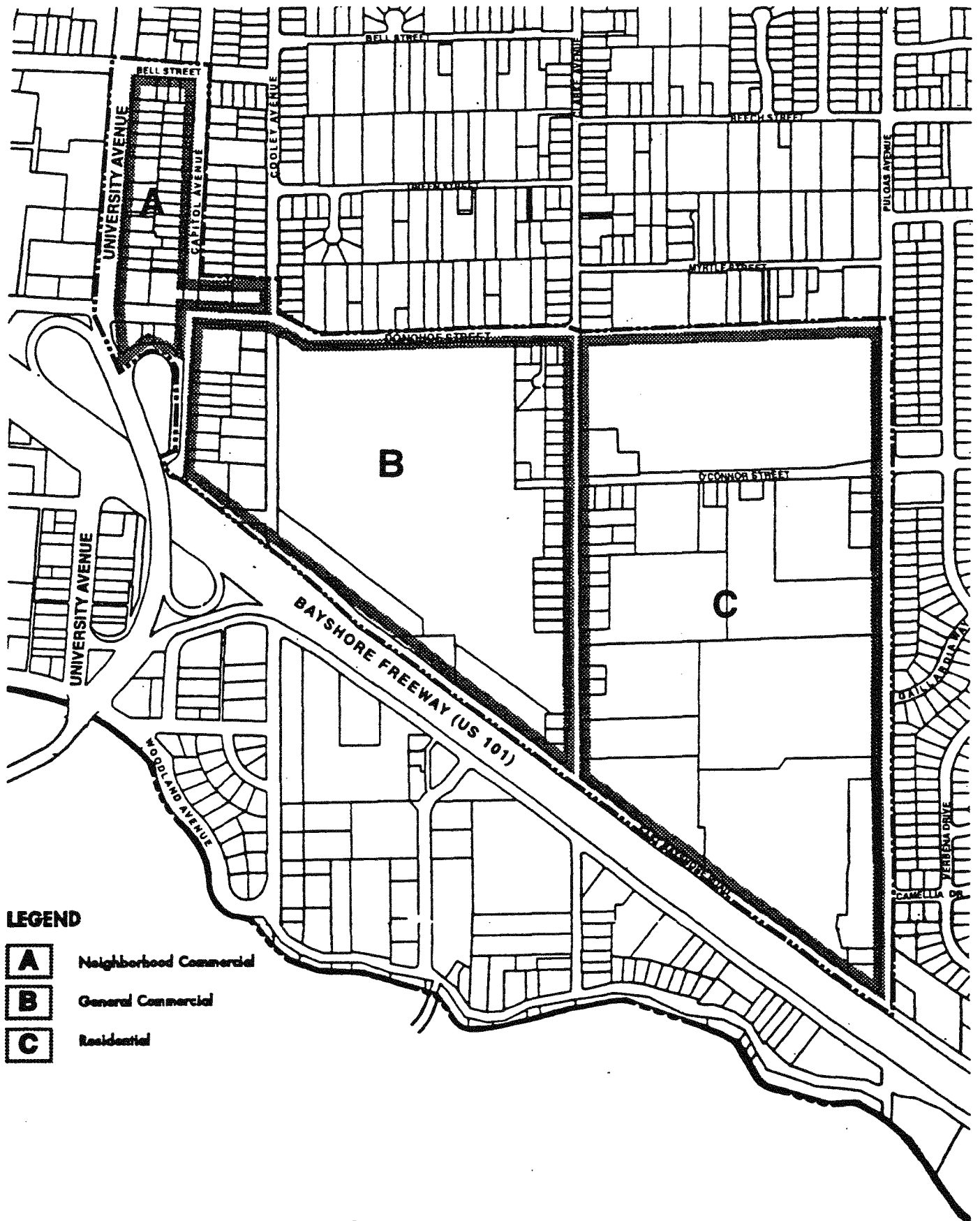
-  Residential: High Density
-  Residential: Medium High Density
-  Residential: Medium Density
-  Neighborhood Commercial
-  General Commercial
-  Institutional
-  Future Study Area

0 | 300 | 600 FEET N

Land Use Map

FIGURE 4.1





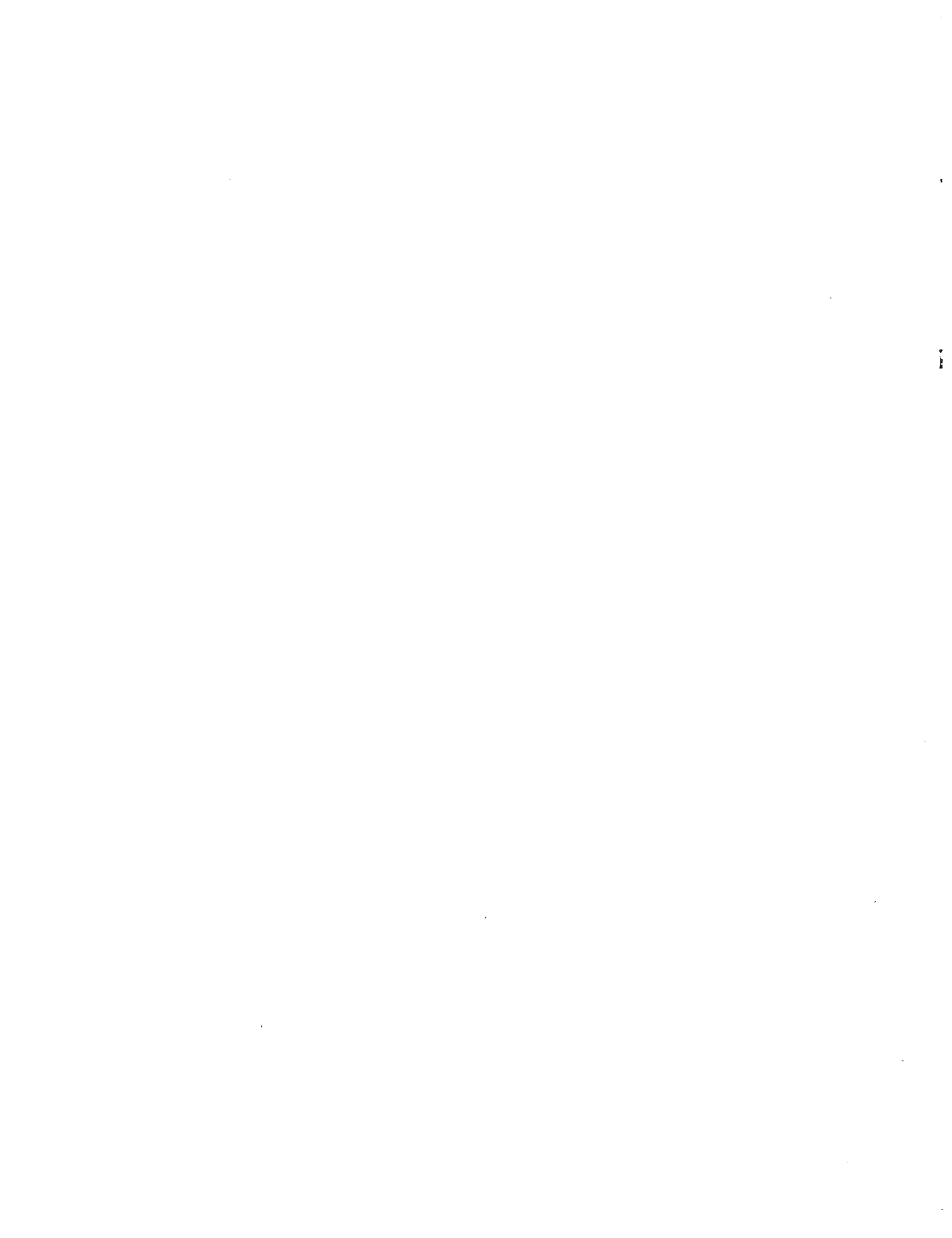
**LEGEND**

- A** Neighborhood Commercial
- B** General Commercial
- C** Residential

0 300 600 FEET N

Planning Subareas

**FIGURE 4.2**



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## **5. Traffic and Circulation**

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# 5.0 TRAFFIC AND CIRCULATION

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## 5.1 INTRODUCTION

The transportation and circulation systems serving the Specific Plan area comprise many existing roadways, some of which will be reconfigured in order to accommodate the proposed redevelopment efforts. Figure 5.1 illustrates the boundaries of the Specific Plan area relative to the existing roadway network. The Specific Plan area is conveniently located close to key transportation facilities, including both U.S. 101 and University Avenue. Roadway improvements are planned for the U.S. 101/University Avenue Interchange area, a key access point adjacent to and directly serving the Specific Plan area. The Specific Plan provides for an improved travel corridor, the East Bayshore Road extension to Donohoe Street (see Figure 5.2), which will serve both the retail areas and the subregional traffic that passes through the area between U.S. 101 and the Dumbarton Bridge. The added roadway capacity along this travel corridor will facilitate its use by subregional traffic (existing and future) and therefore, minimize their potential impact on the adjacent neighborhoods.

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***GOAL:*** *To provide a circulation system for the Specific Plan area that is convenient, safe, and efficient, minimizes residential intrusion, and encourages the use of alternate modes of transportation.*

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The Plan also emphasizes the need to accommodate alternative modes of transportation, including transit, walking, and bicycles. The retail core is strategically located near residential concentrations to reduce the length and number of vehicle trips needed for daily shopping and services. Higher density housing is proposed adjacent to the retail areas and other uses (i.e., cinema, and park). This combination of uses will encourage pedestrian activity. The guidelines included in this Plan are intended not only to accommodate the vehicle, but also to provide safe and comfortable facilities for the transit user and the pedestrian.

**Policy 5-1: Implement roadway improvements which will increase the capacity and efficiency of collector roadways, in order to reduce the use of residential roadways by regional traffic.**

**Policy 5-2: Require development to provide facilities to accommodate transit users, pedestrians, and bicyclists in addition to motor vehicles.**

**Policy 5-3: Require proper maintenance of lane markings, and pedestrian crossings for roadways and intersections within Specific Plan area.**

## 5.1.1 EXISTING ROADS

The Specific Plan area is served by U.S. 101, Bayfront Expressway (State Route 84), and several local routes. A description of the most important components of the roadway network is provided below.

### REGIONAL ACCESS

Regional access to and from the site is provided by U.S. 101 and State Route 84 (SR 84) via University Avenue, Willow Road and East Bayshore Road.

#### *U.S. 101*

U.S. 101 is an eight-lane freeway in the vicinity of the site. One lane in each direction is reserved for high-occupancy vehicles (HOVs) during the peak commute hours. U.S. 101 extends southeast through San Jose and northwest through San Francisco. South of the University Avenue interchange, this facility carries an Average Daily Traffic (ADT) volume of 193,290 on a weekday and 154,070 on a Saturday.

#### *STATE ROUTE 84*

State Route 84 (SR 84) provides access from the East Bay and Interstate 880 (I-880) via the Dumbarton Bridge. The Dumbarton is a six-lane toll facility. On the west side of the Bay, SR 84 becomes the Bayfront Expressway. This facility is a six-lane limited access arterial from the bridge to University Avenue where it narrows to four lanes. Bayfront Expressway connects the Dumbarton Bridge to U.S. 101 via University Avenue, Willow Road, and the Bayfront Expressway/Marsh Road interchange with U.S. 101.

#### *UNIVERSITY AVENUE*

University Avenue connects the Bayfront Expressway to El Camino Real and Stanford University, located to the southwest of the project site. University Avenue is designated as State Route (SR) 109 between Bayfront Expressway and Kavanaugh Drive. This facility is a four-lane arterial near the project site. South of U.S. 101 through Palo Alto, University Avenue is a two-lane major collector that provides access to residential and downtown commercial areas.

#### *WILLOW ROAD*

Willow Road is a four-lane arterial between Bayfront Expressway and U.S. 101 and is designated SR 114. Willow Road continues south of U.S. 101 through Menlo Park to Alma Street as a three-lane (one southbound lane and two northbound lanes) major collector. The ADT on this facility, north of Newbridge Street, is 40,490 vehicles on a weekday and 21,710 vehicles on a Saturday.

#### *EAST BAYSHORE ROAD*

East Bayshore Road is a two-lane major collector that serves as a frontage road to U.S. 101. East Bayshore Road provides access between Mountain View and Willow Road. There are residences as well as industrial/commercial uses on the north side on this facility between Embarcadero Road and Cooley Avenue.



## LOCAL STREETS (EAST PALO ALTO)

The local streets in the vicinity of the project site, including those that will provide direct access to the project area, are:

### *BAY ROAD*

Bay Road is an east/west facility that extends from its intersection with East Bayshore Road to Cooley Landing, east of the East Palo Alto City limits. Between University Avenue and Pulgas Avenue, Bay Road is a four-lane arterial; east of this point, it becomes a two-lane street as it continues through the Ravenswood Industrial site. West of University Avenue, Bay Road is a three-lane major collector (two travel lanes and a center turn-lane).

### *BELL STREET*

Bell Street is a two-lane local residential street. It extends from Clarke Avenue through a signalized intersection at University Avenue to Dumbarton Drive. Between University and Cooley Avenues, Bell Street provides the northern border of the project site.

### *CAPITOL AVENUE*

Capitol Avenue is a two-lane north/south local collector that extends through the western end of the project site from U.S. 101 to Runnymede Street.

### *COOLEY AVENUE*

Cooley Avenue is a two-lane local residential street that passes through the western side of the project site. It extends northward from East Bayshore Road to near the University Avenue/Bay Road intersection.

### *CLARKE AVENUE*

Clarke Avenue is a two-lane local collector that extends northward from East Bayshore Road to Bay Road. Clarke Avenue will provide circulation within the project site.

### *DONOHOE STREET*

Donohoe Street extends eastward from its intersection with East Bayshore Road, west of University Avenue, to its terminus at Clarke Avenue. Between University Avenue and Capitol Avenue, this facility is a three-lane major collector (two westbound lanes and one eastbound lane). Between Capitol Avenue and Cooley Avenue, Donohoe Street becomes a two-lane local collector. East of Cooley Avenue and west of University Avenue, Donohoe Street is a two-lane local residential street.

### *NEWELL ROAD*

Newell Road, within the City of East Palo Alto, is a two-lane local residential street that connects West Bayshore Road and Woodland Road. It then continues south into the City of Palo Alto.

### *O'CONNOR STREET*

O'Connor Street is a two-lane, east/west local residential street that provides access to the northeastern corner of the site. It extends from the development located just west of the Palo Alto Municipal Golf Course to west of Clarke Avenue.

### *PULGAS AVENUE*

Pulgas Avenue provides the eastern border of the project site. This two-lane local collector extends northward from East Bayshore Road to north of Bay Road.

### *RUNNYMEDE STREET*

Runnymede Street is a two-lane local collector that extends in an east/west direction from west of University Avenue to east of Pulgas Avenue.

### *WOODLAND ROAD*

Woodland Road is a two-lane local collector that follows the San Francisquito Creek from Middlefield Road across University Avenue, just south of U.S. 101, to West Bayshore Road. The alignment of this facility, as it follows the creek, has many curves. There are no curbs or gutters, and the pavement is in very poor condition. The ADT on Woodland Road, east of University Avenue, is 9,800 on a weekday and 9,090 on a Saturday.

## **5.1.2 PLANNED ROAD IMPROVEMENTS**

The planned improvements for the project vicinity include the modification of the University Avenue/U.S. 101 interchange and the widening of SR 84 between Marsh Road and the Dumbarton Bridge.

**State Route 84 Widening.** SR 84 is currently a four-lane facility between Marsh Road and University Avenue and a six-lane facility between University Avenue and the Dumbarton Bridge. The expressway will be widened to six lanes, including HOV lanes, from Marsh Road to the bridge on the existing alignment. Construction is planned for 1995-1996. This Caltrans project is funded under Measure A.

**U.S. 101/University Avenue Interchange Modification.** A draft project study report (PSR) was prepared for the University Avenue interchange modification by Caltrans, in which several alternatives were evaluated. The preferred alternative involves replacing the existing southbound off-ramp from U.S. 101 to the University Avenue Extension (through the Whiskey Gulch area of East Palo Alto) and the southbound on-ramp from the University Avenue Extension with a southbound off-ramp connecting directly with University Avenue and an on-ramp connection from a new signalized intersection on University Avenue to the existing southbound on-ramp. This existing southbound on-ramp will be widened to accommodate the extra volume. This project includes the widening of University Avenue from the U.S. 101 overcrossing to Woodland Avenue and the upgrade of the Woodland Avenue/University Avenue intersection. According to the PSR, this project is to be funded locally from private sources and redevelopment monies with administration provided by the City of East Palo Alto. However, an application for \$3 million of Federal ISTEA funds, with an additional \$1 million to be funded by local sources, has been filed. With this funding, the interchange improvement project will

include ramp metering and signal coordination and construction would begin in November 1994.

### **5.1.3 EXISTING TRANSIT**

Transit service in the area is provided by SamTrans. Routes 50C and 50V operate near or within the Specific Plan area (see Figure 5.3). Both of the SamTrans lines provide service between Stanford Shopping Center and East Palo Alto via University Avenue. The 50V line continues north on University Avenue to Bay Road and then westward on Bay Road. The 50C route runs north on University Avenue to Donohoe Street, where it continues eastward to Clarke Avenue and then south through the Specific Plan area.

Regional transit service is also provided via CalTrain. The Palo Alto CalTrain station is located at University Avenue and Alma Street. This is approximately two miles from the Specific Plan area. SamTrans lines 50C and 50V provide service from the station to the Specific Plan area.

### **5.1.4 PLANNED TRANSIT IMPROVEMENTS**

Under existing conditions, no improvements in transit services are planned for the Specific Plan area in the near-term future.

## **5.2 STREETS AND HIGHWAYS**

### **5.2.1 GENERAL CONSIDERATIONS**

The road system within the Specific Plan area carries both subregional and local traffic. Since the Specific Plan area is adjacent to East Bayshore Road, which serves as a frontage road to U.S. 101, on any given day, the operation of U.S. 101 and University Avenue can greatly influence the amount of traffic filtering through the Specific Plan area. With the redevelopment of the Specific Plan area, more traffic (subregional and local) will be generated by the proposed uses. The plan attempts to establish a vehicle circulation system which provides sufficient capacity for future traffic while allowing convenient access to surrounding land uses.

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***GOAL: To establish a vehicle circulation system which provides sufficient capacity for projected traffic and allows convenient access to land uses.***

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### **5.2.2 SUBREGIONAL TRAFFIC**

The "subregional" travel corridor extends along U.S. 101, East Bayshore Road, and University Avenue to the Dumbarton Bridge. Under existing conditions, some of this

“subregional” traffic uses local collectors (i.e., Cooley Avenue, Clarke Avenue, and Pulgas Avenue), which extend through East Palo Alto neighborhoods to Bay Road and then to University Avenue. The plan proposes a new roadway (extension of East Bayshore Road) to replace an existing section of Cooley Avenue. Both the new roadway alignment and the added capacity are intended to encourage subregional traffic to use this roadway and not the local (north-south) collector roadways. Figures 5.4 - 5.7 show the proposed realignment of East Bayshore Road and of Donohoe Street, and the associated road widening and restriping.

### 5.23 LOCAL TRAFFIC

The road system within the Specific Plan area comprises arterial streets (University Avenue), major collector streets (East Bayshore Road, and Donohoe Street - between University Street and East Bayshore Road), local collector streets (Clarke Avenue, Pulgas Avenue, Capitol Avenue), and local residential streets (Cooley Avenue, O'Connor Street). All four different facility types carry some amount of local traffic. Two key local collector streets which serve the Specific Plan area are Clarke Avenue and Pulgas Avenue. These two-lane roadways serve residential areas but are also connectors between major collector streets (i.e., East Bayshore Road and Bay Road).

### 5.24 LEVEL OF SERVICE

Streets and intersections are evaluated in terms of “level of service” (LOS), which is a measure of driving conditions based on volume-to-capacity (V/C) ratio. Levels of service range from A (best) to F (poorest). Levels of Service A, B, and C indicate satisfactory conditions where traffic can move freely. Level of Service D describes conditions where there is significant congestion, but the intersection is still functional. Level of Service E indicates conditions where there is severe congestion. Level of Service F characterizes conditions where traffic demand exceeds available capacity, resulting in very slow speeds (stop-and-go), long delays, and queuing at intersections. Level of Service D is generally used as the standard for planning new or upgraded transportation facilities in developed areas.

- **Policy 5-4: Level of Service D or better is the desired intersection level of service for all intersections within the Specific Plan area during the weekday PM and Saturday peak periods.**

### 5.25 STREET CLASSIFICATIONS

The hierarchy of streets for the Specific Plan area is illustrated in Figure 5.8. The street hierarchy recognizes the specific function of the streets within the Specific Plan area. The vehicle circulation plan includes four basic classes of roads, including arterial streets, major collector streets, local collector streets, and local residential streets.

### 5.26 ARTERIAL STREETS (UNIVERSITY AVENUE)

University Avenue, which is designated as an arterial street, forms the western boundary of the Specific Plan area. This roadway serves both subregional and local traffic. With

the proposed neighborhood retail developments, it is important that on-street parking be maintained to serve the retail patrons. Within East Palo Alto, University Avenue provides four travel lanes, with a landscaped median and turn lanes provided at all major intersections. North of Donohoe Street, parking is permitted on both sides of this street.

### **5.2.7 MAJOR COLLECTOR STREETS (EAST BAYSHORE ROAD AND DONOHOE STREET, BETWEEN UNIVERSITY AVENUE AND EAST BAYSHORE ROAD)**

Major collector streets connect local collectors to arterials. Direct access to major uses such as office, industrial complexes, or retail centers are provided. Major collector streets also provide access into residential neighborhoods, although direct residential frontage access is discouraged. Major collector streets will generally provide four travel lanes plus turn lanes at all major intersections. Parking is generally not permitted on-street. For the Specific Plan area, two roadways are designated major collector streets: East Bayshore Road and the section of Donohoe Street located between University Avenue and East Bayshore Road.

**Policy 5-5: Provide a four lane major collector to serve both the retail and subregional traffic through the Specific Plan area.**

### **5.2.8 LOCAL COLLECTOR STREETS (CLARKE AVENUE, PULGAS AVENUE, AND DONOHOE STREET, BETWEEN EAST BAYSHORE ROAD AND CLARKE AVENUE)**

Local collector streets provide connections between local residential streets and the major collector streets or arterials. Local collector streets are intended to provide access into residential neighborhoods or between sections of the neighborhoods, but not to pass through the neighborhoods. Two existing streets which are designated local collectors (i.e., Clarke Avenue, and Pulgas Avenue) are used by some subregional traffic during peak commute periods. These roadways provide two travel lanes, with parking (generally) permitted on both sides of the streets.

**Policy 5-6: Preserve local collector streets that provide access into residential neighborhoods and connect local residential streets with more regional-serving roadways.**

### **5.2.9 LOCAL RESIDENTIAL STREETS (COOLEY AVENUE, O'CONNOR STREET)**

Local residential streets are designed to provide direct access to residential properties and to maintain a high quality residential environment. The streets are kept short and discontinuous to discourage through traffic and high speeds. Pavement widths are minimized, both to discourage high speeds and to enhance the residential character.

**Policy 5-7: Provide local residential neighborhood streets that use street alignment, street length, and appropriate neighborhood traffic control measures to discourage through traffic and high speeds.**

## **5.2.10 FREEWAY AND INTERCHANGE IMPROVEMENTS**

As part of the Specific Plan, an existing two-directional U.S. 101 ramp will be reconstructed. This improvement will facilitate easy access to the Specific Plan area for regional traffic on U.S. 101.

**Policy 5-8: Reconstruct the northbound U.S. 101 bi-directional ramp to/from Capitol Avenue. Provide a single directional two-lane off-ramp with turn lanes at its intersection with Donohoe Street.**

### ***ACTION PROGRAM: Streets and Highways***

*Program 5A: Detailed development plans submitted to the City shall follow the street standards included in the Community Design Element (Chapter 6). Localized exceptions for special conditions may be approved by the Public Works Director in keeping with City procedures.*

## **5.3 PUBLIC TRANSIT**

Transit service for the Specific Plan area is provided by SanTrans. Since no improvements in transit services are planned for the Specific Plan area in the near-term future, it is anticipated that any necessary improvements or modifications to the transit facilities and services would occur with the development of the Specific Plan area. These could include relocation of existing bus stops, possible changes to existing routes, and increase in service frequency.

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***GOAL: To maximize opportunities for travel to and from the planning area on public transit.***

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### **5.3.1 LOCAL TRANSIT SERVICE**

With redevelopment of the Specific Plan area, it is possible that some existing routes (e.g., Route 50V) should be reconfigured to more directly serve the area. It is anticipated that Route 50C would continue to serve the same roadways as under existing conditions. Depending upon the hours of operation for the proposed uses within the Specific Plan area, the hours for transit service could be extended.

**Policy 5-9:** Provide transit service within an acceptable walking distance (maximum one-quarter mile) of the residential population and employment within the Specific Plan area.

**Policy 5-10:** Provide transit service to correspond with the hours of operation of proposed uses within Specific Plan area.

**Policy 5-11:** Encourage Samtrans to periodically review service demand in the area, and expand transit service to the Specific Plan area, as needed.

### 5.3.2 TRANSIT STOPS

With the proposed extension of East Bayshore Road to Donohoe Street, the existing far-side bus stop on the south side of Donohoe Street would need to be relocated. Figure 5.9 illustrates one possible location for this bus stop. Transit shelters are desirable for key transit stops. All new facilities shall follow guidelines outlined in the Americans with Disabilities Act (ADA). These standards affect sidewalk widths and curb requirements at bus stops.

**Policy 5-12:** Provide clear and safe pedestrian paths between transit stops and building entrances of key land uses within Specific Plan area.

**Policy 5-13:** Provide transit shelters at major transit stops.

**Policy 5-14:** Provide new transit facilities which conform with ADA guidelines and standards.

#### ***ACTION PROGRAM: Transit Stops***

*Program 5-B: The City shall require review and approval of the following as condition of project approval for applicable projects in the Redevelopment Area:*

- *Public transit route modifications plan, in consultation with SamTrans.*
- *Bus stops and transit shelters, in consultation with SamTrans.*
- *Pedestrian paths between transit stops and building entrances.*

## 5.4 PEDESTRIAN CIRCULATION

The Specific Plan provides for a network of pedestrian sidewalks. In general, sidewalks should be provided on both sides of all roadways within the Specific Plan area. It is important to connect residential areas with major activity centers such as schools, parks, cinema, and retail centers, as well as transit stops.

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**GOAL:** *To provide a safe and convenient pedestrian circulation system.*

---

**Policy 5-15: Connect (via pedestrian sidewalks and crosswalks at intersections) residential areas to the retail center and other uses in the Specific Plan area (for example, recreation and entertainment), as well as to Brentwood and McNair Schools through use of school crossings.**

**ACTION PROGRAM: *Pedestrian Circulation***

*Program 5-C: The City shall require development applicants to provide for sidewalk facilities and, where applicable, pedestrian crosswalks at intersections along the site frontage.*

## **5.5 BICYCLE CIRCULATION**

Within the Specific Plan area, Pulgas Avenue and Cooley Avenue are designated bike-ways. Pulgas Avenue provides a separate bike lane along the west side of the street while Cooley Avenue is a designated bike route where bicyclists share the roadway with motor vehicles. While opportunities for bicycle travel will occur on many of the streets where there are no special bikeway designations, The Specific Plan recommends a formal bikeway linkage that includes O'Connor Street, Clarke Avenue, and possibly Green Street (which is located outside the Specific Plan area) as part of the designated bikeway system. Figure 5.10 shows the existing and proposed bikeway system in the planning area vicinity. In addition, bicycle use could be encouraged by providing convenient and secure bicycle storage areas at key locations.

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**GOAL:** *To encourage bicycle circulation in Specific Plan area.*

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**Policy 5-16: Designate O'Connor Street (between Pulgas Avenue and Clarke Avenue), Clarke Avenue (between O'Connor Street and Green Street) and Green Street (between Clarke Avenue and Cooley Avenue) as bike routes.**

**Policy 5-17: Provide convenient and secure bicycle parking/storage facilities at key destinations such as schools, recreation areas, and retail centers.**

**ACTION PROGRAM: *Bicycle Circulation***

*Program 5-D: The City shall require provisions for bicycle circulation, including bicycle storage facilities located at the following key destinations: retail centers, parks, and cinemas.*



## 5.6 PARKING

Convenient and adequate parking is an important component of the traffic and circulation system. For the Specific Plan area, it is important that an adequate amount of parking is provided for the planned land uses.

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**GOAL:** *To provide adequate amounts of parking.*

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### 5.6.1 PARKING REQUIREMENTS

**Policy 5-18:** *Parking requirements should be consistent with actual parking needs. Allowance shall be made for shared parking in mixed-use areas.*

### 5.6.2 ON-STREET PARKING

Within the Specific Plan area, on-street parking shall be permitted on all roadways except where noted on Figure 5.11. Several street sections where on-street parking will either be prohibited or not considered necessary are:

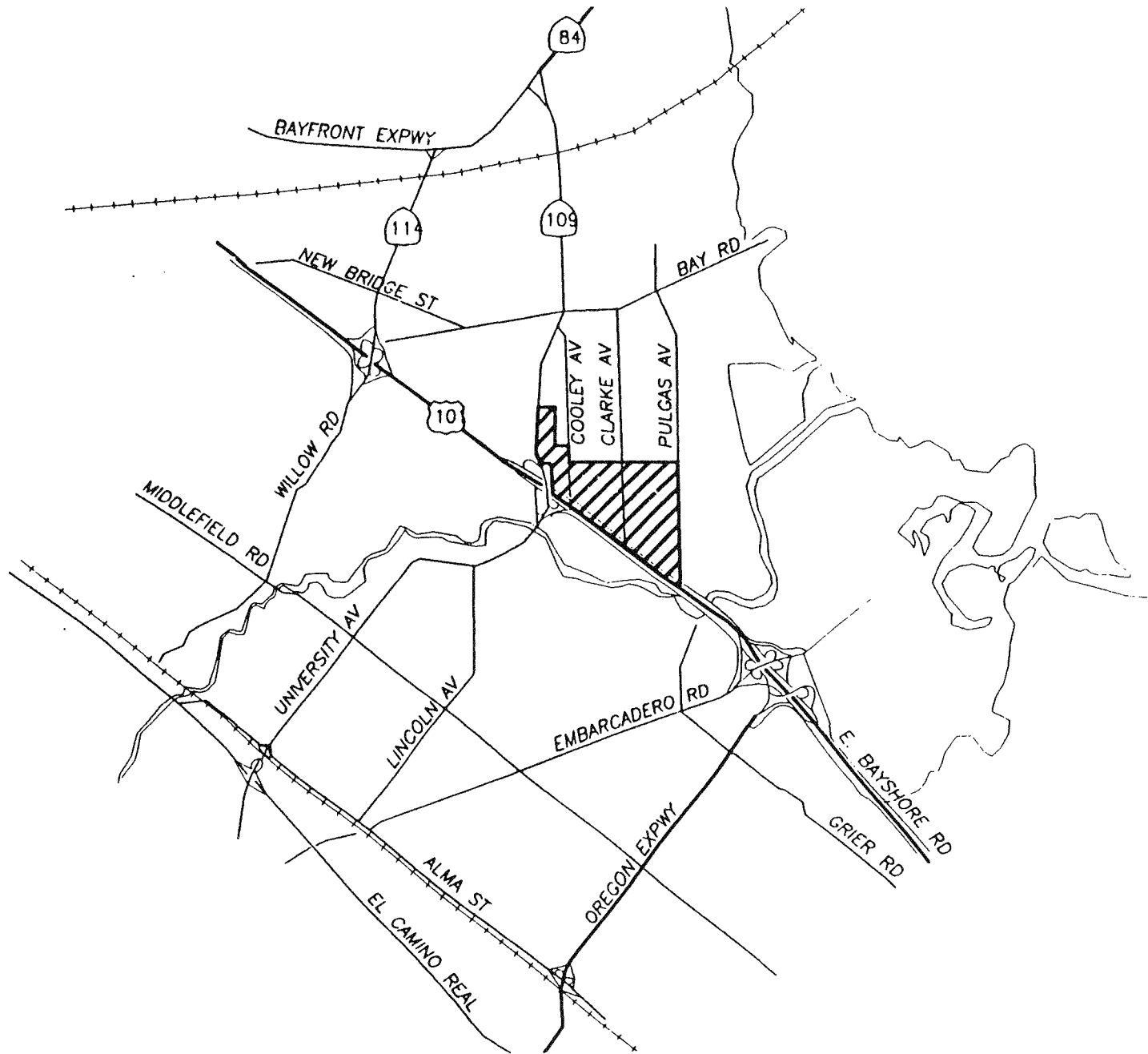
- Both sides of East Bayshore Road (west of Clarke Avenue) and Donohoe Street (from East Bayshore Road to University Avenue),
- South side of Donohoe Street (between East Bayshore Road and Clarke Avenue), and
- Both sides of Clarke Avenue (between Donohoe Street and East Bayshore Road).

**Policy 5-19:** *Allow on-street parking on residential streets.*

**ACTION PROGRAM:** *On-Street Parking*

**Program 5-E:** *Require developments to provide the required parking. Allowance may be made for shared parking in mixed-use areas by reducing parking requirements.*



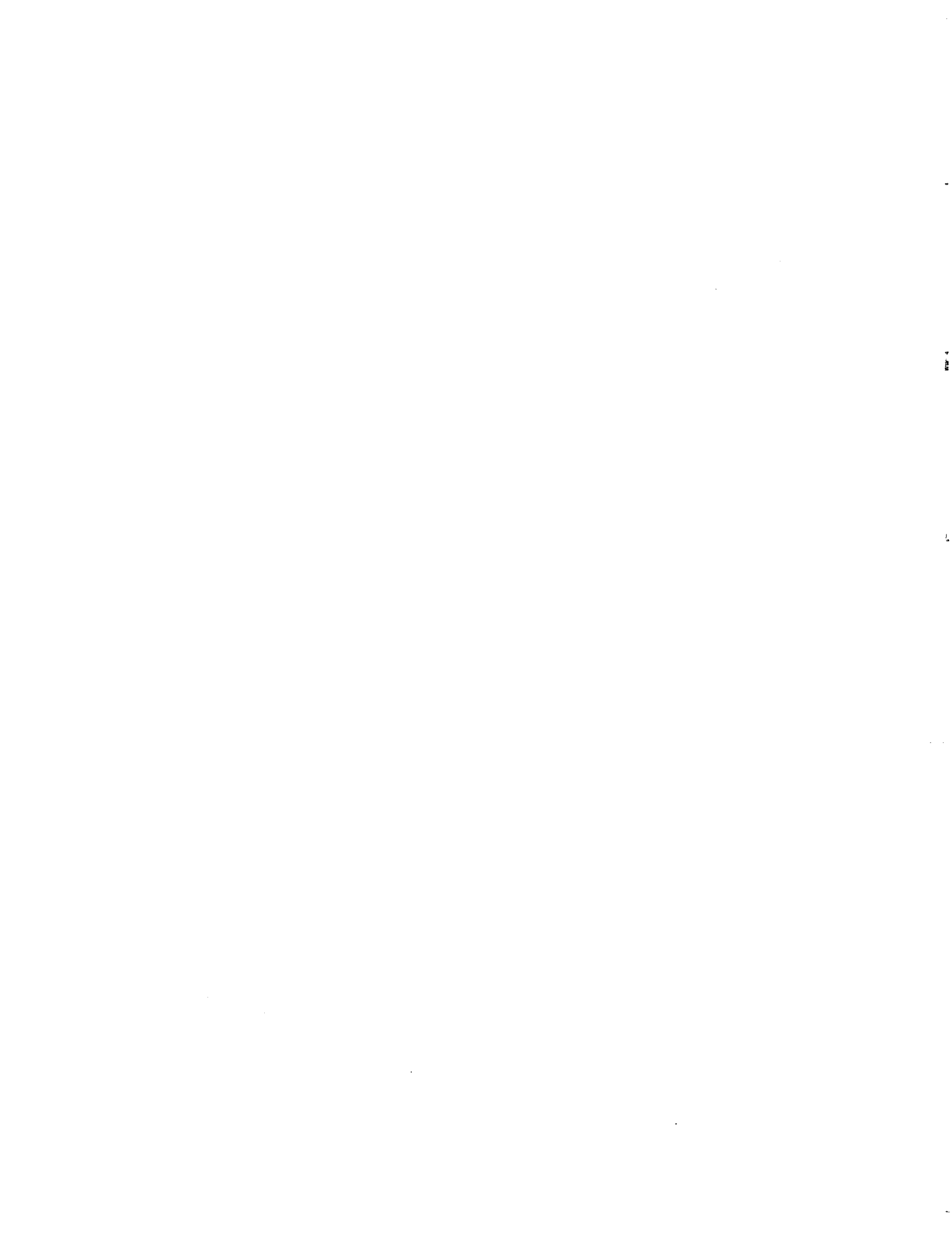


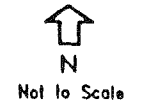
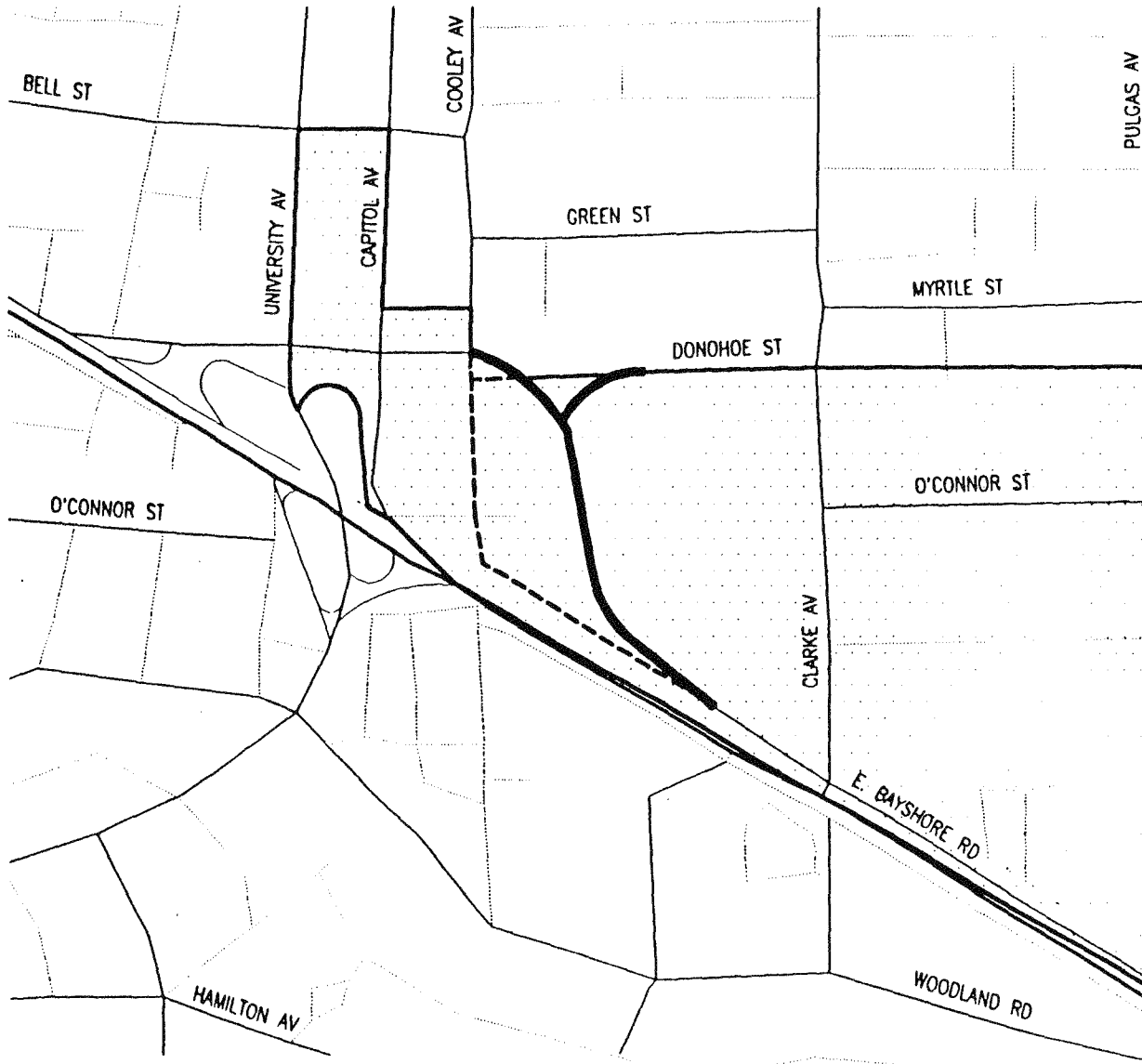
↑  
N  
Not to Scale

Project Location




**GATEWAY 101**  
**SPECIFIC PLAN**  
 EAST PALO ALTO REDEVELOPMENT AGENCY

**FIGURE 5.1**  
 BARTON-ASCHMAN ASSOCIATES, INC.  
 WALLACE ROBERTS & TODD





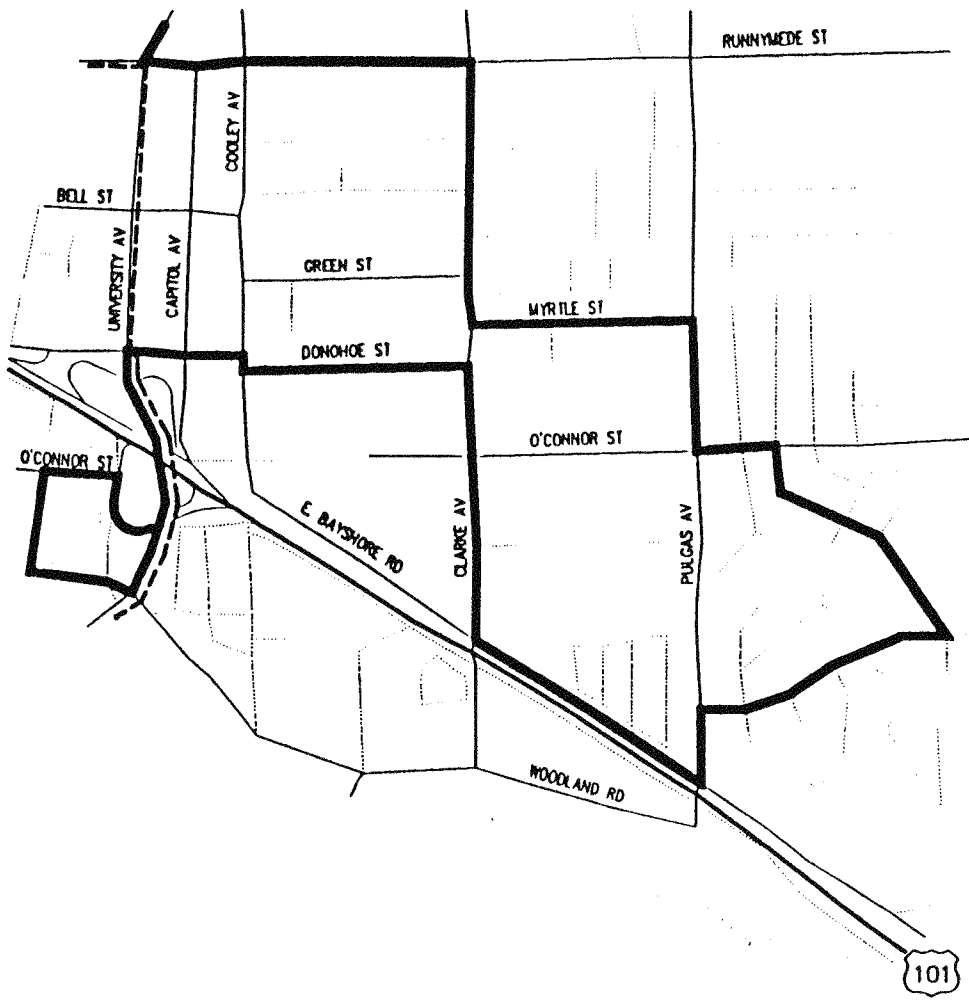
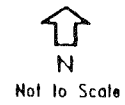
**LEGEND**

-  New Roadway
-  Remove Roadway
-  Specific Plan Area





**Road System**





**LEGEND**

-  Route 50C
-  Route 50V



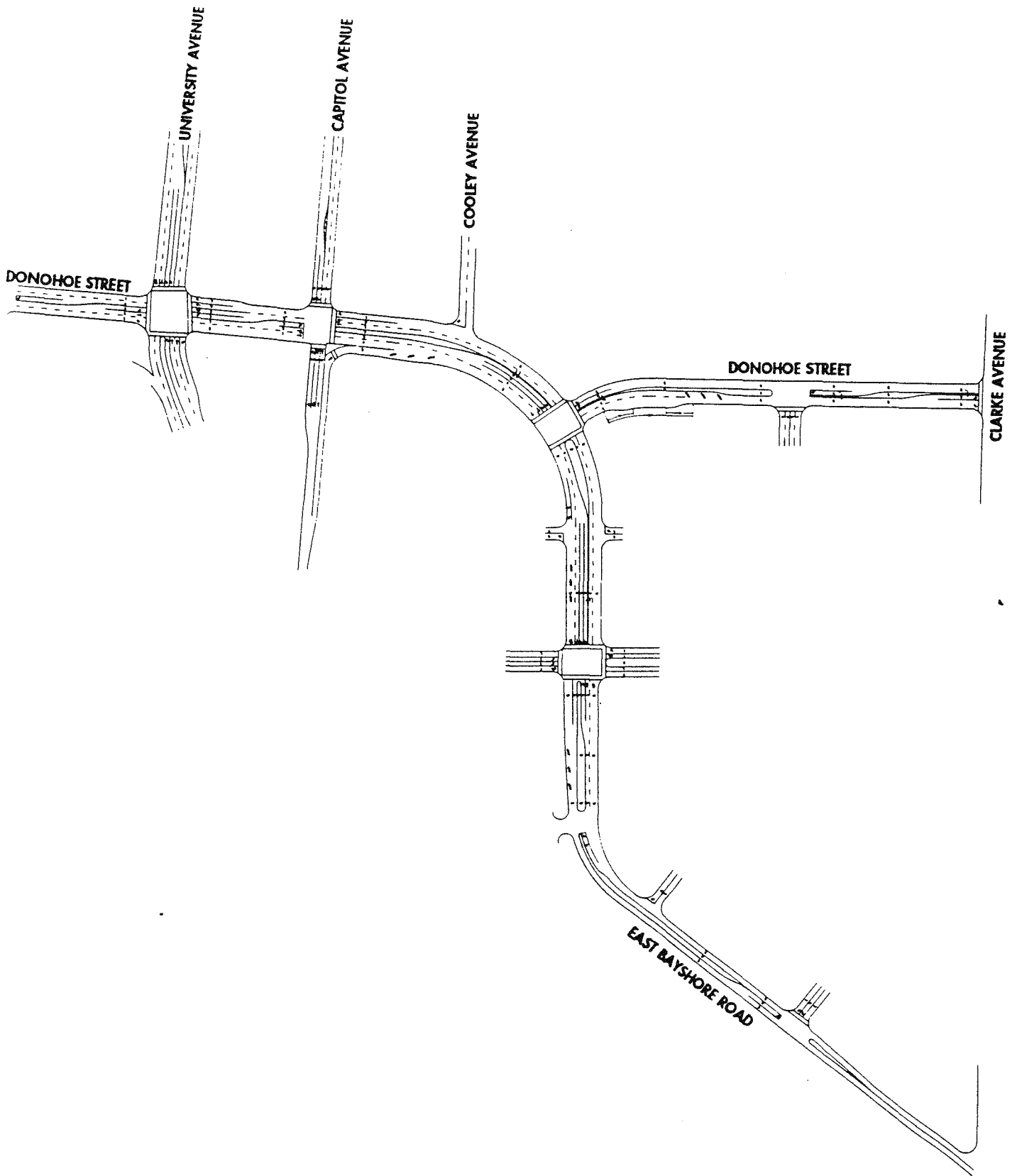
**GATEWAY 101**  
**SPECIFIC PLAN**  
EAST PALO ALTO REDEVELOPMENT AGENCY

**Transit System**

**FIGURE 5.3**  
BARTON-ASCHMAN ASSOCIATES, INC.  
WALLACE ROBERTS & TODD





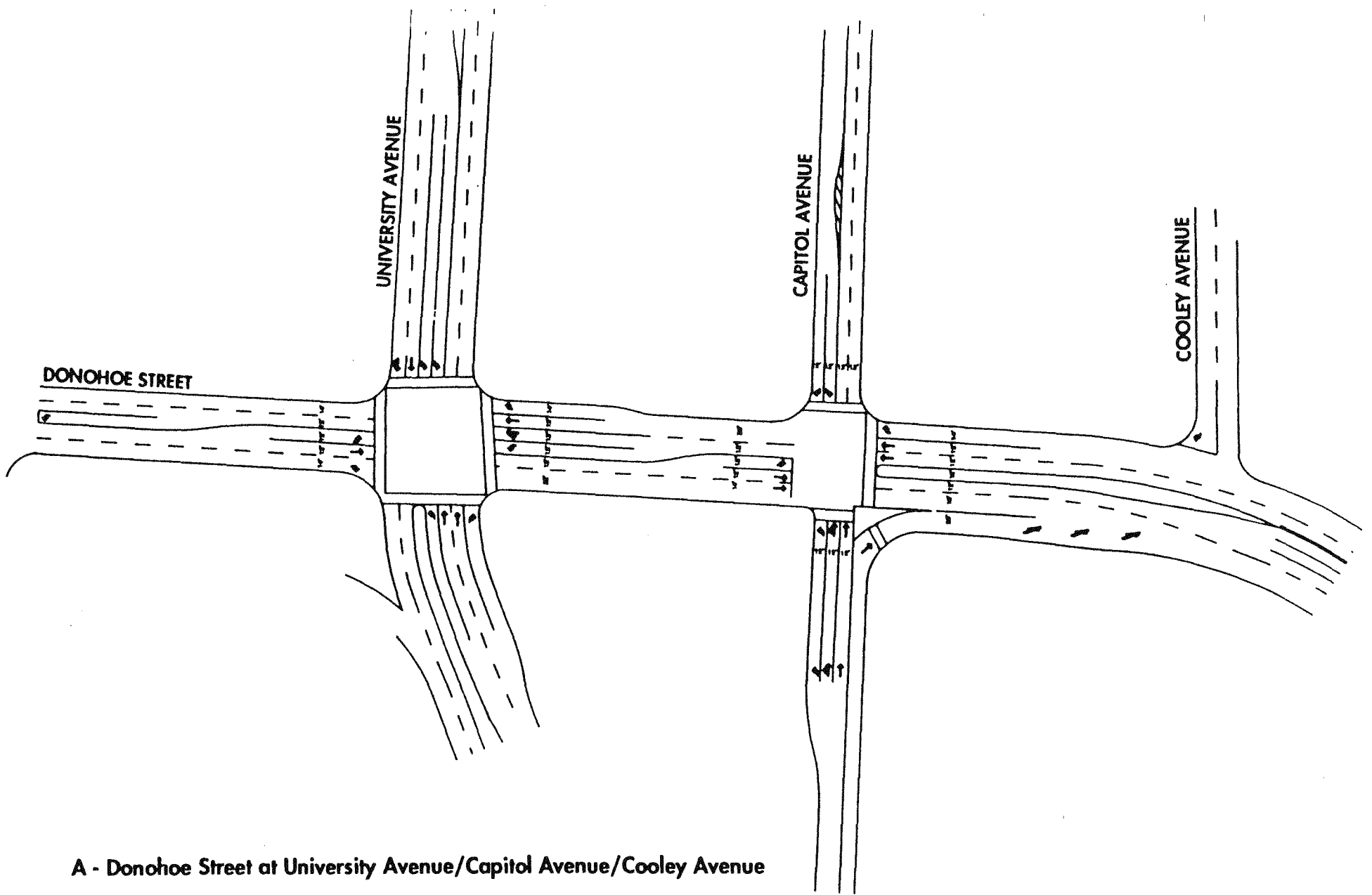


No Scale



Intersection Configurations - Overall Plan





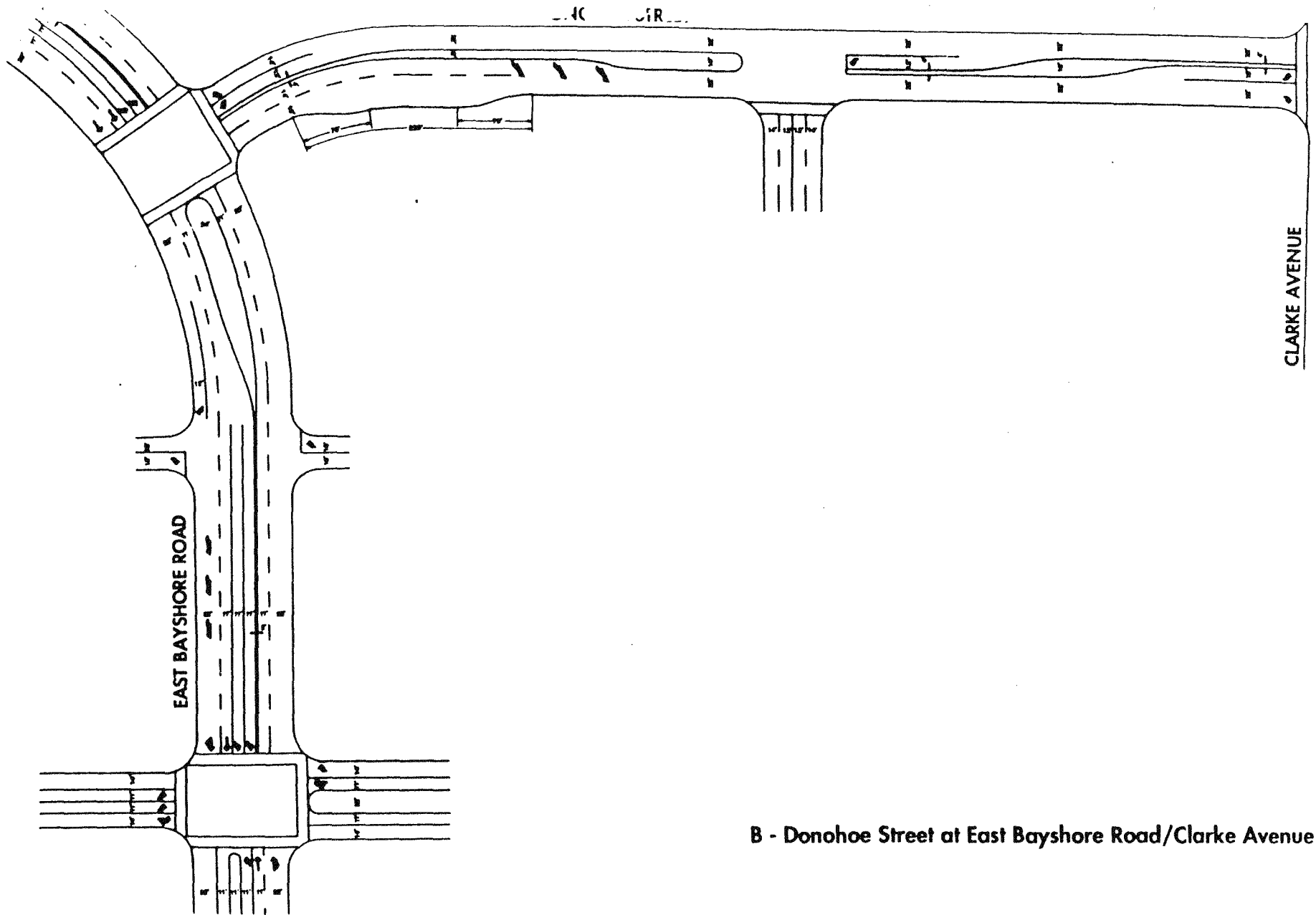
A - Donohoe Street at University Avenue/Capitol Avenue/Cooley Avenue

No Scale



Intersection Configurations - A





CLARKE AVENUE

EAST BAYSHORE ROAD

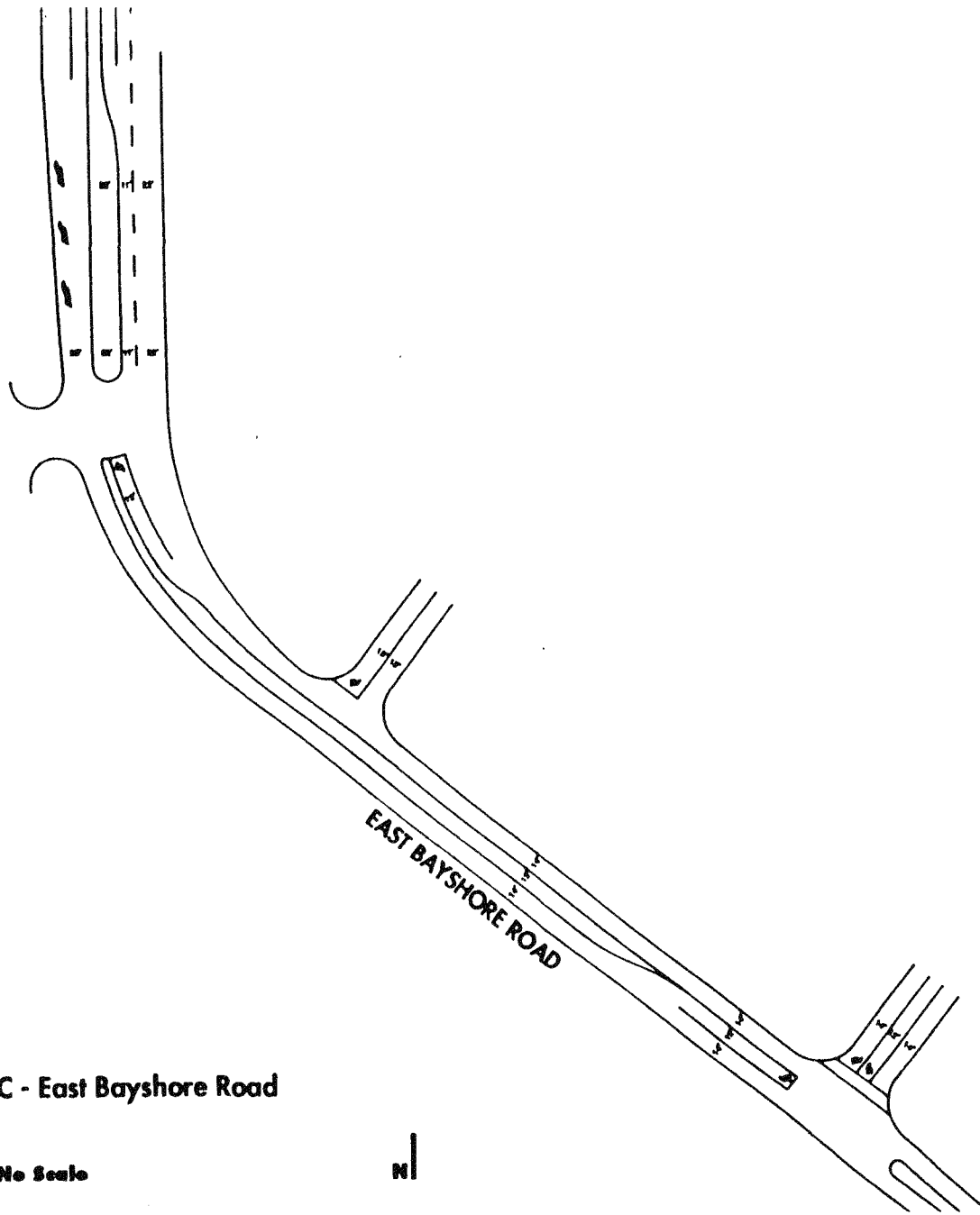
B - Donohoe Street at East Bayshore Road/Clarke Avenue

No Scale



Intersection Configurations - B



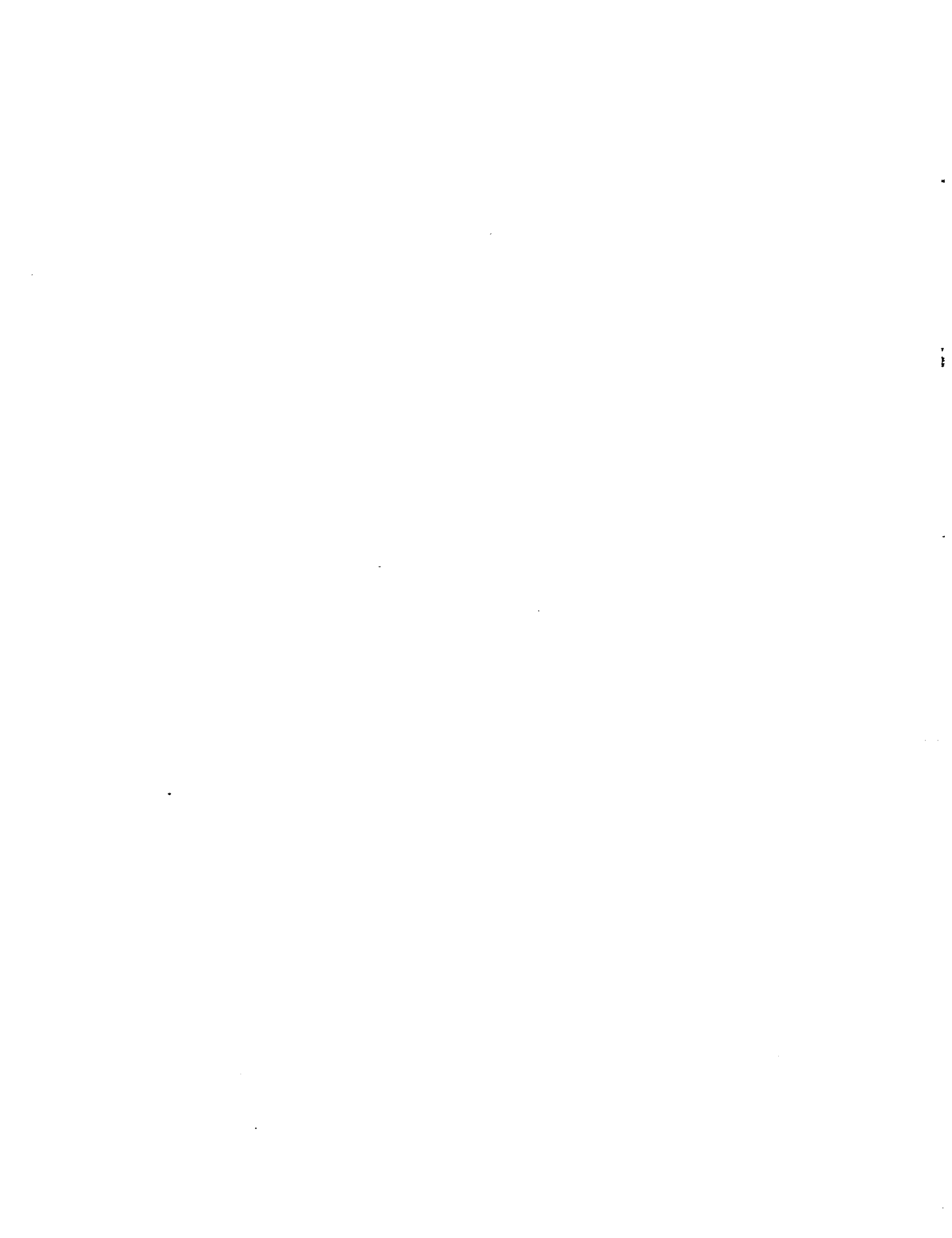


C - East Bayshore Road

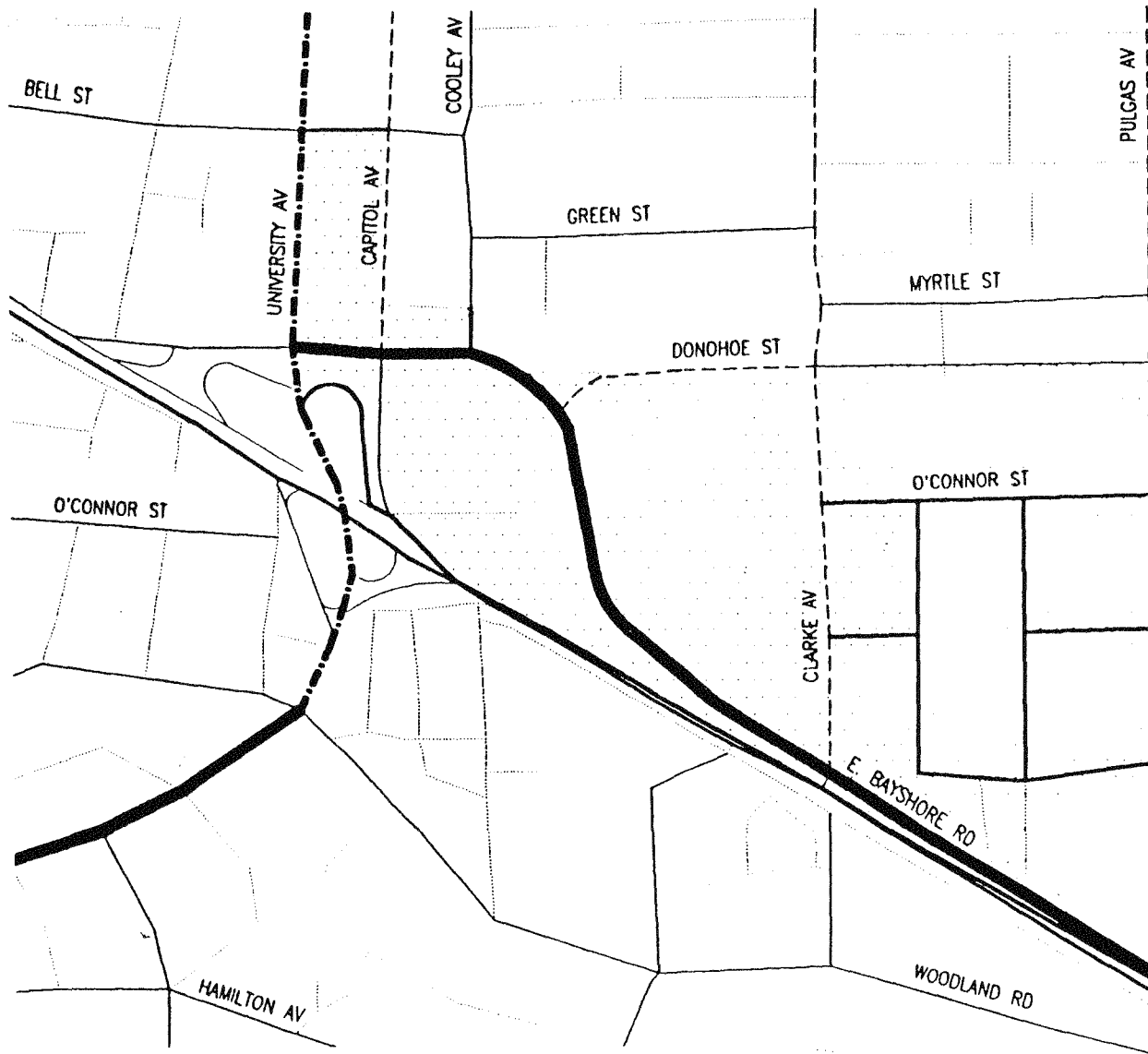
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Intersection Configurations - C







**LEGEND**

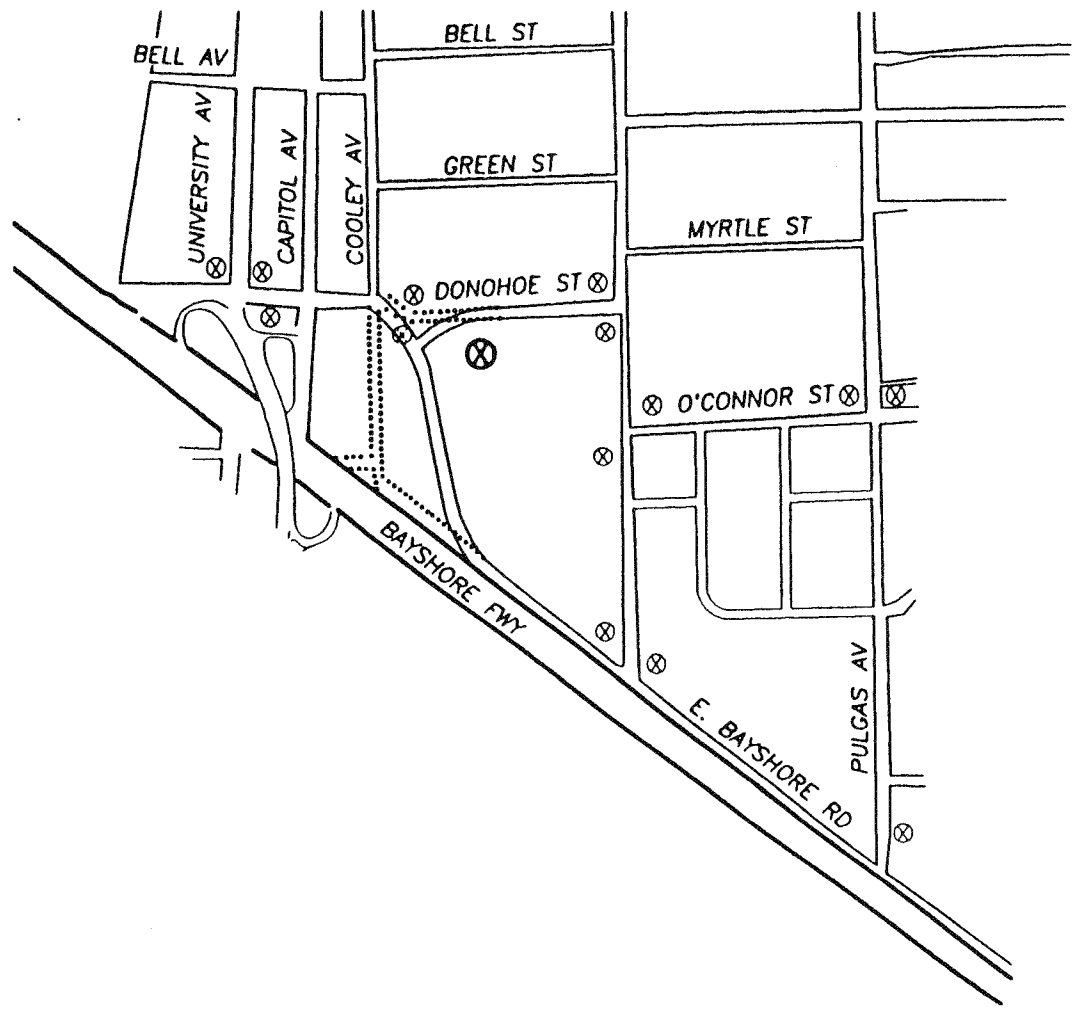
-  Specific Plan Area
-  Arterial
-  Major Collector
-  Local Collector
-  Local Residential

**Street Hierarchy**

**FIGURE 5.8**

BARTON-ASCHMAN ASSOCIATES, INC.  
WALLACE ROBERTS & TODD



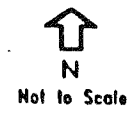
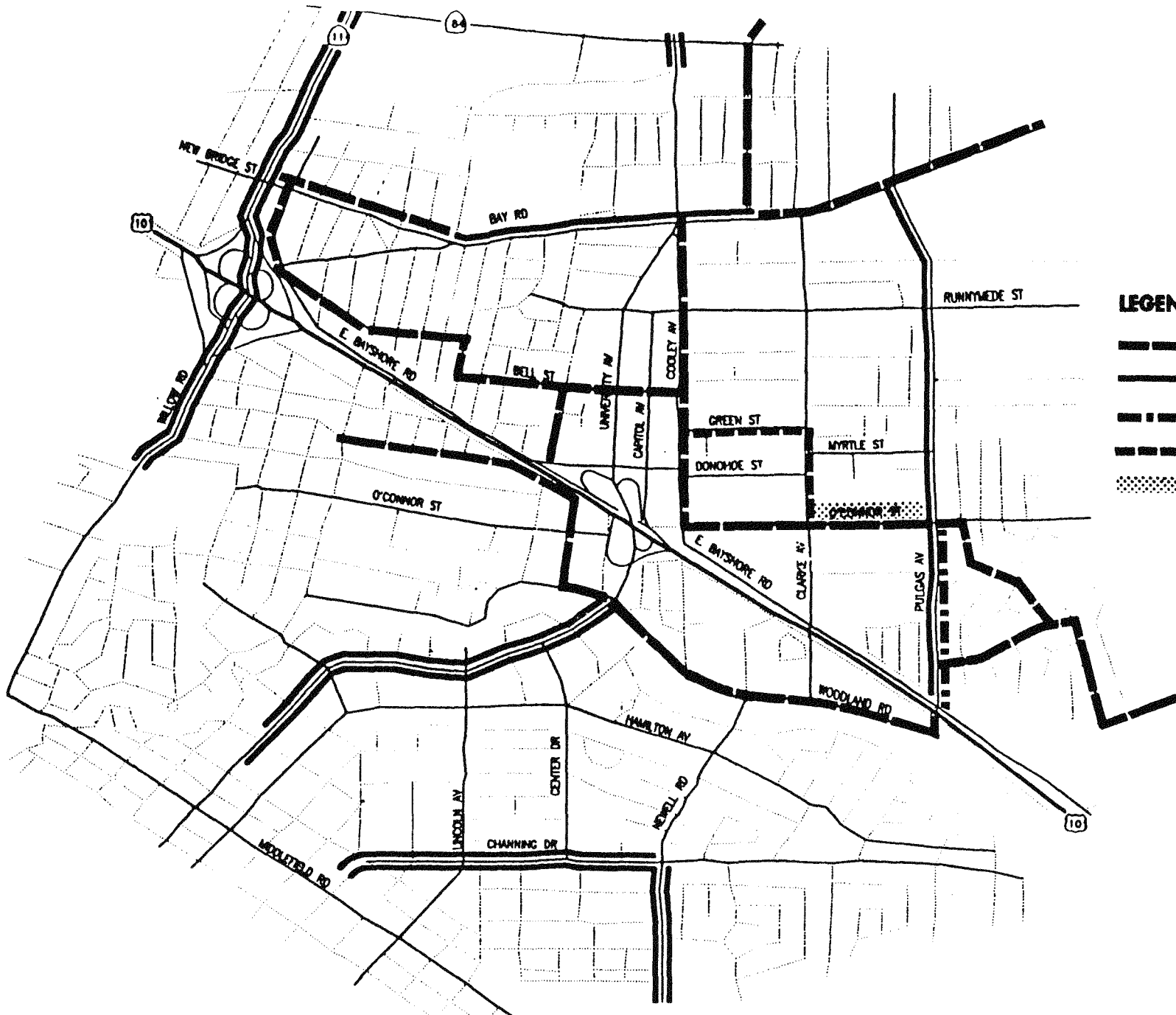


**LEGEND**






- ⊗ Existing Bus Stop
- ⊗ New Bus Stop
- ⊗ Existing Bus Stop to be Removed

**Bus Stop Locations**



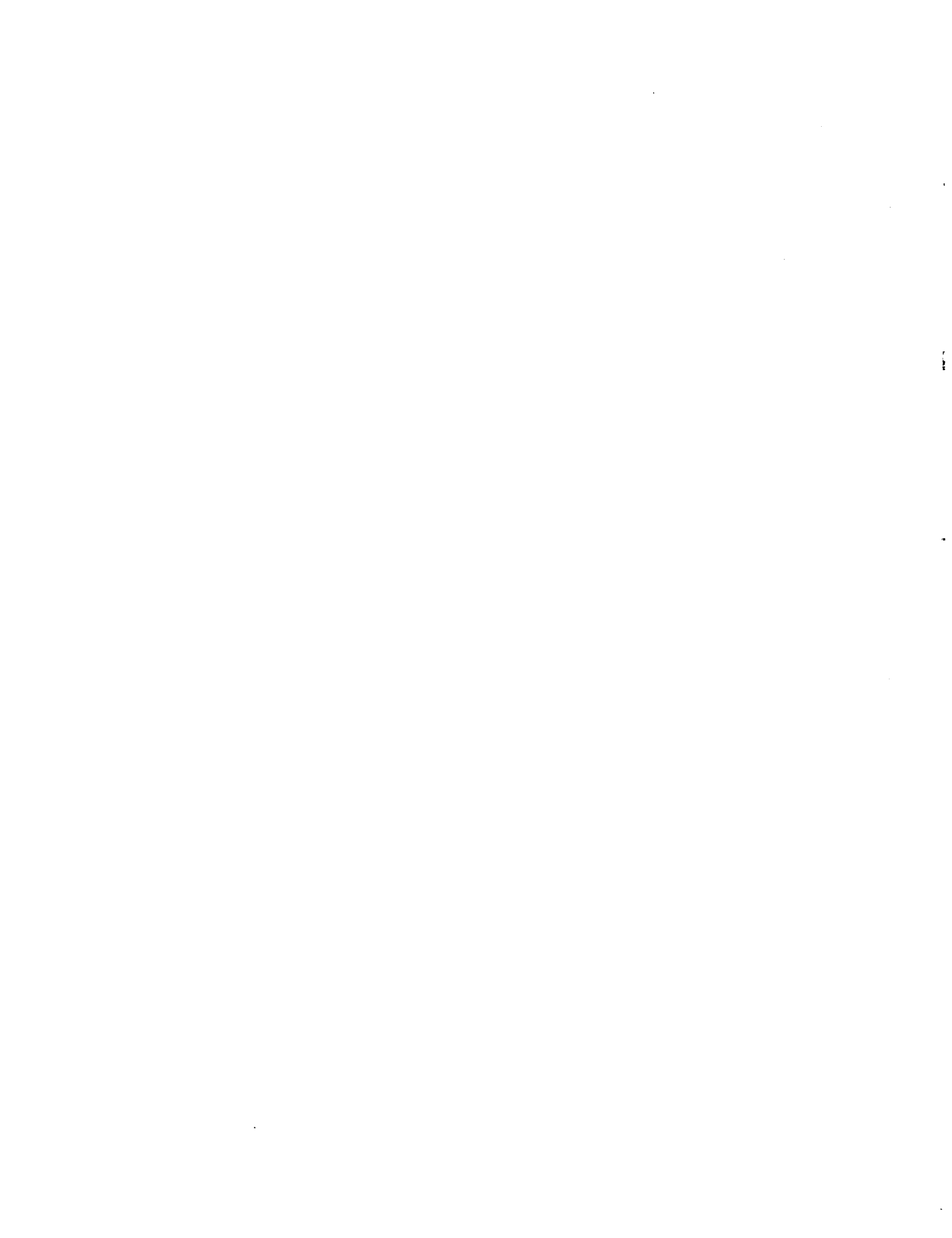


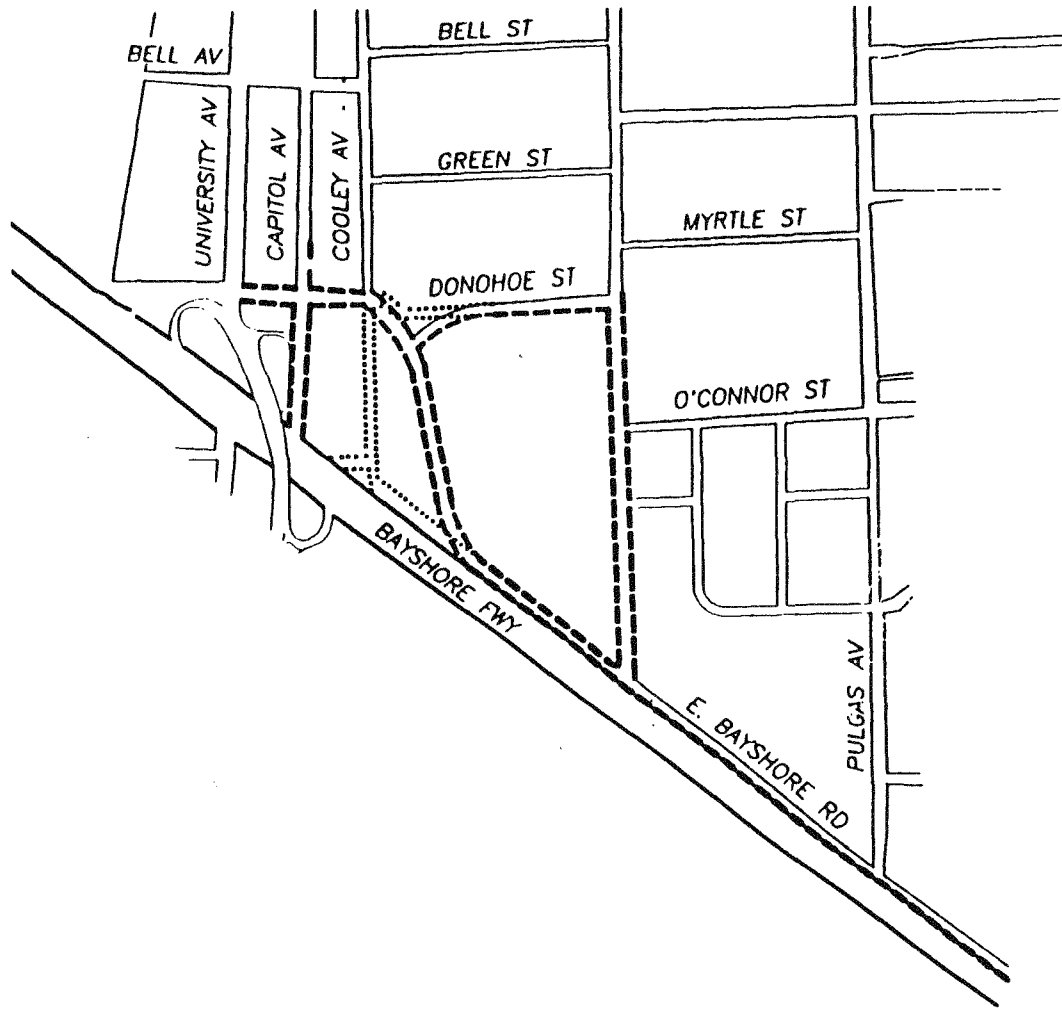
**LEGEND**

-  Existing Bike Route
-  Existing Bike Lane
-  Proposed Bike Lane
-  Proposed Bike Route
-  Proposed Bike Path

**GATEWAY 101**  
**SPECIFIC PLAN**  
 EAST PALO ALTO REDEVELOPMENT AGENCY

**Bicycle Facilities**  
**FIGURE 5.10**  
 WALLACE ROBERTS & TODD





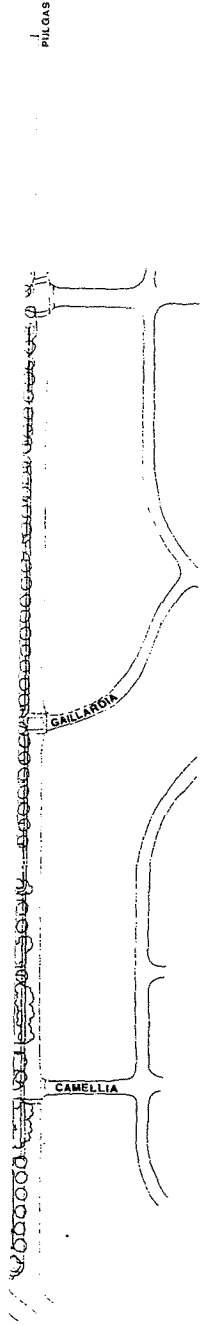
**LEGEND**

----- No Parking

**On-Street Parking Restrictions**







**Illustrative Concept Plan**

**FIGURE 4.3**



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## **6. Community Design**

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## 6.0 COMMUNITY DESIGN

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The intent of the Specific Plan is provide the structure and overall vision needed to create an attractive, physically coordinated neighborhood environment. This chapter provides development and design guidelines necessary to create an attractive, well-ordered pattern of development that features pedestrian-scaled streets, thoughtfully designed buildings, and carefully integrated community facilities and public open space. The objective is to provide a design framework within which developers and designers can express their creativity on their individual projects without compromising the community character as a whole. The guidelines are organized by planning subarea in order to communicate the differences in design character envisioned within the planning area. The subarea guidelines are followed by design guidelines for circulation system improvements. Refer to Figure 4.2 for the boundaries of the different planning subareas.

### 6.1 PROMOTIONAL RETAIL CENTER

For most people, the Promotional Retail Center subarea will be the focus of the Gateway area not only by virtue of its size and central location, but also because of its drawing power as a regional commercial center. The Promotional Retail Center will convey an image of East Palo Alto to the thousands of travellers who pass the community each day along U.S. 101 and University Avenue. However, while the orientation of the retail center will be toward a market area that extends well beyond the boundaries of East Palo Alto, the center is also expected to meet some of the local community's needs for local serving retail and services. This is important since the retail center is surrounded by and within walking distance of existing and proposed residential neighborhoods.

Promotional centers, by their nature, are geared more toward function than they are to image. As indicated by their name, such centers attract their clientele primarily through promotions (i.e., advertising) rather than from casual pass-by traffic (i.e., "window-shopping"). Promotional centers offer excellent values to the consumer by dealing in high volumes and keeping overhead down (e.g., building costs). The emphasis on value over atmosphere translates into physical environments that are designed with function foremost in mind. The emphasis on the sale of high volumes and large ticket items coupled with larger market areas results in the centers being highly auto-oriented. Automobiles are needed, not only to get to and from the center, but also to transport large, bulky purchases. This results in large areas being devoted to surface parking lots.

The intent of the design guidelines for the Promotional Retail Center subarea is to promote the development of an attractive, high quality retail center, while maintaining its viability as a retail center that can successfully compete with similar retail centers within the market area. The guiding design concepts for the Promotional Retail Center are: to develop an attractive center that is integrated as much as feasible with the surrounding community; to maintain good sight lines into the center and an attractive image from the freeway and local streets; minimize intrusion of retail center traffic into

residential neighborhoods; to provide convenient alternatives to the automobile by creating a pedestrian-friendly environment with access to transit.

Figure 6.1 shows the conceptual layout for the Promotional Retail Center consistent with the Land Use policies and design guidelines set forth in this Specific Plan. Figure 6.2 illustrates the implementation of some of the following guidelines.

### **Building Siting**

Although the promotional retail center has been located in the heart of the subarea because of its easy freeway access and high visibility, the development must also relate to the rest of the East Palo Alto community.

- *The location and size of building footprints in the retail center shall approximate the conceptual layout shown in Figure 4.2.*
- *Building coverage (not including outdoor garden areas) shall not exceed a floor area ratio of 0.25.*
- *Orient buildings toward East Bayshore Road and Donohoe Street to maintain an orientation toward the community as well as the freeway. The intent is to balance the orientation of the buildings so the retail center does not appear to be closed off to either the community or the freeway.*
- *Orient the building in the northeast corner toward Donohoe Street, as well as East Bayshore, in order to create a visual link between the neighborhood commercial development proposed along the northside of Donohoe Street with the retail center.*

### **Building Height**

The large-scale commercial uses expected in this subarea are expected to be housed in large primarily one-story buildings, which must be carefully articulated to avoid a warehouse appearance.

- *The height limit within the retail center will be 30 feet for the major portions of buildings, with heights up to 40 feet permitted for vertical elements such as towers and parapet walls.*
- *Use varied roof forms and parapets of varying heights to break down the scale and add visual interest to commercial buildings.*

### **Building Design**

- *All buildings within the retail center should share a common architectural character incorporating similar architectural vocabulary, materials, and colors.*
- *Design structures to minimize their appearance as large box-like buildings. Measures that should be considered include:*

- *Articulate wall planes with features such as wall off-sets, recessed entries, wing walls, awnings, arcades, roof overhangs, trellises, corbels, etc.*
- *Articulate the different parts of a building's facade by use of color, arrangement of facade elements, or a change in materials.*
- *Vary the height of the buildings and/or the building parapets so that the massing appears to consist of distinct elements.*
- *Use landscaping and trellises to cover expanses of blank wall.*
- *Avoid long stretches of facade with a single, continuous plane.*
- *Architectural detailing and facade elements should be used to relate the scale of the buildings to the human scale and experience.*
- *Arcades along portions of the frontages of the commercial buildings are encouraged as a means of protecting pedestrians from the elements and conflicts with moving vehicles. They also visually link the different structures and retailers, providing continuity between the different parts of the center.*
- *All exterior service areas, such as loading docks and trash receptacles, should be screened from views from both inside and outside the site. The design of these enclosures should be consistent with the overall architecture of the building, using similar materials and colors.*
- *All roof-mounted equipment (e.g., heating, air conditioning, ventilating, electrical, etc.) shall be screened from public ground level views.*

### **Parking**

- *Provide parking at a minimum ratio of 4.5 spaces per 1,000 square feet of retail.*
- *Design parking areas so that parking aisles are perpendicular to the majority of the buildings. Pedestrian traffic should move parallel to vehicular traffic as much as possible, and the need for pedestrians to cross traffic aisles should be minimized.*
- *The interior of parking areas shall be landscaped with canopy trees at a minimum ratio of 1 tree for every 8 parking stalls. This ratio will be determined solely upon the trees within the interior of the parking areas. Perimeter landscaping will be required in addition to the planting within the parking areas, and additional tree planting may be required at project entrances and along key entry aisles.*
- *Refer to Figure 6.1 for the conceptual layout of parking areas and access to the retail center.*

### Pedestrian/Bicycle Circulation

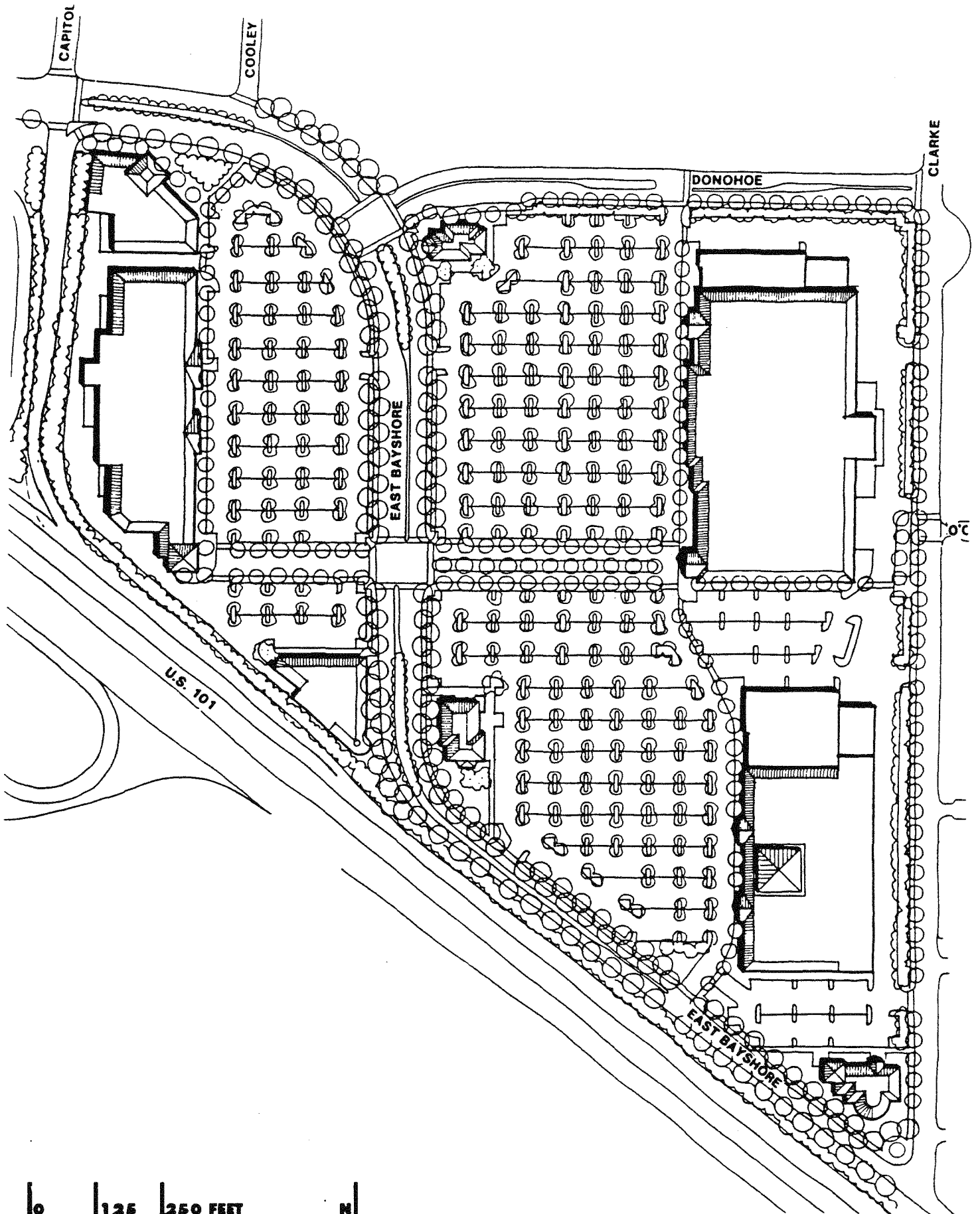
- *Provide a system of sidewalks and bicycle paths along surrounding neighborhood streets with crosswalks at key access points to accommodate safe non-vehicular access to the retail center.*
- *Install crosswalks at signalized intersections on East Bayshore Road to provide pedestrian connections between the two halves of the Promotional Retail Center.*
- *Provide clearly marked pedestrian connections between buildings and between parking areas and buildings within the retail center to ensure pedestrian safety.*
- *Provide secure bicycle parking for employees and shoppers.*
- *Establish outdoor pedestrian areas within the center, where there is seating, shade, and pedestrian amenities.*
- *Coordinate tree species and placement to ensure sign visibility is maintained.*

### Landscape Treatment

Given the scale of the buildings and parking areas, landscaping represents one available technique to visually soften the development as viewed from adjoining streets and development areas.

- *Provide perimeter landscaping adjacent to all public roadways. These perimeter plantings should incorporate trees, shrubs, and ground cover. Refer to street cross-sections for minimum width of landscaped setbacks.*
- *Perimeter landscaping along Clarke and Donohoe (east of East Bayshore) should include trees, shrubs and walls to screen the expanse of walls and service areas that will be visible from these roadways and from adjoining residences.*
- *Provide a 15-foot minimum landscape buffer along the edge of the Capitol Street off-ramp adjacent to the retail center. Buffer shall consist of a dense informal planting of trees and shrubs that will screen the rear of the commercial buildings and the loading and service areas located in this area.*
- *Provide a broad landscaped setback between East Bayshore and U.S. 101. The landscaping should be designed to visually screen parking areas and the freeway while not blocking visibility of the retail center from the roadway.*
- *Landscaping (including areas of planting and decorative hardscape) should comprise no less than 20% of the site area.*
- *Develop a consistent palette of plant species and other landscape materials that will be installed throughout the retail center. Tree species used as street trees should be consistent with species used outside the retail center (e.g., tree species along East Bayshore and Donohoe up to University should be the same). Different species should be used for landscaping of parking areas.*





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Illustrative Concept -- Promotional Retail Center

**GATEWAY 101**  
**SPECIFIC PLAN**  
 EAST PALO ALTO REDEVELOPMENT AGENCY

FIGURE 6.1

WALLACE ROBERTS & TODD



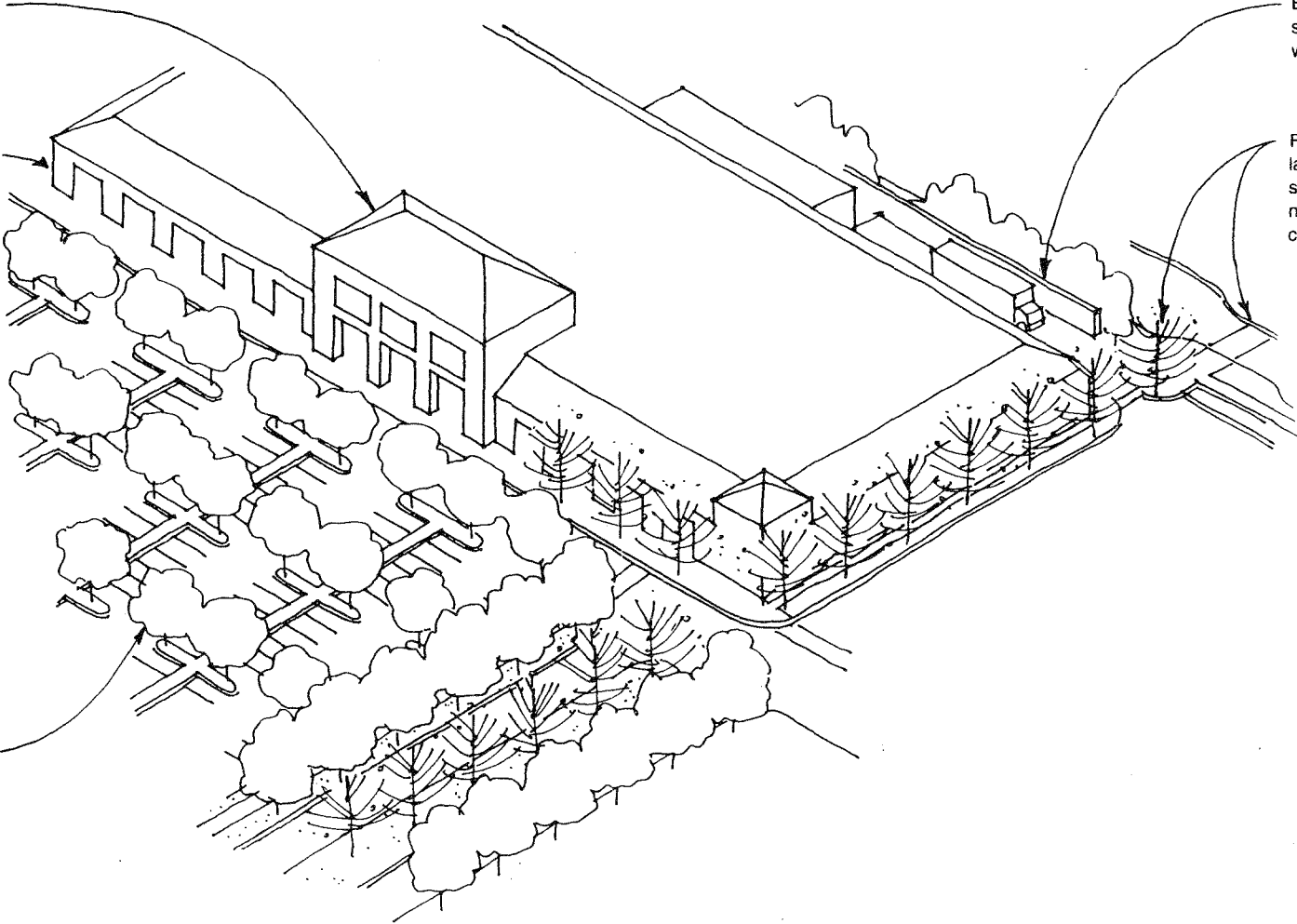
Vary the form of facades and roofs to reduce the box-like appearance of buildings.

Use arcades or other architectural elements to link the various buildings in the center, bring buildings down to human scale and protect pedestrians from the elements.

Block views into service areas with screen planting and solid masonry walls.

Provide crosswalks and landscaped pedestrian paths for safe, convenient access from neighborhood streets into the retail center.

Landscape parking lots with a minimum of one tree per six parking stalls.



## Design Guidelines -- Promotional Retail Center

**Lighting**

- *Provide sufficient illumination of outdoor areas to create a secure nighttime environment.*
- *Freestanding light standards shall not exceed 24 feet in height. Luminaires will be shielded to avoid interference with adjacent roadways or spillover of light into adjacent areas.*
- *Accent illumination should be provided at key locations such as building and driveway entries, however, should be sensitive to the effect on surrounding residential uses.*

**Transit**

- *Provide a transit shelter at the main transit stop for the retail center, with direct pedestrian connections into the center.*

**6.2 NEIGHBORHOOD COMMERCIAL**

The intent of the Neighborhood Commercial areas is to complement the more regionally-oriented Retail Center by catering to a more locally-oriented convenience shopping niche that includes a combination of retail and service uses. These areas are envisioned as a congregation of smaller retail and service uses housed in more or less contiguous storefronts that are oriented toward the sidewalk along the main thoroughfare. The Neighborhood Commercial development is intended to be scaled to encourage a pedestrian orientation where shoppers park their cars and then walk to businesses and shops within the area.

The following guidelines are intended to guide the redevelopment of the University Avenue, Donohoe Street, and Pulgas Avenue frontage to provide compact, well-defined commercial districts that are convenient and attractive to local residents.

Figure 6.3 shows an illustration of a possible development pattern in the Neighborhood Commercial Subarea that is consistent with the policies of the Land Use Element and the following development standards and design guidelines. Figure 6.4 illustrates implementation of some of the following guidelines.

**Building Types**

Mixed-use buildings are encouraged within the Neighborhood Commercial district. Office uses in particular are encouraged over retail where parking can be accommodated. Residential uses will be permitted as an upper floor use when it is to accommodate a live/work situation such as a "Mom and Pop"-type store and apartment.

- *Encourage the development of ground level retail uses to create a pedestrian-oriented retail area that will provide one-stop shopping once parked*

- *Encourage upper-story office and residential uses above ground floor retail in the Neighborhood Commercial area.*
- *Incorporate balconies and upper story windows that open on buildings that front on University Avenue and Donohoe Street.*

### **Building Siting and Design**

As in the traditional "Main Street", buildings should form a continuous edge that gives definition and scale to the street.

- *Site buildings to orient toward the main roadway (i.e., University Avenue, Donohoe Street, and Pulgas Avenue), with secondary orientation toward side streets (Capitol, Cooley, Bell, and East Bayshore).*
- *Buildings along University Avenue and Donohoe Street shall be built to and parallel with the front property line, and shall align with the facade of adjacent buildings.*
- *Facades may include recessed entries as long as they occupy less than one third of the facade's length, and are less than 10 feet deep.*
- *No sideyard setbacks are required within the Neighborhood Commercial districts. Side yards should be discouraged in favor of continuous building facades.*
- *Create a consistent building setback along University and Donohoe that contributes to a retail image for the area, and enforce building design that establishes consistent character and quality standards for buildings*

### **Building Height**

Taller buildings can be effectively used to give a sense of enclosure and scale to busy streets such as University Avenue. They should be carefully designed however to maintain a human scale that is comfortable to pedestrians.

- *Permit building heights up to 3 stories (35-foot maximum) to be developed in the Neighborhood Commercial areas.*
- *Maintain 20-foot minimum facade heights in the Neighborhood Commercial areas. Single-story retail buildings built to a 2-story height will be considered, but should not be the norm. If single-story buildings are developed in this area, they should incorporate a variety of roof forms and heights.*
- *Locate taller buildings or buildings with vertical elements (e.g., spire, turret, cupola, etc.) at the corners of Donohoe Street with University Avenue, Capitol Avenue, and Cooley Avenue to establish a distinctive image for the Neighborhood Commercial district and create a memorable entry statement at the "gateway" to East Palo Alto.*

### **Building Entries and Storefront Design**

In order to enhance the pedestrian character of the Neighborhood Commercial area, buildings and facades should maintain a pedestrian scale, and building entries should be located to encourage pedestrian activity.

- *Orient primary ground floor entries to commercial buildings to the sidewalk along the main thoroughfare. Secondary entrances from parking areas are encouraged.*
- *Locate entries to upper floor businesses primarily from the front facade. Some upper floor entries can be located from side streets and parking areas if clearly marked.*
- *In order to establish a commercial district that is comfortable and interesting to pedestrian traffic, storefront widths along University and Donohoe should be relatively narrow, avoiding long stretches of building frontage without entrances or display windows. Storefront widths should generally be 25 to 50 feet, preserving the underlying rhythm established by existing parcels.*
- *Parcels with frontages wider than 25 feet should either divide proposed buildings into multiple smaller storefronts or articulate the building into smaller modules (preferably 25 feet or less in width).*
- *At least half of the surface area of ground floor facades (i.e., fronting on University) should be transparent glazing (i.e., windows).*
- *Create "paseos"/pedestrian passageways between or through buildings from the parking areas to the street frontage. Pedestrian passageways should have a minimum width of 15 feet. Entrances, display windows, landscaping, and architectural elements should be used to enhance the character of these passageways.*
- *At the intersections of University and Donohoe and Donohoe and Cooley, the corner buildings should provide diagonal or recessed corners in order to emphasize the orientation to both street frontages and to "frame" the neighborhood commercial center. Placement of building entrances at these diagonals is encouraged. The diagonal corners may be the full height of the facade or can incorporate only the first story.*
- *Use quality materials and variety in architectural detailing to create an attractive pedestrian environment.*

### **Pedestrian Circulation**

Neighborhood commercial streets such as University Avenue and Donohoe Street should have a lively, attractive and stimulating pedestrian environment.

- *Develop 15-foot wide sidewalks along University Avenue and Donohoe Street to accommodate pedestrian circulation, window shopping, and outdoor merchandising.*
- *Encourage the development of pedestrian amenities (benches, newspaper racks, etc.) which enhance the pedestrian experience.*
- *Introduce consistent street tree planting along the commercial frontage. Selected street tree should be a high-branching canopy tree spaced 25 to 50 feet on center as appropriate for selected species (i.e., at maturity crowns of trees should merge).*
- *Provide signal-protected pedestrian crosswalks between the Neighborhood Commercial areas and nearby uses (particularly to the Retail Center and to Bell Street Park) to accommodate safe and convenient pedestrian circulation.*
- *Encourage use of colorful awnings and pedestrian-level store signage along facades.*
- *Introduce pedestrian-scaled (i.e., no more than 20 feet high) ornamental light fixtures along commercial frontages.*

### **Parking**

Parking areas should not disrupt the continuity of storefronts or discourage pedestrian access.

- *Locate public parking lots behind commercial buildings, away from the main, pedestrian-oriented street in the Neighborhood Commercial area.*
- *Provide continuous vehicular connections between parking areas on adjoining parcels.*
- *Limited parking will be permitted along the access driveways from University Avenue (i.e., a single bay on either side of the driveway).*
- *Maintain view corridors from public streets into parking areas in order to facilitate security surveillance of commercial areas. For example, A parking area should be created along the north side of Donohoe, mid-block between University and Capitol, in order to provide a visual corridor to parking areas located behind University Avenue commercial buildings (see illustrative plan).*
- *Provide on-street parking along all Neighborhood Commercial frontages, except during rush hours when parking will be restricted to eliminate conflicts with peak hour traffic flows. Include onstreet parking spaces when calculating available parking for neighborhood commercial.*
- *Provide a minimum 5-foot planting strip along the rear property line to screen commercial area from adjoining residential areas.*

- *Provide attractive, solid walls or fences between Neighborhood Commercial areas and adjoining residential areas to minimize visual and noise impacts.*
- *Landscape parking lots with shade trees at a minimum ratio of one tree per six spaces.*
- *Use low hedges, shrub masses and walls to enhance street views of parking areas, as well as to give a defined edge to the lot.*
- *Provide lighting for parking areas to enhance security. Light standards should not exceed 20 feet in height and luminaires should be shielded to avoid spillover to adjacent residential uses.*
- *Limit the number of vehicular ingress and egress points along University and Donohoe in order to reduce conflicts with through traffic on University, to maintain the continuity of storefronts, and to minimize pedestrian/vehicular conflicts along the University Avenue frontage.*

### **Transit**

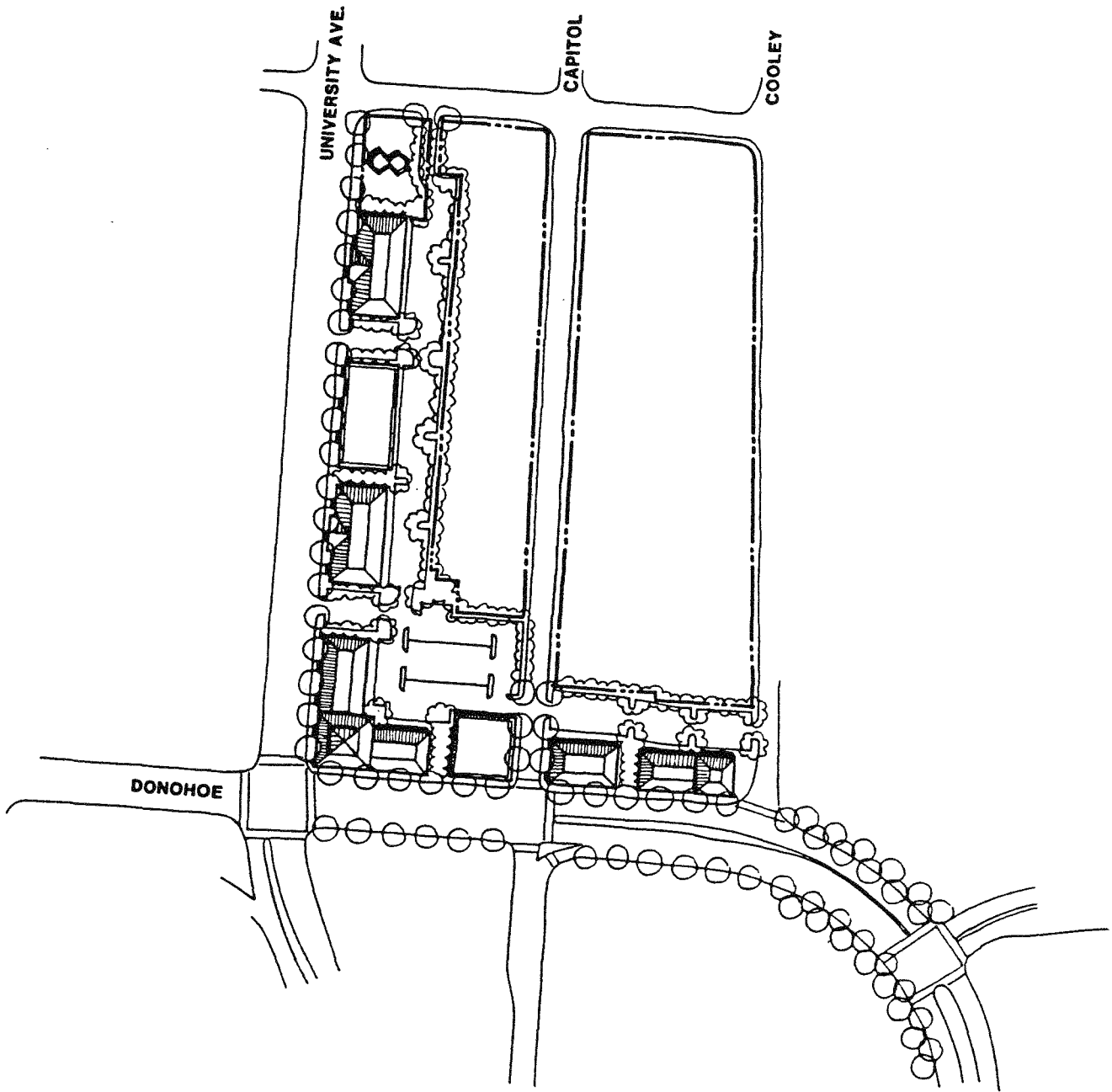
The Neighborhood Commercial areas should be designed to accommodate transit access and convenience for transit users.

- *Provide well-marked transit stops with signs (route maps, schedules, etc.), shelters, and other user amenities (waste receptacles, public telephones, bicycle racks, etc.).*
- *Provide distinctively designed transit shelters to contribute to the image and identity of the community, as well as the comfort of the transit user.*

### **Special Considerations**

- *Place signage on building faces, rather than on freestanding monuments or poles. The size and location of signs along University Avenue and Donohoe Street should be geared toward pedestrians, rather than the automobile.*
- *Service access to commercial buildings shall be accommodated from parking areas at the rear of the buildings. Loading docks, service areas, and trash containers should be screened from view of adjoining residences and thoroughfares.*





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Illustrative Concept --  
Neighborhood Commercial Subarea

**GATEWAY 101**  
S P E C I F I C P L A N  
EAST PALO ALTO REDEVELOPMENT AGENCY

FIGURE 6.3

WALLACE ROBERTS & TODD

20' minimum, 45' maximum height to building cornice line.

Build up to the property lines along University Avenue and Donohoe Street.

Place signage on building faces and awnings, rather than on freestanding monuments or poles.

Break building facades lining the streets into storefronts or bays 25 to 50 feet wide.

Orient primary entrances to the street, with secondary rear or side entrances from parking lots.

Develop pedestrian passages connecting the street sidewalk with rear parking lots, at intervals along the street.

Access driveways to rear parking lots should be limited in number and shared between properties. Driveways should have no more than one row of parking on either side.

Buffer residential from commercial areas with 5' minimum landscape strip including solid masonry wall and screen planting.

Locate parking lots behind commercial buildings.

Allow free vehicular and pedestrian circulation, as well as visual access, between parking areas on adjoining parcels.

Use street furniture, pedestrian-scaled light fixtures, colorful awnings and plantings to create an interesting pedestrian environment.

Mark important intersections with vertical architectural elements such as towers or projecting bays. Provide diagonal or recessed corner entrances to buildings at intersections.

## Design Guidelines -- Neighborhood Commercial Subarea

## 6.3 RESIDENTIAL SUBAREA

The Residential Subarea is conceived as an attractive new neighborhood containing a range of housing types including apartments, duplexes, townhouses and small-lot single family homes, all within convenient walking distance of a major new park, existing elementary and intermediate schools, and retail and commercial service uses. The design guidelines encourage the development of a tightly knit, pedestrian-oriented neighborhood that focuses on a new-centrally located park that is envisioned as a locus of public activity and neighborhood identity.

The objective of the guidelines is to promote new residential development that fosters a sense of neighborhood identity and community pride by creating a safe and attractive living environment. In addition to creating an attractive residential environment, the design guidelines are intended to improve security and to increase the opportunity for residents to know their neighbors and take responsibility for their surroundings.

Figure 6.5 shows an illustration of a possible development pattern in the Residential Subarea that is consistent with the policies of the Land Use Element and the following development standards and design guidelines. Figure 6.6 illustrates implementation of some of the following guidelines.

### Form

The traditional grid pattern that characterizes most of East Palo Alto provides the flexibility to accommodate a wide range of types and densities of residential development, within an easily understood and accessible framework of public streets. It is recommended that a system of rectangular blocks be developed in the residential subarea, rather than introducing cul-de-sacs and curvilinear street patterns.

- *Arrange streets in a generally rectilinear pattern, forming relatively small, walkable blocks no more than 450 feet in the longest dimension.*

### Building Siting

The objectives to be achieved in siting residential structures should be to create an attractive and well-defined street space that: is scaled to the pedestrian; increases neighborhood security; and maximizes the benefit of private open space.

- *Setbacks:*
  - *Buildings should be built with a front yard setback that is close to the sidewalk in order to maintain the street and public right-of-way within the "sphere of influence" of adjoining residences.*
  - *Provide a landscaped 15-20 foot setback from street ROW.*
  - *Give priority to larger rear setbacks that provide for yard spaces that are more private and more functional.*
  - *Side yard setbacks are not required.*

- *Building Orientation:*
  - *Orient residences so that entries face the street (i.e., avoid sideyards along street frontages, particularly when residences front on the opposite side of street).*

### **Building Height**

Buildings should maintain a scale and massing that provides a sense of enclosure for the street, but does not overwhelm the pedestrian scale of the street environment.

- *Maximum building height is 35 feet.*

### **Building Types**

Buildings should generally be designed to maintain a consistent character in terms of the scale and relation to the street. Although areas are differentiated by their density designations, developers are encouraged to meet these requirements with a variety of building types (i.e., single-family, multi-family, attached, detached, etc.). The following are examples of the most likely building prototypes to be developed within specific density ranges.

- *High density area: Apartments/condominiums with one level of parking under the building. The parking level should be depressed at least half a level below grade, if feasible due to geotechnical/groundwater conditions, to reduce the height of the building.*
- *Medium-high density area: Apartments, townhouses, multiplex units with detached surface parking. Parking lots and carports should be grouped in interior courts surrounded by residential buildings.*
- *Medium density area: Duplex, zero lot line single family house, small-lot single family house. In addition, one ancillary unit (granny flat) per duplex or single family house is allowed where lots are at least 50 feet wide. Ancillary units may be incorporated into the main house or into a detached garage.*

### **Entries**

Entries to residences should be designed to promote sidewalk activity, social interchange between neighbors, and resident oversight of public areas.

- *Provide ground floor units with individual entries off the street, and encourage the provision of stairways from upper floor units to the street.*
- *Incorporate porches and stoops on ground floor entries that create a clear transition between public and private spaces.*
- *Site major building entries and lobbies so that they are visible and accessible from the street, not just parking areas.*

- *Design units with balconies and windows affording views of the street, to create the security of "eyes on the street".*

### **Parking**

Residential parking should not dominate the residential street frontage.

- *Reduce the site area needed for off-street parking by allowing curbside (i.e., on-street) parking to count toward the project's guest parking requirements.*
- *Encourage development of shared driveways and mid-block alleys to access parking areas and garages. Minimize the width and number of driveway curb cuts onto the residential street.*
- *Setback garages, carports and parking areas beyond the front setback for the main residence.*
- *Depress below-structure parking so that first floor residential entries are not more than half a level above grade.*

### **Residential Streets**

The grid street pattern proposed in the residential subarea can accommodate large volumes of traffic generated by dense development by dispersing it among many low-volume streets throughout the development. However, not all streets through the residential subarea should be designed with the same characteristics.

- *Establish an hierarchy of neighborhood streets by alternating between primarily pedestrian-oriented residential streets and residential collector streets.*
- *Limit direct through streets between Pulgas Avenue and Clarke Avenue to O'Connor Street in order to discourage traffic moving through the neighborhood on its way to and from the retail center.*
- *The pedestrian orientation of the streets can be enhanced by slowing or interrupting through traffic at intervals with T-intersections, narrowed street widths at pedestrian crossings, and street closures.*
- *Provide consistent street tree planting along residential streets. Trees should be planted in the parkway strip between the curb and sidewalk, and spaced approximately every 30-40 feet as appropriate for species selected.*
- *Provide evenly spaced street lighting to enhance the safety of the nighttime street environment. Light standards should not exceed 20 feet in height in order to maintain a pedestrian scale.*

### Pedestrian/Bicycle Circulation

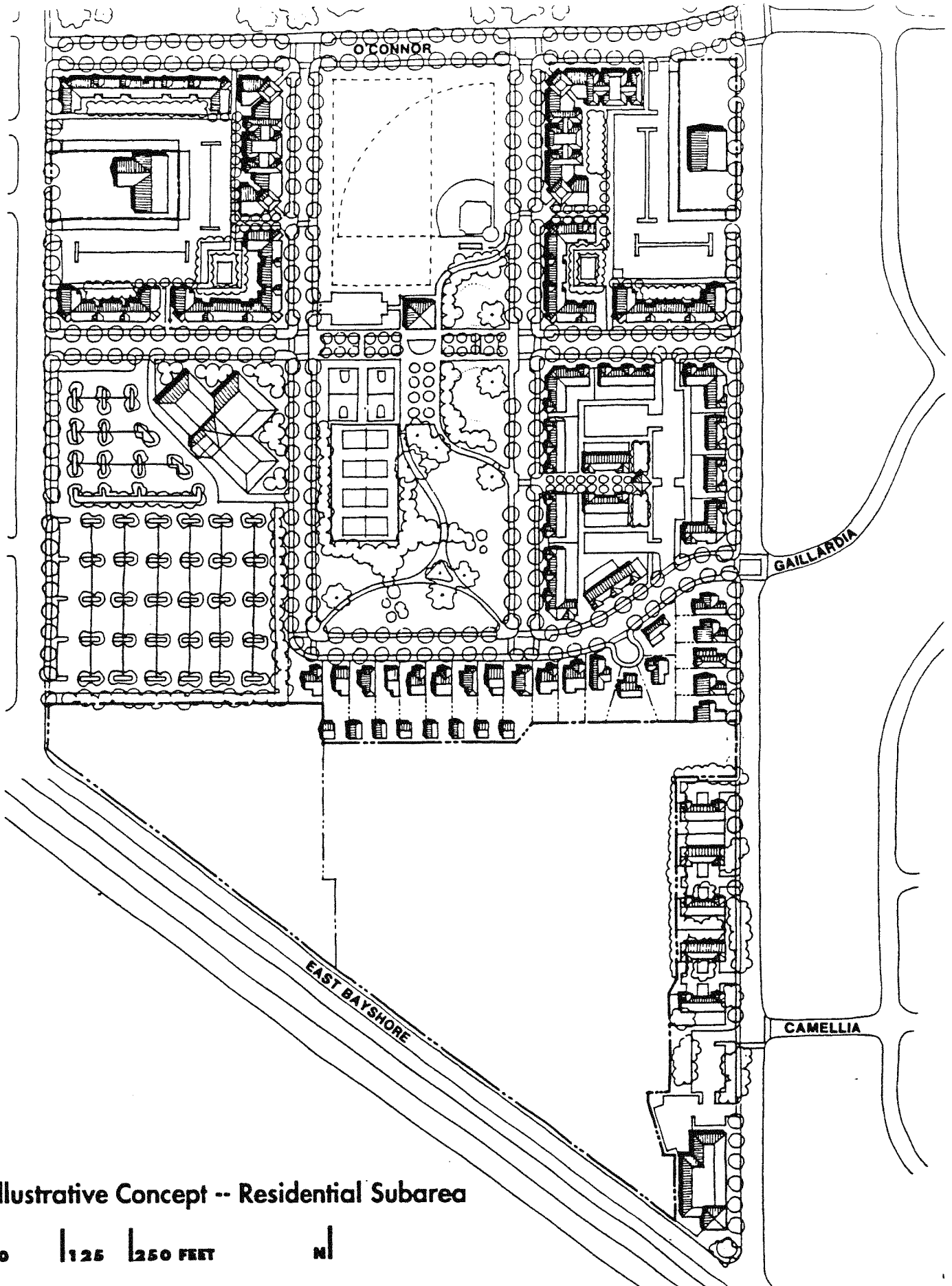
The sidewalks along the neighborhood streets should provide an active, friendly pedestrian environment connecting residences to the park, schools and the retail center and neighborhood commercial areas.

- *Provide sidewalks on both sides of all residential streets.*
- *Provide clearly marked crosswalks at all intersections along Clarke Avenue, Pulgas Avenue, and O'Connor Street to provide for the safety of those walking to the schools or shopping center.*
- *Connect pedestrian paths in school sites and public parks to the sidewalk system along public streets.*
- *Provide a combined pedestrian/bicycle path along the north side of O'Connor Street.*

### Open Space and Public Facilities

The Land Use Element calls for a major community park to be developed within the Residential Subarea. The park will be an important amenity, providing residents nearby open space for sports, socializing and passive enjoyment. The park will also contribute substantially to the identity of the Residential Subarea.

- *Locate the park in a central position within the residential neighborhood to locate as many people as possible close to the park, to provide convenient access from surrounding residential uses, and to provide a focal element to the neighborhood.*
- *Use residential streets to define the boundaries of the park. Orient housing opposite the park so it faces the park, providing residents with attractive views and the opportunity for community surveillance of the park.*
- *Provide on-site parking commensurate with the proposed facilities, but also give parking credit for onstreet spaces adjacent to the park, rather than using parklands for the development of parking lots.*



Illustrative Concept -- Residential Subarea







## 6.4 CIRCULATION SYSTEM

### 6.4.1 PEDESTRIAN AND BICYCLE PATHS

#### Siting

- *Provide sidewalks along both sides of all streets within the planning area.*
- *Provide clearly marked pedestrian crossings at all intersections.*
- *Provide clearly marked 4-foot wide bicycle lanes along both sides of Pulgas Avenue between East Bayshore Road and O'Connor Street.*
- *Provide a 10-foot wide combined pedestrian/bicycle path along the north side of O'Connor between Pulgas Avenue and Clarke Avenue.*
- *Provide a designated bicycle route (i.e., identified with street signs) along Clarke Avenue between O'Connor Street and Green Street, and Green Street between Clarke Avenue and Cooley Avenue.*

#### Design

- *Separate the sidewalk from the roadway with a 5-foot wide planting strip along all streets, except in Neighborhood Commercial areas along University Avenue and Donohoe Street (see Street Cross-sections in the following figures).*
- *Make sidewalks continuous across retail entrances and residential driveways.*
- *Widen sidewalks into parking lanes (i.e., narrow the street width to just the two travel lanes) at intersections of pedestrian-oriented streets in the residential subarea, to provide narrower and safer pedestrian crossings.*

#### Bicycle Parking

- *Provide bike racks and/or lockers at shopping areas, workplaces and public parks. Bike parking areas may be shared among nearby uses, but should be centrally located, easily accessible to building entries, visible from streets or parking lots, and well lighted.*

### 6.4.2 STREETS

The design of streets in the Gateway area reflects the specific functions of the streets within its specific subarea, and within the context of the community as a whole. Streets are designed where possible to contribute to community or district identity, enhance commercial activity, and encourage pedestrian use. The proposed standards for each street are presented in this section. Representative cross-sections of the proposed streets are illustrated in Figures 6.7 through 6.11. Table 6.1 shows existing road right-of-ways (ROWS) with those recommended in the Plan.

**Table 6.1  
GATEWAY 101 SPECIFIC PLAN  
EXISTING AND PROPOSED RIGHT-OF-WAYS AND LANES**

Street	Existing ROW	Proposed ROW	Number of Lanes	Number of Proposed Lanes
University	100'	100'	4	4 (+ turn lanes)
Donohoe				
University-Capitol	75'	97'-103'	3	4 (+ turn lanes)
Capitol-Cooley	60'	117'-132'	2	4 (+ turn lanes)
Cooley-Clark	40' & 45'	80'	2	2 (+ turn lane)
Capitol				
N. of Donohoe	60'	60'	2	2
S. of Donohoe	45'	60'	2	2
Cooley				
S. of Donohoe	50' & 55'	N/A	2	N/A
Clarke	40' & 50'	62'	2	2 (+ turn lane)
O'Connor	40' & 45'	65'	2	2
Pulgas	53'	67'	2	2
E. Bayshore				
E. of Clark	40'	N/A	2	N/A
W. of Clark	40'	60'-112'	2	varies

- **University Avenue—between Donohoe Street and Bell Street (See Figure 6.7)**
  - *Right-of-Way Width: 100 feet*
  - *Curb-to-Curb Width: 76 feet*
  - *Travel Lanes: Two through lanes in each direction, 14-foot exterior lanes and 12-foot interior lanes; two 12-foot southbound left turn lanes at Donohoe*
  - *Median: 12 feet (where only one left turn lane is required)*
  - *Parking: None*
  - *Bicycle Lanes: None*
  - *Landscaping within ROW: 12 feet on both sides of street (12-foot sidewalk with tree wells)*
  - *Landscaping Setback Outside ROW: None*
- **East Bayshore Road—between Clarke Avenue and Donohoe Street (See Figure 6.8)**
  - *ROW Width: Varies in width; 60 to 112 feet (widest at signalized intersections)*

- *Curb-to-Curb Width: Varies in width; 30-88 feet (widest at signalized intersections)*
  - *Travel Lanes: Varies; two through-lanes in each direction along the northern half, one through-lane in each direction along southern half; one or two left turn lane(s) at retail center entrances; lane widths vary from 11 feet to 22 feet (22-foot lanes include a 12-foot travel lane and 10-foot deceleration/acceleration lane)*
  - *Median: Varies from 2 feet to 22 feet*
  - *Parking: None*
  - *Bicycle Lanes: None*
  - *Landscaping within ROW: medians; 12 feet (5-foot sidewalk, 7-foot planting strip) on both sides*
  - *Landscaping Setback Outside ROW: 8-foot landscape setback on both sides*
- **Donohoe Street--between University Avenue and Capitol Avenue (See Figure 6.9)**
    - *ROW Width: Varies in width; 97 to 103 feet (widens at University)*
    - *Curb-to-Curb Width: Varies in width; 70-76 feet (widens at University)*
    - *Travel Lanes: Two through-lanes in each direction, one left turn lane in each direction, and one right turn lane in westbound direction; 12-foot interior lanes (and turn lanes), and 14-foot exterior lanes*
    - *Median: None*
    - *Parking: None*
    - *Bicycle Lanes: None*
    - *Landscaping within ROW: 15 feet (15-foot sidewalk with tree wells) on north side; 12 feet (5-foot sidewalk, 7-foot planting strip)*
    - *Landscaping Setback Outside ROW: 8-foot landscape setback on south side; none on north side*
- **Donohoe Street--between Capitol Avenue and East Bayshore Road (See Figure 6.9)**
    - *ROW Width: Varies in width; 117 to 132 feet (widens at Capitol)*
    - *Curb-to-Curb Width: Varies in width; 90-105 feet (widens at Capitol)*
    - *Travel Lanes: Two through-lanes in each direction, two left turn lanes at Donohoe, and one right turn lane at Capitol; 12-foot interior lanes (and turn lanes), and varying widths on exterior lanes (14 to 22 feet)*
    - *Median: Varies; 12 feet at Capitol Avenue and 2 feet at Donohoe Street*
    - *Parking: None*
    - *Bicycle Lanes: None*
    - *Landscaping within ROW: 15 feet (15-foot sidewalk with tree wells) on north side; 12 feet (5-foot sidewalk, 7-foot planting strip) on south side; and in medians*
    - *Landscaping Setback Outside ROW: 15-foot landscape setback on south side; none on north side*
- **Donohoe Street--between Clarke Avenue and East Bayshore Road (See Figure 6.9)**
    - *ROW Width: 84 feet (bulbs out to 94 feet at bus turnout)*
    - *Curb-to-Curb Width: 60 feet*

- *Travel Lanes:* One 14-foot travel lane on north side, one 22-foot lane on south side, and one 12-foot left turn lane at intersections
  - *Median:* Varies in width, 4 feet to 16 feet
  - *Parking:* 8-foot parallel parking lane on north side; none on south side
  - *Bicycle Lanes:* None
  - *Landscaping within ROW:* 12 feet (6-foot sidewalk, 6-foot planting strip) on south side of street; 11 feet on north side (5-foot sidewalk, 6-foot planting strip); and in medians
  - *Landscaping Setback Outside ROW:* 15-foot landscape setback on south side; 20-foot residential setback on north side
- **Clarke Avenue--between East Bayshore Road and Donohoe Street (See Figure 6.10)**
    - *ROW Width:* 62 feet
    - *Curb-to-Curb Width:* 40 feet
    - *Travel Lanes:* Two 14-foot travel lanes, one each direction, and one 12-foot left turn lane
    - *Median:* None
    - *Parking:* None
    - *Bicycle Lanes:* Designated on-street route
    - *Landscaping within ROW:* 11 feet on west side of street (5-foot sidewalk, 6-foot planting strip)
    - *Landscaping Setback Outside ROW:* 14-foot landscape setback
- **O'Connor Street--between Pulgas Avenue and Clarke Avenue (See Figure 6.10)**
    - *ROW Width:* 65 feet
    - *Curb-to-Curb Width:* 40 feet
    - *Travel Lanes:* Two 12-foot travel lanes, one each direction
    - *Median:* None
    - *Parking:* 8-foot parallel parking lane on both sides
    - *Bicycle Lanes:* 10-foot combined pedestrian/bicycle path on north side of street
    - *Landscaping within ROW:* 15 feet on north side of street (10-foot bike lane/sidewalk, 5-foot planting strip); 10 feet on south side (5-foot sidewalk, 5-foot planting strip)
    - *Landscaping Setback Outside ROW:* 20-foot building setback on south side; school grounds on north side
- **Pulgas Avenue--between East Bayshore Road and O'Connor Street (See Figure 6.11)**
    - *ROW Width:* 67 feet
    - *Curb-to-Curb Width:* 48 feet
    - *Travel Lanes:* Two 12-foot wide lanes, one each direction
    - *Median:* None
    - *Parking:* 8-foot parallel parking lane on both sides
    - *Bicycle Lanes:* 4-foot lane on each side
    - *Landscaping within ROW:* 10 feet on west side of street (5-foot sidewalk, 5-foot planting strip); 9 feet on east side (5-foot sidewalk, 4-foot planting strip)

- *Landscaping Setback Outside ROW: 20-foot building setback*
- **Capitol Avenue--Adjacent to Neighborhood Commercial (See Figure 6.7)**
  - *ROW Width: 60 feet*
  - *Curb-to-Curb Width: 40 feet*
  - *Travel Lanes: Two 12-foot wide lanes, one each direction*
  - *Median: None*
  - *Parking: 8-foot parallel parking lane on both sides*
  - *Bicycle Lanes: None*
  - *Landscaping within ROW: 10 feet (sidewalk with tree wells) on both sides*
  - *Landscaping Setback Outside ROW: None*
- **Residential Street (See Figure 6.11)**

The Residential Street is the standard "pedestrian-oriented" local street in the residential subarea.

- *ROW Width: 58 feet*
- *Curb-to-Curb Width: 36 feet*
- *Travel Lanes: Two 11-foot wide lanes, one each direction*
- *Median: None*
- *Parking: 8-foot parallel parking lane on both sides*
- *Bicycle Lanes: None*
- *Landscaping within ROW: 10 feet (5-foot sidewalk, 5-foot planting strip) on both sides*
- *Landscaping Setback Outside ROW: 20-foot building setback*

#### **ACTION PROGRAM: Community Design**

**Program 6A: Design Review.** *The City shall establish Design Review procedures and assign review responsibilities for projects proposed in the Gateway planning area. The content of the Design Review will be based on the design guidelines and development standards contained in this Specific Plan and any guidelines which the City has established for the City as a whole. In general, it is recommended that the process include at least three steps: Conceptual Design Review, Site Plan Review, and Building Design review. The City has the option of conducting this review with planning staff and Planning Commission, or augmenting their review with a Design Review Board or a qualified design professional.*

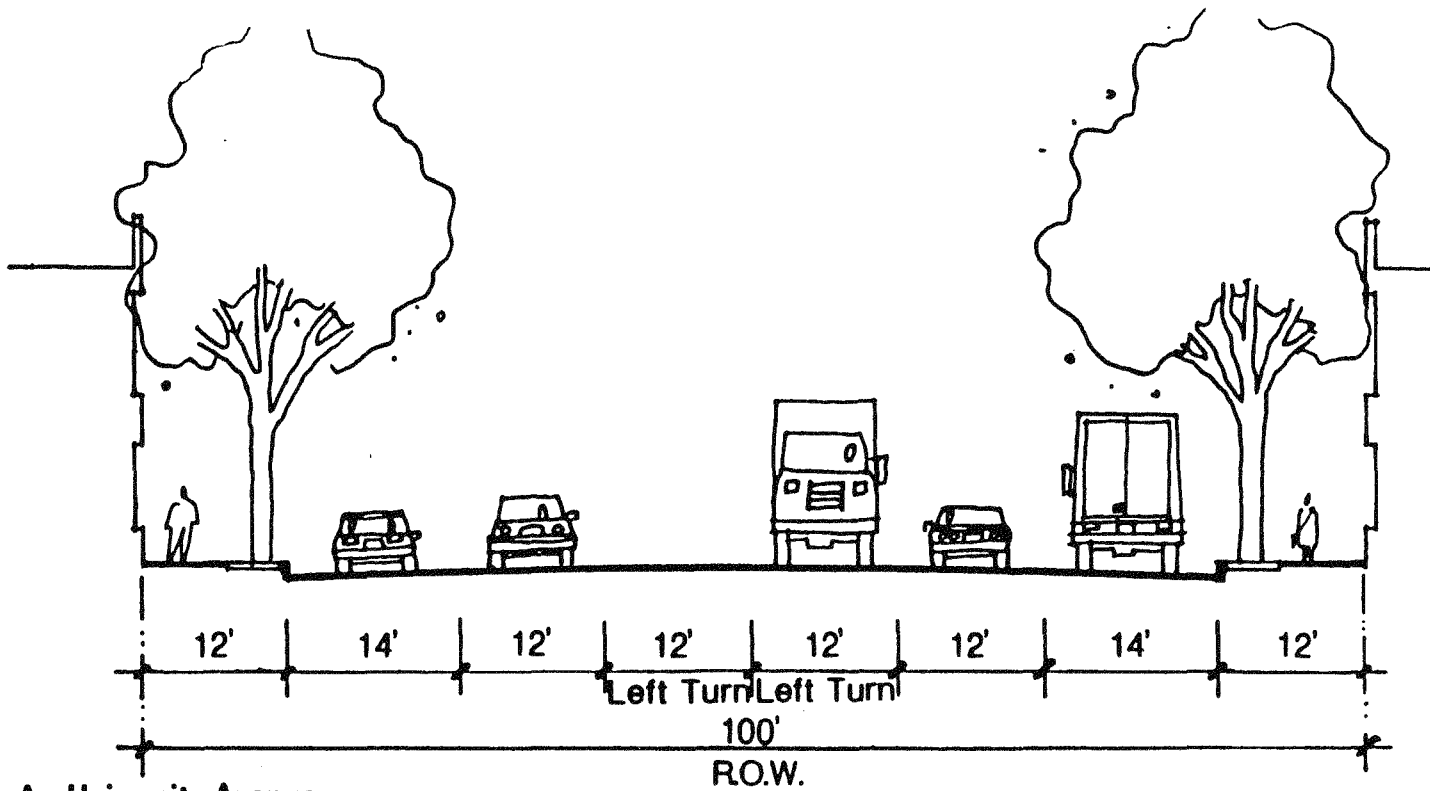
**Program 6B: Design Submittals.** *Development applicants will be required to submit, at a minimum, the following materials for review. The City may require other information to be submitted based on the specific issues involved with each project. The basic submittal will include:*

- *Existing Conditions Map(s) including relevant information such as vegetation, structures, infrastructure, neighboring uses, etc.*
- *Design Concepts including maps/illustrations of concepts for built form, landscape, circulation, and grading and drainage.*

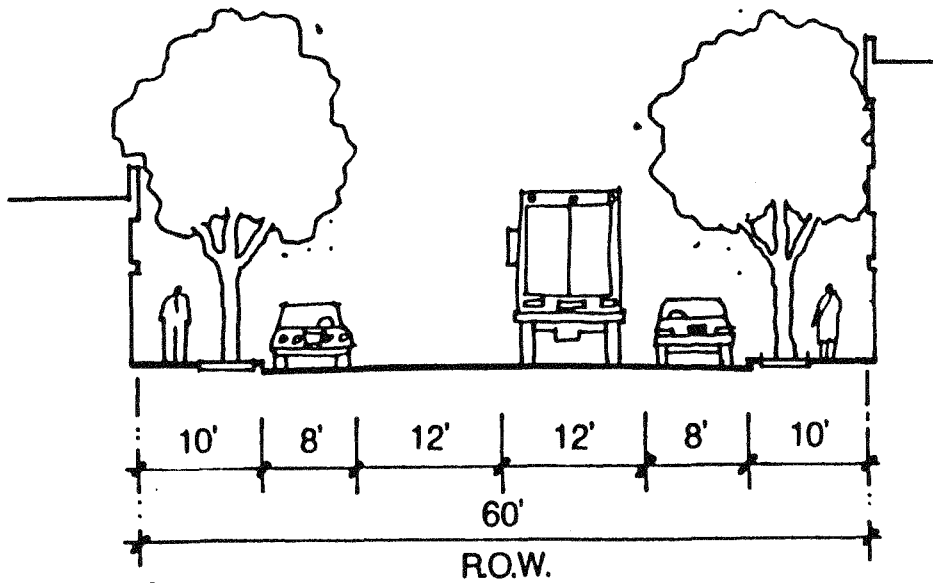
- Site Plans (Preliminary and Final) including site plans, grading plans, landscape plans (planting, hardscape, and amenities), lighting plan, and drainage plans.
- Building Design including perspective sketches/renderings, exterior building elevations, building cross-sections, floor plans, building materials and color board, and signage design.

**Program 6C: Master Streetscape Plan.** The City shall require the development of a Master Streetscape Plan for each subarea to ensure the concepts set forth in the Specific Plan are translated into detailed design standards that will be applied to all projects in the subarea. The Master Streetscape Plan shall include the following elements:

- Street Tree Planting Plan including tree species, spacing, and tree well treatment.
- Paving Standards including types of materials to be used and their location.
- Lighting Standards including types and spacing of light standards.
- Signage Standards including the design criteria for size, placement, and materials for signs within the commercial district.

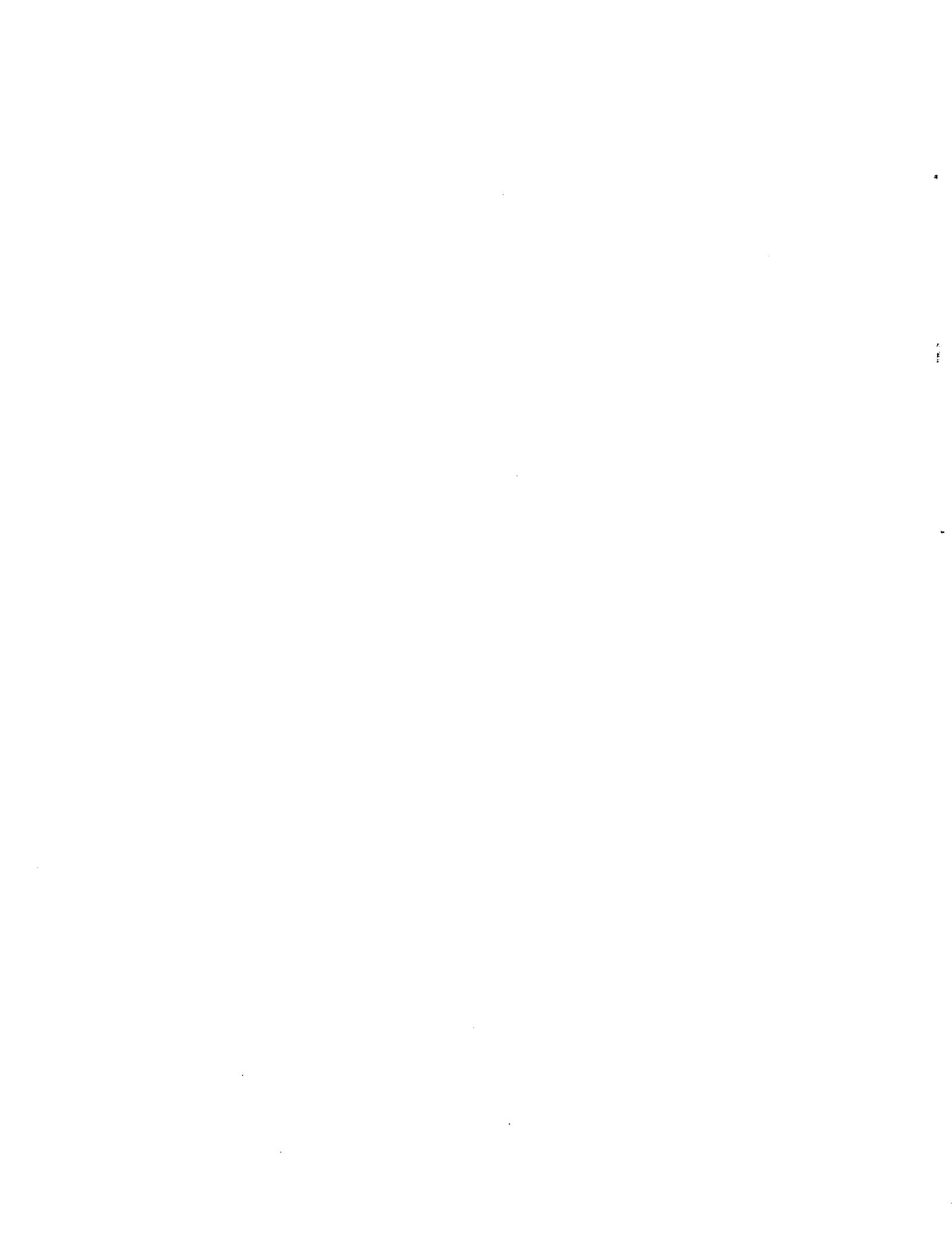


A - University Avenue

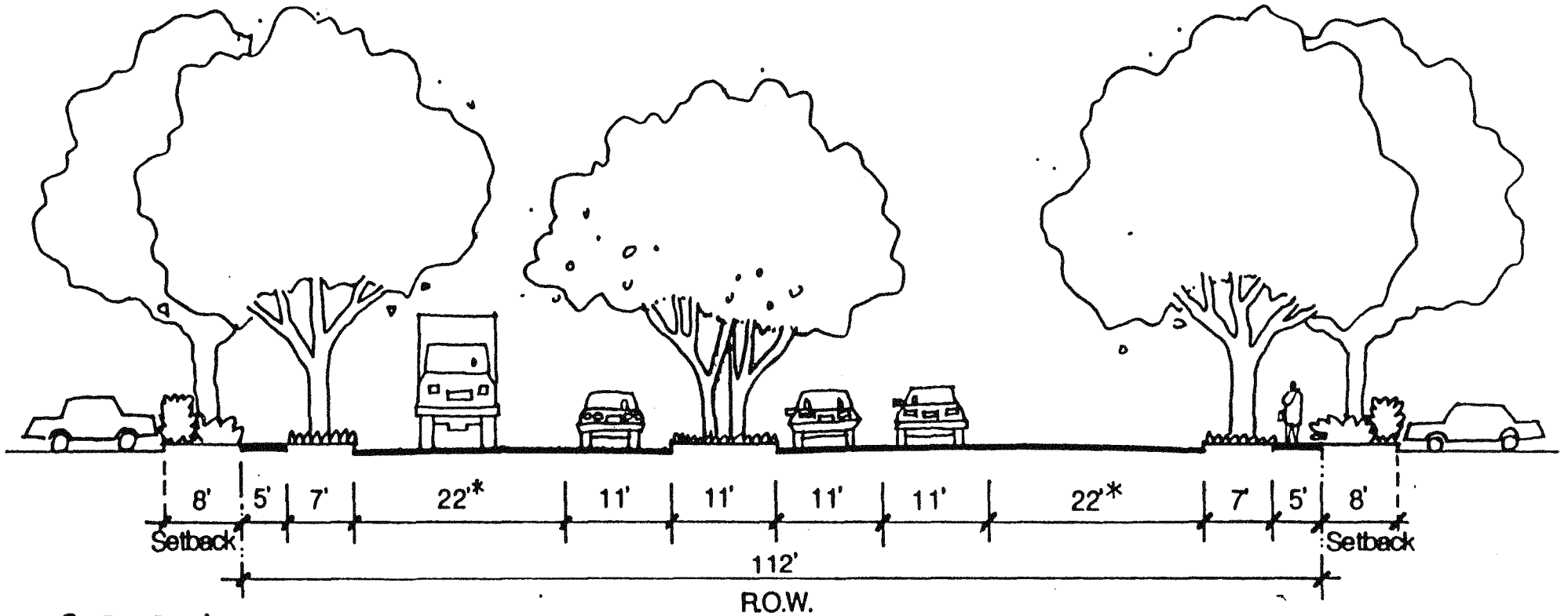


B - Capitol Avenue

Streetscape Cross-Sections A and B





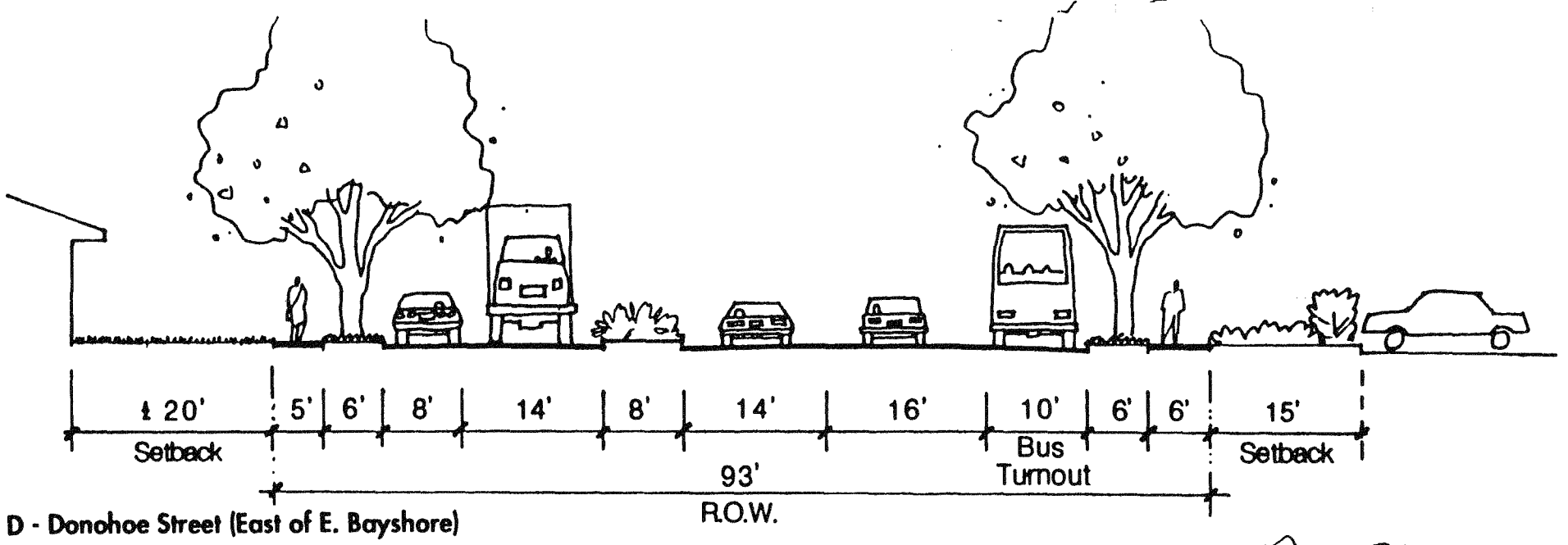


C - East Bayshore

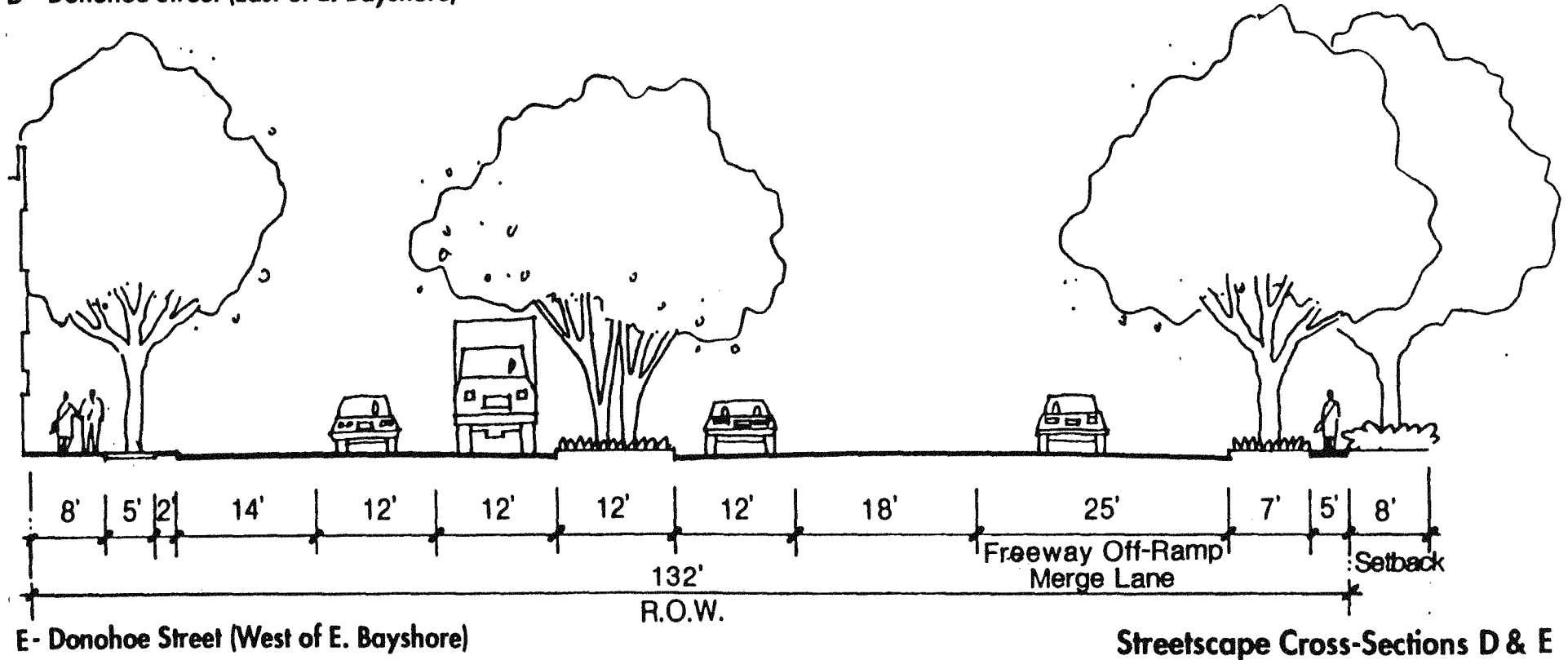
\* 12' Travel lane plus unstriped 10' acceleration/deceleration lane.

Streetscape Cross-Section C





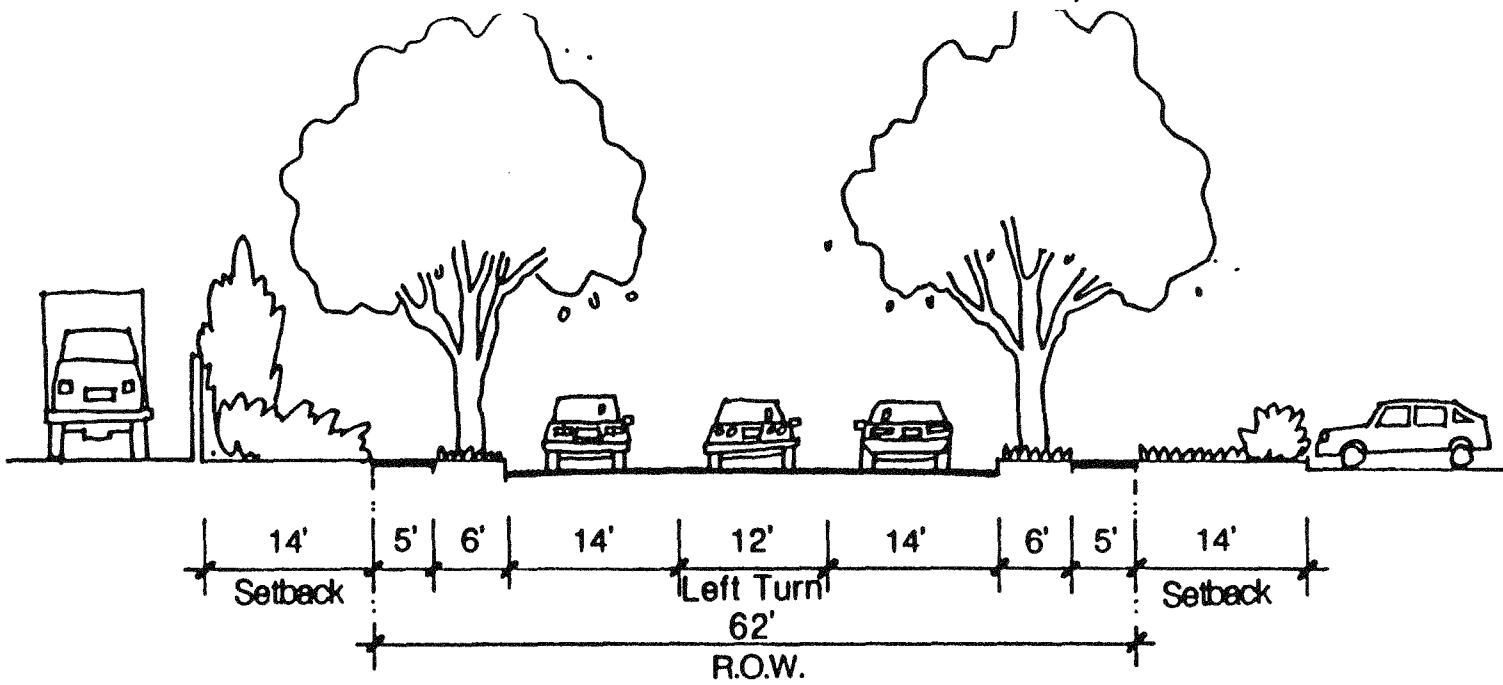
D - Donohoe Street (East of E. Bayshore)



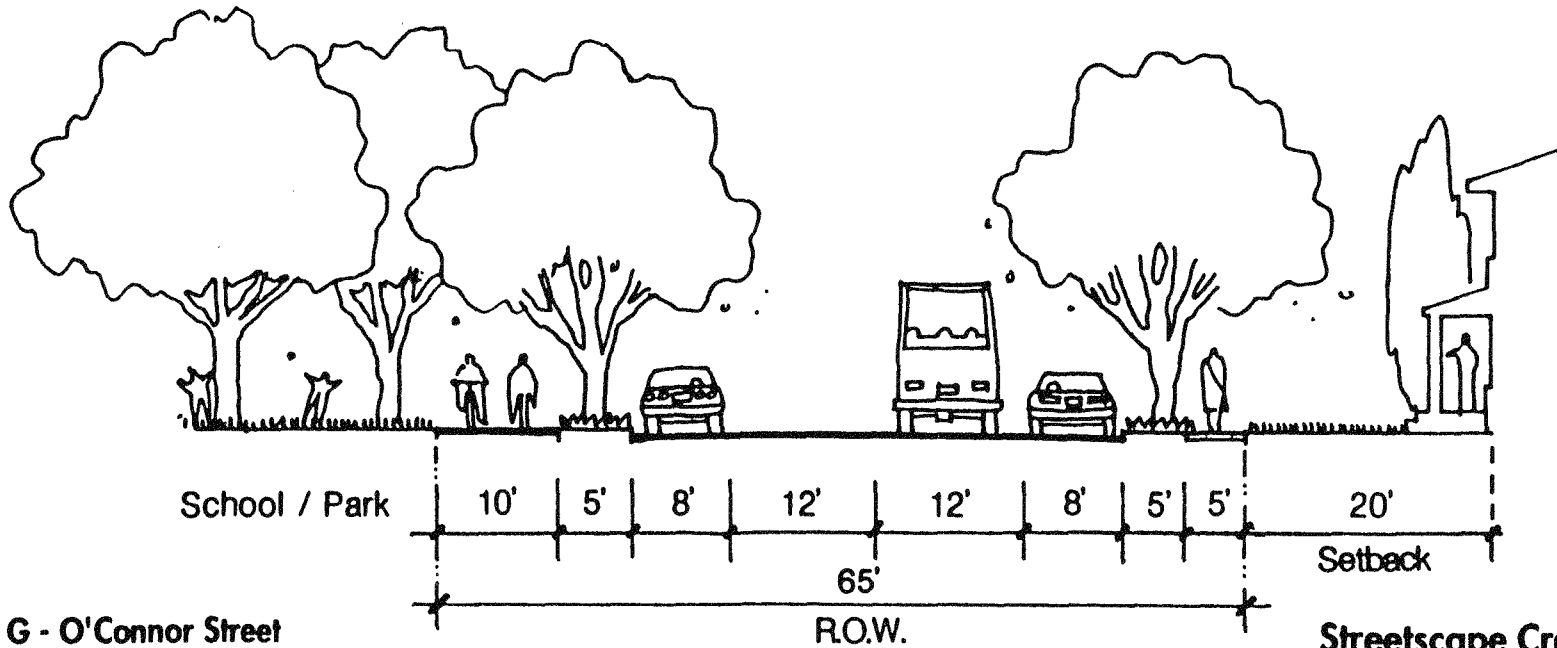
E - Donohoe Street (West of E. Bayshore)

Streetscape Cross-Sections D & E





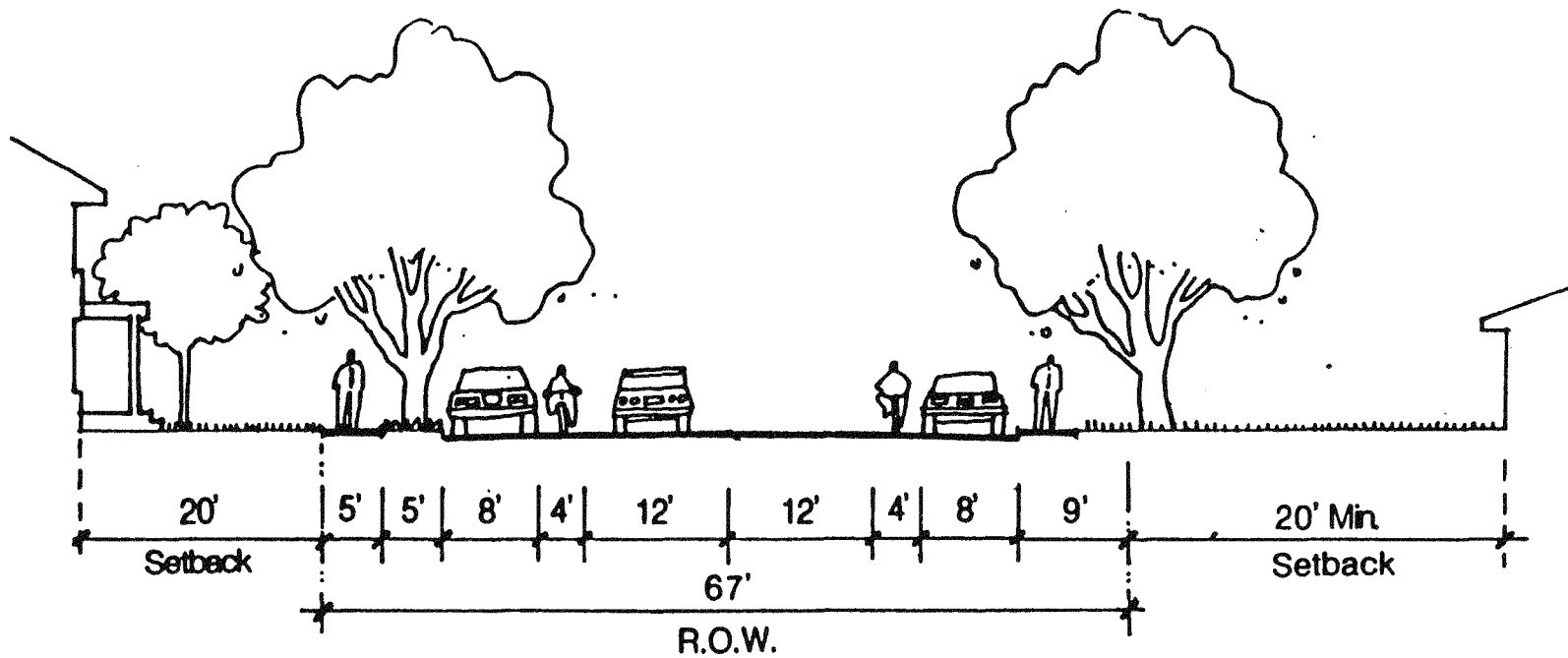
F - Clarke Avenue



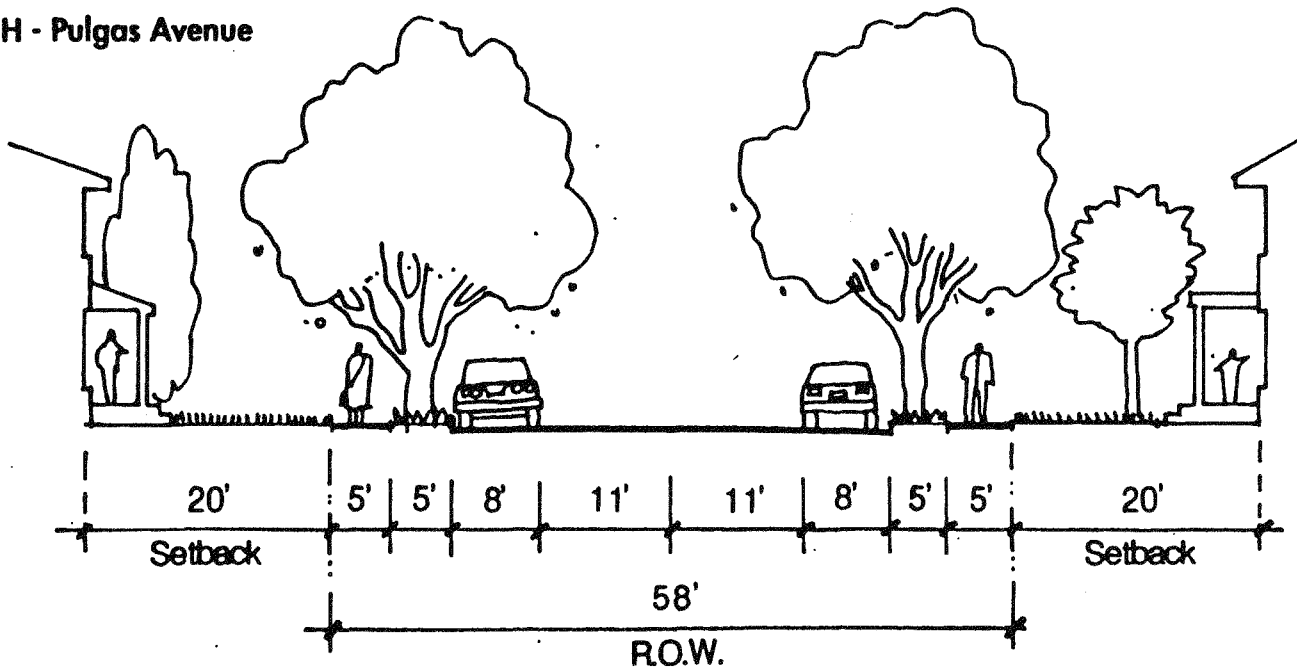
G - O'Connor Street

Streetscape Cross-Sections F and G



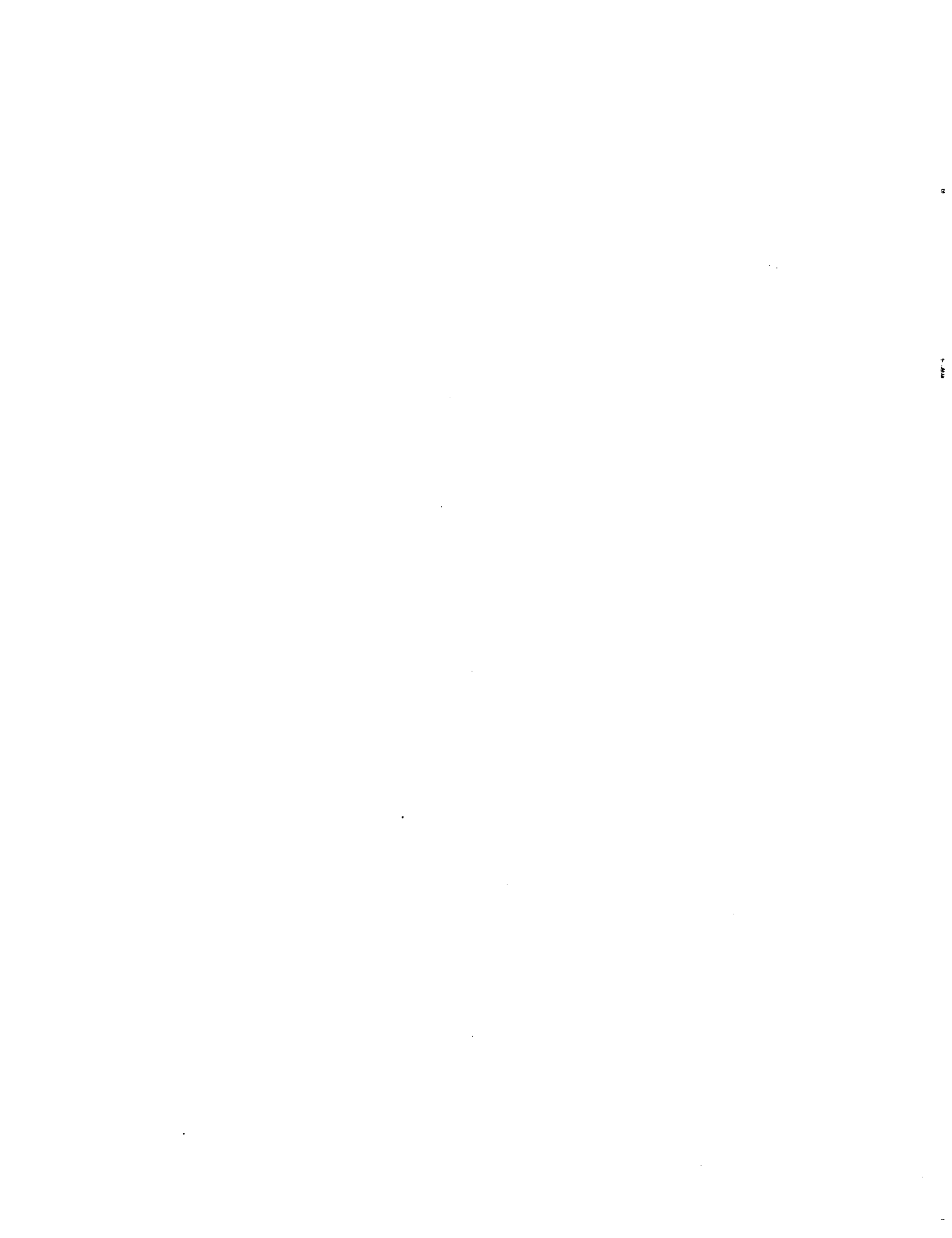


H - Pulgas Avenue



I - Neighborhood Residential Street -- Typical

Streetscape Cross-Sections H & I





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## **7. Utilities Element**

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## 7.0 UTILITIES ELEMENT

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This chapter includes policies and action programs for water supply, waste water, storm drainage and utility systems for the Gateway 101 Specific Plan area.

### 7.1 DOMESTIC WATER SYSTEM

The Specific Plan area is serviced by the East Palo Alto County Water Works District (EPAWD). The primary water supplier for the district is the San Francisco Water Department (SFWD). Its supply is augmented by a limited use of groundwater. The District utilizes the Hetch Hetchy System for its storage requirements and has no water storage facilities.

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**GOAL:** *The immediate water supply goal is to service the fire fighting, irrigation and potable water demands of the Phase 1 Retail Center portion of the Gateway 101 Specific Plan area; to provide for existing residential uses, schools and churches; and to provide for new neighborhood commercial, multi-plex cinema, residential and park uses with Phase 2 development.*

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#### 7.1.1 DISTRIBUTION SYSTEM CRITERIA

Generally, the existing system meets or exceeds County and State water supply standards for existing uses. The Gateway 101 Specific Plan area water system is sized to provide supply for fire fighting requirements, irrigation, and potable water usage for buildout of the Plan.

- The system shall be designed using a fire flow rate of 2,000 gpm with 20 psi residual pressure as required by the Menlo Park Fire Protection District (MPFPD).
- Fire hydrants shall be placed within 300 feet of each other and within 200 feet of any structure. Hydrants shall be 5 feet clear of electroliers, utility poles and driveways.
- Water demands shall be developed using usage rates reported by Marin Municipal Water District (MMWD) which are compatible with the development. Of the available usage rates, MMWD's rates most accurately reflect usage with current conservation practices. Water usage varies on both an hourly and daily basis. Generally, residential water demand is lowest during the late night hours

and is highest in the mornings and evenings. Because fire demands typically control pipe sizing, selection of a peaking factor is not critical to sizing facilities.

The water demands for the Gateway 101 Redevelopment area are estimated as follows:

Average indoor Water Demand: 0.025 gallons per day/square foot building area  
0.07 million gallons per day  
7.8 gallons per minute

Peak Hour Domestic Water Flow: 31 gpm

Average Outdoor Water Demand: 370 gpd/acre land area  
0.02 mgd  
10.50 gpm

Peak Hour Outdoor Water Flow: 42 gpm

- Based on State Health Requirements presented in Title 22, a minimum system pressure of 20 psi must be maintained for peak hour demands and for peak day demands with fire flow. Based on standard engineering criteria, a minimum system pressure of 40 psi must be maintained for peak day water usage. Sprinklered buildings require a minimum pressure of 60 psi at 2,000 gpm. Analyses show that pipe sizes are controlled by fire demand, and that excess residual pressure occurs for the remaining conditions.
- Average pipeline roughness coefficient "C" of 110 shall be used for the Gateway 101 water lines, as well as for the existing 8- and 12-inch diameter water mains.
- Flow meters and backflow preventers shall be required at connections to the individual buildings.
- Maximum valve spacing shall be 500 feet or less as needed to isolate the system, with at least one between each fire hydrant.
- Air relief valves shall be placed at high points and blow-off valves at ends and low points.

**Policy 7-1: Provide an adequate water distribution system to meet a minimum hydrant requirement of 2,000 gpm with 20 psi residual pressure and Specific Plan design criteria.**

## 7.1.2 WATER DISTRIBUTION SYSTEM

Figure 7.1, *Proposed Water System*, shows the proposed Gateway 101 looped 12-inch water system. The westerly loop will serve the Phase 1 Retail Center Development, and will consist of new 12-inch diameter lines along East Bayshore Road, Capitol Avenue and Donohoe Street tying to the existing 12-inch diameter line in Clarke Avenue which is 5,600 feet in length. Fire hydrant laterals would be required off the feeder loop to the front and rear of major new structures. Existing water lines within the loop will be

utilized and/or abandoned as part of final design considerations. The easterly loop will serve existing and proposed uses between Clarke Avenue and Pulgas Avenue and will consist of new 12-inch diameter lines in East Bayshore Road, Pulgas Avenue and O'Connor Street tying to the existing 4,100-foot long, 12-inch diameter line in Clarke Avenue. Additional 8-inch diameter lines and fire hydrant laterals will be required to serve proposed high and medium high density residential projects.

**Policy 7-2: Provide an adequate water distribution system to meet uses in accordance with phased development within the Specific Plan area.**

### **7.1.3 EXISTING GROUND WATER WELLS**

Within the Phase 2 mixed use portion of the Specific Plan area there are currently nurseries which derive a portion of their water supply from groundwater wells. Individual projects with well sites will be identified and a determination made of their ultimate status. The wells will be abandoned in accordance with State and County requirements or retained for non-domestic/landscape irrigation use.

**Policy 7-3: Provide a plan for the abandonment or continued use of existing wells in accordance with the requirements of the San Mateo County Environmental Health Department and EPAWD.**

#### ***ACTION PROGRAM: Domestic Water Supply***

*Program 7A: Supply System - Require the project sponsor to provide a 12-inch diameter phased looped system in accordance with the design criteria established for the Specific Plan.*

*Program 7B: Groundwater Wells - Require the project sponsor to locate, identify and plan the ultimate disposition of groundwater wells within the Specific Plan area.*

## **7.2 SANITARY SEWER SYSTEM**

The Specific Plan area is serviced by the East Palo Alto Sanitary District (EPASD) which maintains contractual arrangements with the City of Palo Alto's Regional Water Quality Control Plant (PARWQCP) for treatment of effluent. The proposed planned land use is more intensive than existing use (assuming no residual capacity for the closed Ravenswood High School site) but less than buildout under the City's General Plan. The EPASD has a current (February, 1989) Infiltration/Inflow Analysis and Capital Improvement Plan (CIP) which addresses collection and transport system requirements to meet the needs of the City's General Plan.

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**GOAL:** *To provide an adequate sewer system to remedy existing deficiencies and meet the needs of the Gateway 101 Specific Plan area.*

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## 7.2.1 COLLECTION AND TRANSPORT SYSTEM IMPROVEMENT CRITERIA

The District's CIP has identified two line segments within the Specific Plan area which are deficient under existing land uses. Implementation of the Gateway 101 Specific Plan will include replacement of an additional line segment in order to maintain adequate line capacity. The following design criteria shall be used for designing the sanitary sewer facilities for the Gateway 101 site:

- Wastewater General Factors
  - Dwelling Unit: 250 gpd/unit
  - Commercial: 100 gpd/1000 sf building area
  - Other: 5,725 gpd/acre
- Pipe Material: PVC
- Pipe Roughness Factor: .013
- Minimum Cover to Finished Grades: 2.5 feet
- Minimum Sanitary Sewer Main Size: 8 inch diameter
- Minimum Full Flow Pipe Velocity: 2 feet per second (fps)
- Sanitary sewer lines shall be sized to flow in accord with EPASD's model
- Minimum pipe slopes based on maintaining minimum flow velocities:

<u>Pipe Diameter</u> (inches)	<u>Minimum Slope</u> (feet/foot)
8	.0033
10	.0025
12	.0019

**Policy 7-4. Provide an adequate sewer collection and transport system to meet Specific Plan design criteria.**

## 7.2.2 SEWER SYSTEM IMPROVEMENTS

Figure 7.2, *Proposed Sewer System*, shows the proposed Gateway 101 sewer system improvements necessary to meet existing systems deficiencies identified in the EPASD's CIP and Specific Plan uses. The sewer system improvements will include the following replacements:

**Cooley Avenue Line from Bell Street to Green Street.** This line is 500 feet long and 8 inches in diameter. The CIP calls for an upgrade to a 10-inch diameter line. There would be no change in Project flow to this line during the first phase of the Project.

**O'Connor Street from Pulgas Avenue to 422 feet west of Pulgas Avenue.** This line is 422 feet long and 8 inches in diameter. The CIP calls for an upgrade to a 12-inch diameter line. The flow to this line will increase during the initial Project phase.

**Pulgas Avenue from Myrtle Street to Beech Street.** This line has two segments which are 8 inches in diameter, and total 658 feet in length. Through replacement with 12-inch diameter lines, the reach will convey CIP anticipated flows.

Sewer profiles for the line improvements will be evaluated during the final design in order to arrive at the most efficient and economical location. Additional 6-inch and 8-inch diameter lines and laterals to service the proposed high and medium high density residential project associated with Phase 2 of the Specific Plan will also be evaluated during the final design.

**Policy 7-5: Provide adequate sewer system improvements to both correct existing deficiencies and meet Specific Plan uses in accordance with Specific Plan design criteria.**

***ACTION PROGRAM: Sanitary Sewer System***

*Program 7C: Sewer System - Require the project sponsor to replace on behalf of the EPASD the two line segments identified as currently deficient by the District's CIP. In addition, the line segment that will become deficient through implementation of Specific Plan uses should be replaced.*

## **7.3 STORM DRAINAGE SYSTEM**

The Specific Plan area is served by the City of East Palo Alto (storm drain facilities within road rights-of-way); the East Palo Alto Drainage Maintenance District; the Palo Alto Gardens Drainage Maintenance District; and Zone 2 of the San Francisco Creek Flood Control Zones.

As shown on Figure 7.3, *Proposed Storm Drainage System*, the westerly 87-acre portion of the Gateway 101 Specific Plan Area from Clarke Avenue to University Avenue drains through existing pipe lines to the Runnymede Street outlet structure. This area is referred to as the westerly subarea and is within the service area of the East Palo Alto Drainage Maintenance District (EPADMD). EPADMD's system collects surface runoff west of Clarke Avenue from Bayshore to Runnymede, and west of Pulgas from Runnymede to Bay Road. The runoff is routed to an existing outlet structure at the east end of Runnymede Street. This outlet structure is a culvert with slide and tidegate discharges to an existing slough which in turn flows into San Francisco Bay.

Also as shown on Figure 7.3, the easterly 52.4-acre portion of the Gateway 101 site, from Clarke Avenue to Pulgas Avenue, drains through existing pipelines to the O'Connor Street Pump Station. In addition, a 5.3-acre portion of the Phase 1 Retail Center site between Clark Avenue and Cooley Avenue drains to the O'Connor Street Pump Station. These two areas are referred to as the easterly subarea and flow into the service area of the Palo Alto Gardens Drainage Maintenance District (PAGDMD).

PAGDMD's system collects surface runoff from east of Clarke Avenue, south of Runnymede and West of the levee. The storm water is then routed through various lines

towards a wet well at the end of O'Connor Street. Flows from the wet well are pumped to San Francisco Bay.

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***GOAL: To provide an adequate storm drain system that will meet the needs of the Gateway 101 Specific Plan area; will not increase the potential for downstream low land flooding; and will maintain City and County National Pollution Discharge Elimination System (NPDES) requirements for San Francisco Bay.***

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### **7.3.1 EXISTING DRAINAGE**

The easterly sub-area drains to the O'Connor Street Pump Station which is operated by County staff for the PAGDMD. The run-off anticipated from development planned in this drainage sub-area should not exceed peak flow rates included by the County in their 1982 system improvements calculations. The westerly sub-area drains to the Runnymede outfall system serving several low-lying areas subject to flooding under certain tidal conditions. A solution is dependent upon addressing 1) changes in current storm water runoff patterns associated with the Project; 2) opportunities for on-site retention where practical; 3) opportunities for system benefits that will result from addressing both subbasin systems together; and 4) consideration of design and construction opportunities which will maintain or enhance discharge to San Francisco Bay.

**Policy 7-6: Provide a cost-effective solution for storm drainage that will 1) accommodate additional runoff; 2) address existing system deficiencies; while 3) meeting City/County NPDES discharge considerations.**

### **7.3.2 STORM DRAINAGE IMPROVEMENTS**

Implementation of the Gateway 101 Specific Plan will include storm drain improvements to alleviate potential flooding in the low-lying areas near the Runnymede Street outlet structure and local surface drainage collection and transport facilities associated with the implementation of the Specific Plan.

The following design criteria shall be used for designing the storm drainage facilities for the Gateway 101 site:

- The Rational Method shall be used to size storm drainage facilities.
- Runoff Coefficient to be used:
  1. C=0.95 for high density new development areas
  2. C=0.90 for medium density new development areas
  3. C=0.85 for low density new development areas
  4. C=0.75 for proposed park areas



5.  $C=0.70$  for existing residential areas
  6.  $C=0.40$  for existing park or vacant areas
- Intensity of Rainfall to be used:
    1. Design based on 25-year and 100-year rainstorm
    2. Time of concentration,  $T_c$ -Time for rate of overland flow to equal rate of rainfall
    3. Rainfall intensity during a 25-year or 100-year storm is related to  $T_c$  as follows:

$T_c$ (min)	1-25 yr (in/hr)	1-100 yr (in/hr)
10	2.08	2.45
11	2.00	2.37
12	1.93	2.29
13	1.85	2.21
14	1.78	2.13
15	1.70	2.05
16	1.66	2.00
17	1.62	1.95
18	1.58	1.90
19	1.54	1.85
20	1.50	1.80
21	1.47	1.77
22	1.44	1.73
23	1.41	1.70
24	1.38	1.66
25	1.35	1.63
26	1.32	1.59
27	1.29	1.56
28	1.26	1.52
29	1.23	1.49
30	1.20	1.45
40	1.00	1.25

- Pipe material shall be RCP Class III or greater with rubber gasketed joints in all public streets.
- Minimum pipe size shall be 12-inch diameter for laterals to inlets and 15-inch diameter for mains within public streets.
- A Manning's Roughness Coefficient " $n$ " = 0.013 shall be used for pipe sizes. A Manning's Roughness Coefficient " $n$ " = 0.015 shall be used for open concrete ditches, if required.
- Manholes or catch basins shall be used at changes in direction, size or slope and at all inlet connections and intersections. The maximum spacing between manholes shall be 400 feet.

- Inlets shall be placed within 1,000 feet of the first storm water pickup and shall be placed a maximum of 600 feet thereafter. Inlets shall be placed at locations where the 10-year event curb flow is 0.4 feet high. Inlets shall be placed at intersections but not in the return.
- Storm drain facilities shall be sized for the 25-year event. In depressions, (i.e. areas where there is no street flow away from the inlet), storm drain facilities shall be sized for the 100-year event.

Figure 7.3, Proposed Storm Drain System, shows the proposed Gateway 101 storm system improvements necessary to meet existing system deficiencies within the EPADMD service area and proposed improvements to serve Specific Plan uses based upon San Mateo County's approved Drainage Concept Plan of 1982, but utilizing current 25-year storm event design criteria. The concept plan of 1982 addresses concepts which will be utilized for the cumulative effect associated with total buildout under the City General Plan. The improvements identified below will accommodate total buildout within the westerly portion of the Gateway 101 site. The Drainage Concept Plan that was approved in 1982 is substantially completed south of and along O'Connor Street, but only minor improvements have been constructed north of O'Connor Street. The 1982 drainage concept for the area north of O'Connor requires a trunk storm drain along the levee from O'Connor Street to Bay Road. For purposes of the Project, construction of that 2,760-foot segment from O'Connor Pump Station to Runnymede Street and a 900-foot 12-inch line to the low-lying areas will allow low-lying areas on Runnymede Street to be drained in the O'Connor Pump Station storm drain system, as originally planned. With these low-lying areas drained as planned, the westerly portion of East Palo Alto can gravity drain to the Runnymede Street outfall without causing ponding in low-lying areas. District-constructed pipe segments in the reach of the proposed storm drain system from the Runnymede Street outfall to the O'Connor Pump Station are proposed to be:

1,450-feet	54-inch diameter RCP
960-feet	42-inch diameter RCP
350-feet	36-inch diameter RCP
900-feet	12-inch diameter RCP

As part of the Project, 1,250 feet of 12-inch diameter RCP and 1,500 feet of 15-inch diameter RCP would be constructed to serve the Specific Plan area developments.

Storm drain profiles will be evaluated during final design in order to arrive at the most effective and economical solution to serve the proposed uses within the Specific Plan area while utilizing the previously numerated design criteria.

**Policy 7-7: Provide adequate storm drain system improvements to meet Specific Plan design criteria.**

### 7.3.3 NPDES DISCHARGE REQUIREMENTS

The surface waters from the Project site flow to subsurface storm drains that discharge directly to San Francisco Bay. (An exception to this condition exists for flows which are detained at the O'Connor Street Pump Station Site prior to discharge to the San Francisco

Bay). The Project site includes approximately 145 acres. Major development will occur in increments in excess of 5 acres, requiring the filing of a Notice of Intent with the State Water Resources Control Board and applying for a Permit to Construct. Both San Mateo County and each of the cities within the County are entering the NPDES process on a county-wide basis. Both storm water pollution prevention measures will be required during and after completion of construction.

**Policy 7-8: Provide pre- and post-construction Storm Water Pollution Prevention Programs to meet Best Management Practices (BMP's) currently being developed on a county-wide basis to reduce storm water pollution.**

***ACTION PROGRAM: Storm Drain System***

*Program 7D: Storm System - Require the Project sponsor to construct on behalf of the EPADMD and the PAGDMD storm drain improvements to alleviate potential low-area flooding and to accommodate additional run-off associated with Plan uses, project phasing, and Specific Plan design criteria.*

*Program 7E: NPDES - Require the Project sponsor to prepare the necessary plans and implement the BMP's necessary to meet current NPDES requirements.*

## 7.4 UTILITY SYSTEMS

The utilities that currently provide services to the Project Area do not expect to have to significantly alter their distribution systems to accommodate the proposed Project uses. The Project site is located in the Pacific Gas & Electric Company (PG&E) service area. PG&E currently provides both gas and electric service to the area, and will continue to provide service with changes in land usage. Pacific Bell and the Cable Cooperative of Palo Alto (Cable Coop) currently provide telephone and cable television service to the area and will continue to provide service with the proposed changes in land use.

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***GOAL: To accommodate utility company requirements to serve the Gateway 101 Specific Plan area.***

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### 7.4.1 EXISTING UTILITIES

The existing conditions within the Gateway 101 Redevelopment Specific Plan area are as follows:

PG&E facilities include:

Electrical: 4- and 12-kV underground and aerial power distribution lines in easements within the public right-of-way throughout the Project Area.

Gas: 70 psig gas distribution lines within the public rights-of-way throughout the Project Area.

## Utilities Element

Pacific Bell facilities include: underground and aerial telephone cables in easements within the public right-of-way throughout the Project Area.

Cable Coop facilities include: underground and aerial cable lines in easements within the public right-of-way throughout the Project Area.

Proposed utility improvements will be made in accordance with the policies and specifications of the utility companies. Overhead electric and telephone lines will be undergrounded for new services required within the Project Area. Easements for joint trenches and related utility facilities will be provided for service to individual service points.

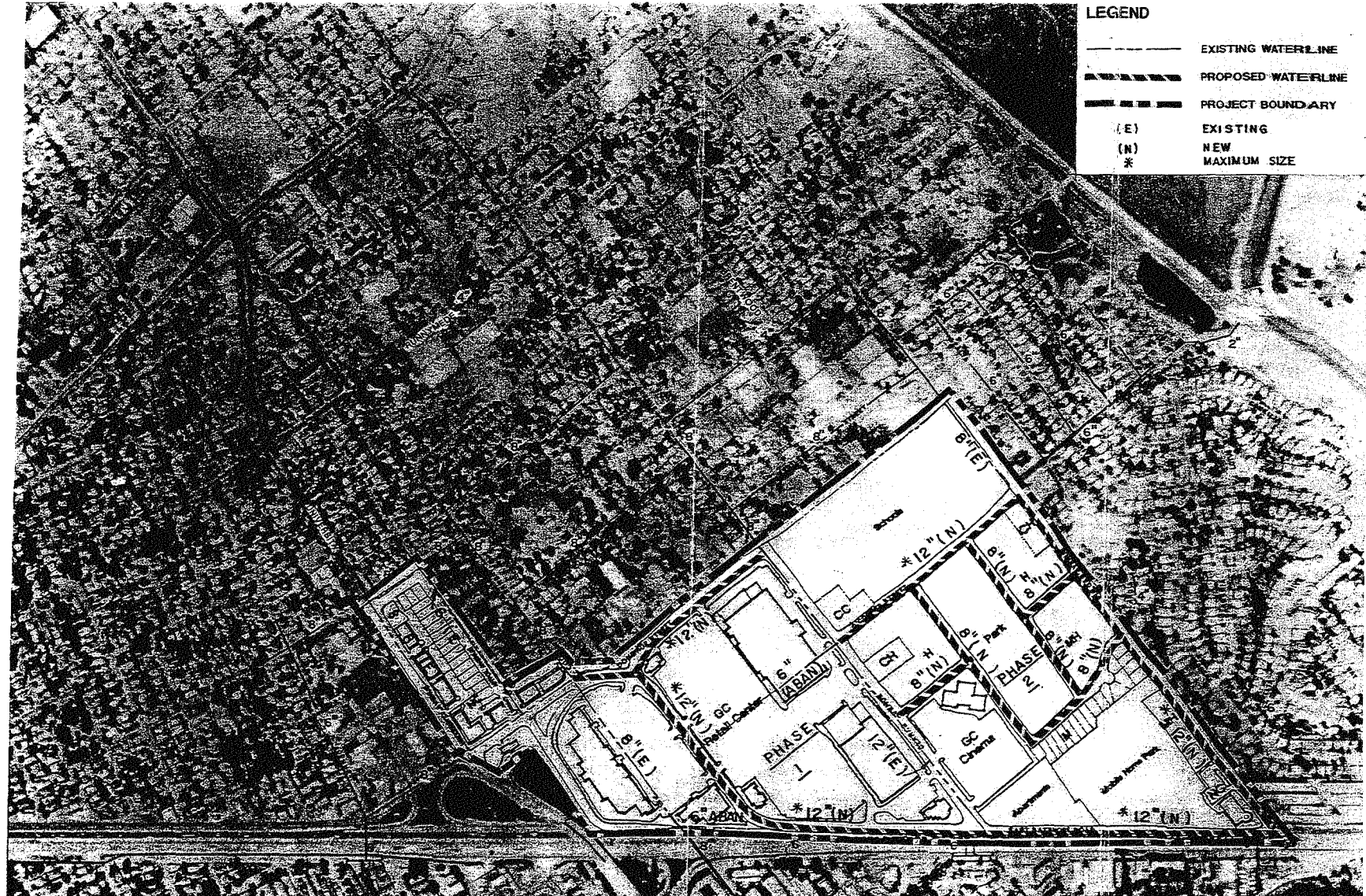
**Policy 7-9: Provide adequate locations for utility systems to meet PG&E, Pacific Bell, and Cable Coop and Specific Plan needs in accordance with the policies and specifications of the utility companies.**

**Policy 7-10: Provide joint trench easements, trenching, and installation of new facilities to serve the Specific Plan development.**

**Policy 7-11: Recommend, if Rule 20A funds are available, that the existing overhead lines be underground in those streets directly serving the Specific Plan area.**

### ***ACTION PROGRAM: Utility Systems***

***Program 7F: Utility System - Require the Project sponsor to contact and coordinate with the utility companies and make the site improvements necessary to meet their requirements.***



**GATEWAY 101**  
**SPECIFIC PLAN**  
FILE NO. 110-100-0000-0001

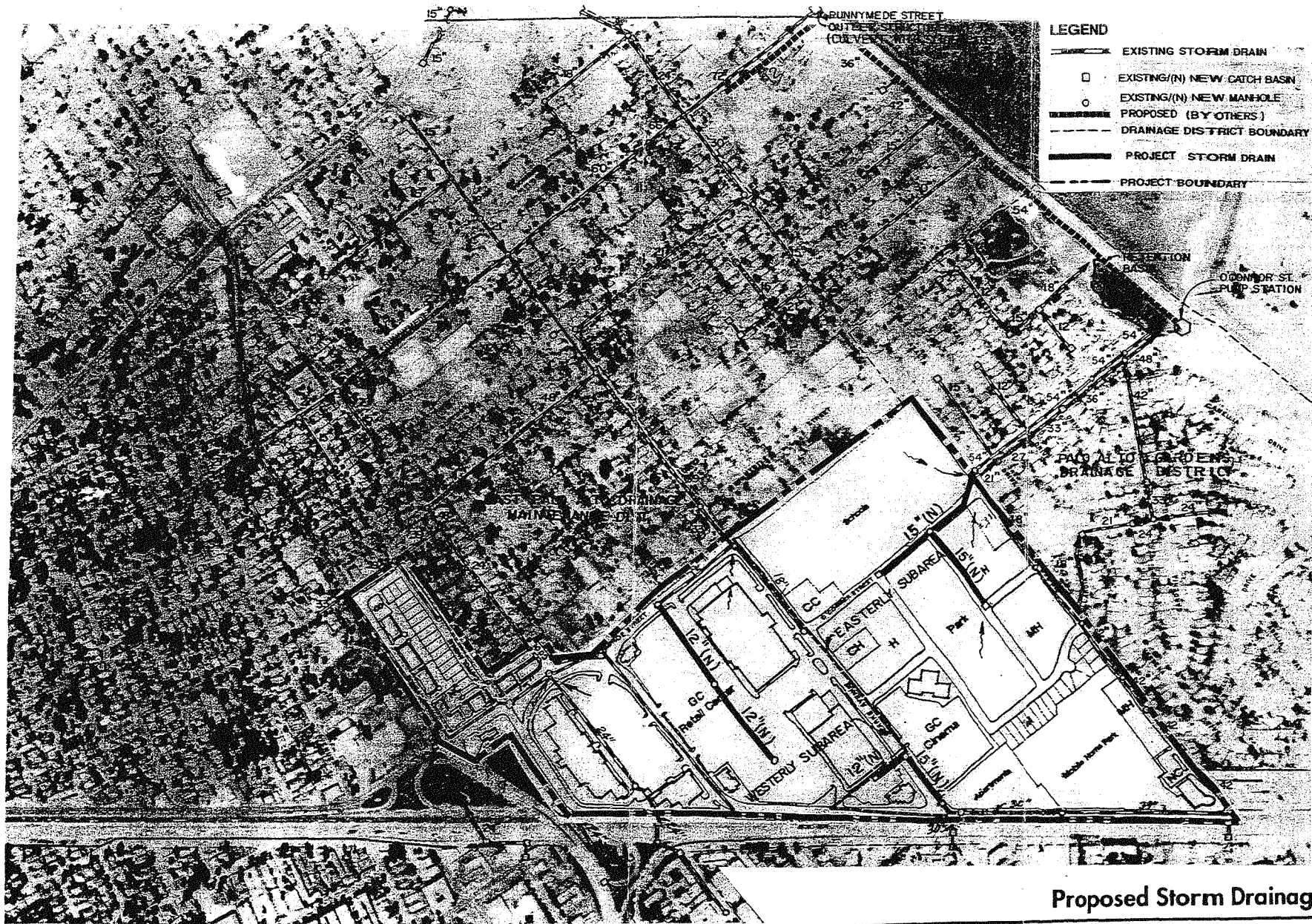
10 | 500 FEET APPROX. N |

**Proposed Water System**

**FIGURE 7.**  
 BRIAN KANGAS FOUR  
 WALLACE ROBERTS & TOC



Proposed Sanitary Sewer System



- LEGEND**
- EXISTING STORM DRAIN
  - EXISTING/(N) NEW CATCH BASIN
  - EXISTING/(N) NEW MANHOLE
  - PROPOSED (BY OTHERS)
  - - - DRAINAGE DISTRICT BOUNDARY
  - PROJECT STORM DRAIN
  - - - PROJECT BOUNDARY

**Proposed Storm Drainage System**

**GATEWAY 101**  
**SPECIFIC PLAN**  
 EAST PALO ALTO REDEVELOPMENT AGENCY

0 | 500 FEET APPROX. N |

**FIGURE 7**  
 BRIAN KANGAS FOR  
 WALLACE ROBERTS & TO

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## **8. Community Services and Facilities**

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# 8.0 COMMUNITY SERVICES AND FACILITIES

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## 8.1 SCHOOLS

### 8.1.1 SCHOOL FACILITIES AND SERVICES

The Project is located within the Ravenswood Elementary School District, the Sequoia Union High School District, and the San Mateo County Community College District.

Ravenswood Elementary School District. The Ravenswood Elementary School District serves grades kindergarten through eighth, and includes eight schools: two elementary-only schools (K-4), two middle schools (5-8), and four combined elementary and middle schools (K-8). Elementary and middle school age children in the Project Area attend Brentwood Oaks Elementary and Ronald McNair Intermediate schools respectively. Both schools are located within the Project Area, between Pulgas Avenue and Clarke Avenue north of O'Connor Street.

According to the Ravenswood Elementary School District, Brentwood Oaks is currently operating over capacity. The District has received funding from the State to upgrade existing facilities at Brentwood Oaks, but these improvements would not increase capacity. Total remaining capacity for the District in all schools combined is roughly 500 students. District projections over the next five years show an average annual enrollment increase of 6.6% or 275 students per year.

Redevelopment of the Gateway will generate increased enrollment in local schools as a result of new residential growth, and the shifting of existing enrollment from the Project Area to other local schools because of the relocation of existing residents. The Project, at buildout, would generate a maximum net increase of approximately 66 new elementary school students and 52 new middle school students within the Ravenswood District. Assuming that the Project will take 5-10 years to build out, the Project contribution to the Ravenswood District's growth (averaged over the years to build out) would represent roughly 4-8% (i.e., 6-12 elementary students and 5-10 middle school students per year) of the District's projected growth rate of 275 students per year. Because of the housing relocation that will occur as part of redevelopment, Project-related increases in elementary and middle school enrollment will not occur just at Brentwood Oaks and Ronald McNair schools. Under the Project as many as 85-166 households currently served by Brentwood and McNair schools may be relocated to other areas within the District. Relocation of households to sites outside the Project Area will result in a shifting of students from Brentwood Oaks and Ronald McNair to other schools in the District. The schools that would be affected and the number of potential students transferred will be determined by the Housing Relocation Plan that the RDA is required by law to develop as part of the Redevelopment Plan.

While Ronald McNair Intermediate School still has capacity (114) available, Brentwood Oaks is currently operating over capacity (-34), so any net growth would contribute to its capacity problems. However, with relocation of as many as 48 elementary (k-4) and 38 middle school (5-8) students during the first phase of redevelopment, both schools, but particularly Brentwood Oaks, could actually benefit from a decline in enrollment during the initial years. As residential development within the Project Area builds out over time, the schools could experience a net growth of approximately 20 and 15 students respectively. This magnitude of enrollment increase spread over several years of buildout should not increase projected district growth rates or require the development of new unplanned facilities at either school.

On the other hand, the initial transfer of elementary and middle school students from Brentwood Oaks and Ronald McNair to other schools as a result of Project relocation activities would require special planning to ensure that adequate facilities are available at the affected schools.

Sequoia Union High School District. The Sequoia Union High School District includes four high schools (grades 9-12), one adult school, and one continuation school. The former Ravenswood High School, which is located within the Project Area, previously was part of the District, but is now owned by the City East Palo Alto. Since the closing of Ravenswood High School, high school students from East Palo Alto have been served by three schools – Carlmont, Menlo-Atherton, and Woodside – in order to provide better integration of the high schools. Each school enrolls approximately one third of the East Palo Alto students. East Palo Alto residents also comprise the largest percentage of the students enrolled at the Redwood Continuation High School. The District provides busing to transport students to Carlmont, Woodside, and the Redwood Continuation High Schools. Busing is not provided to Menlo-Atherton High School.

Sequoia Union High School District schools currently have some available capacity for new high school students. Of the four high schools, only Woodside is actually over its rated capacity. Carlmont and Menlo-Atherton High Schools have a combined remaining capacity for 185 students. The Sequoia High School District is currently preparing plans to add a wing to Woodside and Menlo-Atherton to accommodate projected growth. District projections estimate that in the near term high school enrollment will increase at a rate of approximately 200 students per year, with 1,000-1,500 new students projected over the next 10 years. East Palo Alto and Redwood City are projected to be the source of the largest increases in high school age students. Despite this projected growth, the District has no interest in re-acquiring or re-opening Ravenswood High School, both because of the poor condition of the facilities and de facto segregation that would result.

Sequoia Union High School District can be expected to receive a net increase of up to 48 new high school students at Project buildout. These 48 students would be equally distributed between the three high schools Carlmont, Menlo-Atherton and Woodside over a period of several years. The Project contribution to the Sequoia Union District's growth averaged over a 5-10 year period would represent roughly 2.5-5% of projected annual growth (i.e., 5-10 high school students per year). Since the District currently has capacity for 324 students, and construction of new wings is planned for both Woodside and Menlo-Atherton to accommodate growth, the Project should easily be accommodated within the District's current plans for services and facilities.

San Mateo County Community College District. The San Mateo County Community College District (SMCCCD) has three campuses: the College of San Mateo, Canada College, and Skyline College. Unlike the elementary and high school districts which restrict enrollment to district residents, under state law, any resident of California may attend a community college in any district. Because of this, the Foothill-De Anza Community College District, which is in Santa Clara County, can also be assumed to accommodate some students from East Palo Alto because of its proximity.

According to SMCCCD statistics, approximately one of every sixteen adults over age 18 within the County is served by the District. Based on these figures, the Project will generate about 30 new community college students, which could attend either SMCCCD or Foothill-De Anza. Classes are currently over capacity at all three colleges in the SMCCCD during the morning (8AM to 12PM) and evening (7PM to 10PM) hours with space available during afternoon hours when most students work. The District also indicated that student enrollment has been increasing at a rate of 4-5% during the last few years. On the other hand, Foothill Community College is not currently experiencing problems meeting demand for services. The Middlefield Road facility in Palo Alto, which can serve up to 6,000 students, is the closest community college facility to the Gateway project area.

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**GOAL:** *To provide school facilities adequate to meet the planning area's need for quality education.*

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**Policy 8-1: Monitor the residential growth within the planning area, and work with the affected school districts to plan for expansion or upgrade of facilities and services if needed to meet educational needs.**

**ACTION PROGRAM: School Growth**

*Program 8A: The RDA will coordinate with the Ravenswood Elementary School District during preparation of the Housing Relocation Plan to ensure that relocation of existing students to other schools within the District is adequately planned.*

*Program 8B: The RDA will work with the school districts throughout the life of the plan to keep the districts apprised of scale and timing of proposed plans and development projects to ensure that school facilities keep pace with development.*

## **8.1.2 FINANCING SCHOOL IMPROVEMENTS**

The construction and/or upgrading of new school facilities can be a burden for school districts given the limited availability of funding on the State and local levels. The City can facilitate the development of needed facilities by requiring developers to pay in-lieu fees as adopted by the district(s) in accordance with state law.

Under the 1986 Assembly Bill 2926, elementary and high school districts within California are allowed to levy fees against new developments to provide funding for the construction of school facilities within district boundaries. These fees may be charged after a district has found that a new development will generate the need for additional school facilities. Having made such a finding, both Ravenswood Elementary School District and Sequoia Union High School District currently levy fees on residential and commercial development, with fees split between the two districts 60%-40%, respectively. Community college districts are not able to collect fees on development projects to cover the cost of providing additional school services and facilities for increased population growth.

**Policy 8.2: Ensure that new development in the planning area, including both residential and non-residential development, contributes in-lieu fees as adopted by the districts in accordance with State law to mitigate any impact of such growth on school facilities.**

Given the scarcity of funding for school improvements, one option for maximizing the potential of available funding could be to share with the City some of the costs of improving and maintaining school recreation facilities. The benefits to the District would be that available funding could be concentrated on improving classroom facilities while also receiving improved recreational facilities. The benefit to the City would be the availability of open space and improved recreation facilities to the public during non-school hours. Existing recreational facilities at the Brentwood Oaks and Ronald McNair campuses stand in need of improvements and more rigorous maintenance. The adjacency of these recreational areas to the proposed residential development would make them very convenient for use by future planning area residents as well as other existing residents in the area.

**Policy 8.3: Discuss with the Ravenswood Elementary School District the possibility of entering into a joint use agreement with the RDA to provide for the improvement and long-term maintenance of recreation facilities on the Brentwood Oaks and Ronald McNair campuses.**

***ACTION PROGRAM: School Financing***

*Program 8C: Collect fees at the time of issuance of building permits for residential and commercial development with the elementary and high school districts to fund necessary construction of additional or new school facilities.*

## **8.2 POLICE PROTECTION**

### **8.2.1 POLICE SERVICES**

The Gateway area and the rest of the City are served by the East Palo Alto Police Department from its central station at 2415 University Avenue. The Department is currently authorized for 35 uniformed officers, with four on-duty officers working 12 hour shifts. The on-duty police officer to population ratio is approximately 0.72 officers per 1,000 population, which is roughly half the national average. Response times to calls

are dependent on the availability of officers and the class of crime involved. Crimes are generally categorized in a range from one to five. Class 1 and 2 crimes, generally in-progress and/or life-threatening, are responded to within several minutes. As class numbers increase response times become longer; a class 5 crime such as stolen property may be responded to up to 24 hours later.

East Palo Alto has experienced a high rate of criminal activity in the last decade, which has stretched already limited Department resources beyond capacity. To address the recent surge in criminal activity, the Department has prepared a Five Year Plan calling for the doubling of the force from 35 to 72 officers. Although the Plan was approved by the City and local agencies, funding will not become available until new and redevelopment projects can provide an increased tax base and economic stimulus for the City. The redevelopment of the Project Area will increase local sales tax revenues, one percent of which is allocated to the City's General Fund. The City can apply these increased revenues towards funding of the Police Department to help offset increased demand on services. Until that time, the Department has augmented its patrol with the service of 18 deputies from the San Mateo County Sheriff Department and 14 officers from the California Highway Patrol, which will be in operation until at least January 1, 1995. During the first month of operation in April, 1993, the additional patrols had a significant effect on reducing criminal activity in East Palo Alto. Compared to the first three months of 1993, the City saw an overall reduction in felony crimes of 35%.

The Department also operates a Regional Enforcement Detail (RED) Team which consists of four Palo Alto officers, two Menlo Park officers, one East Palo Alto officer, one State Parole officer, and a Federal Bureau of Alcohol, Tobacco & Firearms agent. The RED Team is a multi-jurisdictional enforcement team which addresses special problems related to criminal activity in the City. It is also scheduled to be in operation until at least January 1, 1995. Finally, the state recently authorized the formation of the East Palo Alto High Crime Response Team, an advisory group represented by multiple state agencies which have come together to address crime as an issue in the community.

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**GOAL:** *Provide adequate police services to the Gateway 101 area to ensure the health, safety and welfare of existing and future residents, workers, and visitors.*

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**Policy 8-4:** Continue augmenting Police Department staff with County deputies, CHP officers, and patrols from other cities until adequate funding becomes available to increase the City force to a level that can maintain satisfactory safety and crime prevention conditions.

**Policy 8-5:** Allocate a fair-share portion of increased revenues generated by the Project to the Police Department to upgrade service levels in the Project Area and citywide.

## 8.2.2 PERSONNEL AND FACILITIES

The intent of the Plan is to support police efforts to improve facilities and services in the City in order to deter and reduce the rates of crime, and enhance the perception of safety throughout the Project Area. New development and additional population will require additional police services. The rate and location of redevelopment within the Project Area should be considered in light of potential effects on the level of service that can be provided by the Police Department. For instance, the substantial increase in commercial development associated with the promotional retail center will increase the potential for minor crime such as petty theft in the retail areas. In addition, the success of the retail center will depend on the City's ability to establish a secure and inviting environment that overcomes public perception that East Palo Alto is not a safe place to shop. For this reason, it will be necessary that the retail center take the initiative to provide extra security beyond that provided by the East Palo Alto Police Department.

In general, it is anticipated that the Gateway redevelopment project will create a safer and more positive image of the area than currently exists. In addition to the obvious improvements in the physical environments resulting from the elimination of blighted conditions and the introduction of new development, the Project will improve the environment through the increase in population in the area. The presence of people in an area is generally a fairly effective deterrent to crime because it increases the chances of witnesses and quick reporting of crimes.

**Policy 8-6: Provide additional personnel and facilities and revise "beats" as needed in order to establish and maintain acceptable standards for police protection service in the Project Area.**

**Policy 8-7: Require the tenants of the Promotional Retail Center to provide 24-hour security services within the retail center to supplement City Police services and enhance the perception of safety and deter criminal activity.**

## 8.2.3 DESIGN FOR SAFETY

The physical environment of an area can play a significant role in contributing to or discouraging crime. Areas that are vacant or run-down and have poor visibility or accessibility tend to have higher incidence of criminal activity. On the other hand, areas that are well-maintained; are physically and visually accessible to the public; elicit a clear sense of "ownership"; and have regular human activity tend to have much lower incidence of criminal activity. The intent of the plan is not only to improve police services to the area, but to increase the ability of the community to deter crime and increase security within the residential, commercial, and open space areas of the planning area. The incorporation of site planning and design techniques into the area's redevelopment will help empower the local community in providing for its own security while also altering the broader public perception of East Palo Alto as an unsafe community.

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**GOAL:** *Enhance the safety of planning area businesses, residents, and visitors through building and environmental design.*

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**Policy 8-8:** Ensure that buildings and spaces within the project area are designed in conformance with guidelines in the Community Design Element in order to enhance security through the provision of satisfactory access and visibility for police, security patrols, and the public.

**Policy 8-9:** Incorporate into the requirements of project approval Police Department recommendations on project design that affects traffic safety and crime prevention.

**ACTION PROGRAM:** *Police Services*

*Program 8D: Coordinate with the City Police Department regarding the timing of proposed development, so that the Department can adequately plan for the necessary expansion of services to the area.*

*Program 8E: Establish standard procedures for Police Department review of individual projects within the planning area.*

## **8.3 FIRE PROTECTION**

### **8.3.1 SERVICE STANDARDS**

The Specific Plan area is served by the Menlo Park Fire Protection District. The primary response station serving the Specific Plan area, and the only station in the City, is located at 2290 University Avenue, less than a block north of the Project site at its nearest point and just over a mile to the most distant point. Five fire fighters are usually stationed here, although recent State budget cuts have resulted in the station being occasionally manned by three fire fighters. The District's main station in the City of Menlo Park at 300 Middlefield Road, approximately three miles from the Project Area, serves as the second response station, with ten additional fire fighters available. Other stations in the District also assist with East Palo Alto calls as required. Response time to the Project Area from the University Avenue station is less than two minutes, and from the Middlefield station response would be four to five minutes. The District currently has an insurance service office (ISO) rating of three for both fire and water service, which is considered adequate. The ISO rating is a measure of risk to assess liability for insurance purposes. Rating is done on a ten point scale where one is high.

According to the District Fire Chief, recent State budget cuts may reduce the District's funding, which could in turn result in reduced District capability in handling existing fire services, and may affect its ability to meet new demand. In an effort to partially offset State budget cuts, the District won an assessment on June 6, 1993, which will allow fees



to be assessed annually on all parcels within the District for the next five years. These fees, which will be assessed beginning next year, are based on size, with the smallest being \$74 for a quarter-acre parcel. The District currently levies fees for checking plans and providing inspection services for new buildings and building improvements. The District also has a Hazardous Materials Cost Recovery Program in place to recoup costs associated with responding to hazardous materials emergencies.

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***GOAL: Provide adequate fire protection services and facilities to safely accommodate the redevelopment of the Gateway 101 Specific Plan area.***

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Project-related increases in residential and commercial development would result in increased demand for fire protection services based on the increase in development intensity and increased population. The Project will provide a net increase of up to 230 new dwelling units and 540,000 square feet of new commercial space. This increased demand would be partially offset by redevelopment, which would greatly improve fire safety in the Project Area by removing blighted structures and conditions, such as the abandoned Ravenswood High School site, which contribute to current demand on fire services. Removal of blighted structures would also reduce the possibility of hazardous materials incidents occurring. Both private and community facilities would be significantly improved and brought up to current Building and Health and Safety Code specifications, thus lessening the potential for incidents requiring fire and emergency service response. Road and circulation improvements which are included in the redevelopment plan would improve access for fire and emergency services to respond to calls. Overall, existing fire and emergency services are considered adequate to meet project-related demand.

**Policy 8-10: Ensure that adequate facilities and fire service personnel are maintained to provide service at acceptable levels by periodically evaluating population growth, level of service (response times) and fire hazards in the planning area.**

**Policy 8-11: Ensure that new Project Area development does not result in a decrease in the ISO rating of the Menlo Park Fire Protection District.**

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***GOAL: Ensure that all buildings are designed and maintained to provide adequate fire protection.***

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Urban fires usually result from sources within the structures themselves. Once redevelopment has removed the current fire hazards associated with substandard building and site maintenance conditions, many future building fires and fire losses can be avoided if proper building standards and materials are incorporated. Fire

improvements will be different depending on development intensities and type. Large warehouse type retail structures will require different fire protection considerations than mixed-use neighborhood commercial or residential uses.

**Policy 8-12: Require all new development within the planning area to conform to the applicable fire codes and development standards of the Menlo Park Fire Protection District.**

**Policy 8-13: Support implementation of the Fire Protection District's fee assessment program on all parcels within the Project Area as a means of offsetting Project-related increases on services.**

**Policy 8-14: Ensure through the development review and building inspection processes that MPFPD recommendations are incorporated into new development.**

***ACTION PROGRAM: Fire Protection***

*Program 8F: Require all new commercial and multi-family residential development to install fire protection systems in accordance with applicable codes.*

*Program 8G: Incorporate into the Building Code, as necessary, requirements for the installation of smoke detection systems in all new residential development and fire protection systems in new commercial, and multi-family residential development.*

*Program 8H: Incorporate MPFPD recommendations on project design relating to access, water pressure, fire safety and prevention into the requirements for development approval. Require that the following design standards are incorporated where appropriate:*

- *Use of non-combustible roof materials in all new construction.*
- *Available capacity of 2,000 GPM at 80 PSI fire flow from project fire hydrants on public water mains.*
- *Fire hydrants should be placed within 300 feet of each other and within 200 feet of a structure, and should be five feet clear of electric lighting, utility poles, and driveways.*
- *Automatic fire alarm systems and sprinklers in all non-residential structures for human use.*
- *Compliance with MPFPD minimum road widths, parking recommendations, and access requirements.*

## 8.4 PARKS AND RECREATION

The availability of open space and parkland is a serious ongoing issue for the City of East Palo Alto. Current parklands and open space are insufficient in both quantity and quality to adequately address the recreational needs of the community. In addition, given the absence of suitable undeveloped land within the City limits, there appears to be little opportunity for remedying the situation by acquiring more land.

At present, East Palo Alto has approximately 321 acres designated as some form of open space, the majority of which (273 acres) is natural open space along the Bay shoreline and San Francisquito Creek. Open space associated with utility right-of-ways comprises another 13 acres. At best, the recreational value of these natural resource and infrastructure-related open space areas is limited to more passive recreation activities such as walking, biking, and sight-seeing. Only 35 acres or 11% of the City's open space is identified as active parkland and recreation facilities. Based on the City's 1990 population, this acreage translates into a ratio of approximately 1.5 acres per 1,000 residents. This is far below the 3 to 5 acres per 1,000 residents standard that is pursued by most California communities, and is supported by State Legislation (i.e., the Quimby Act).

In addition to a shortage of acreage, the quality of the City's inventory of parklands is seriously compromised by the absence or poor condition of park improvements. Fiscal constraints on the City have prevented it from being able to improve all the parklands it has, or to maintain at an operable level many of the existing park facilities. Sixteen of the 35 acres of active parkland are divided among three City parks: Bell Street Park, Jack Farrell Park, and Martin Luther King Jr. Park. Among these three parks, Bell Street Park contains a gymnasium that is in need of repairs and a swimming pool that cannot be used, and Martin Luther King Jr. Park is largely undeveloped.

The remaining 19 acres of designated parkland are associated with the outdoor fields and facilities at the closed Ravenswood High School site which is within the Project Area and would be redeveloped as part of the project. At present, approximately 5 of the 19 acres are completely unimproved, 2 acres are used for paved parking areas, 5.5 acres are playfields that are no longer maintained, and the remaining 6.7 acres have recreational facilities in varying conditions. The outdoor facilities at the high school have not been maintained since the school was closed in the late 1970s, so the condition and function of many of the recreation facilities has been severely diminished. It is only because of the shortage of parkland and recreational facilities within the City, that these run-down facilities can still be considered important recreational resources.

In addition to outdoor facilities, the former high school also provides a number of indoor facilities that meet the recreation needs of the community. The old high school gymnasium is actively used for basketball and boxing; the former girl's dance studio is used by community-based dance companies; the 600-seat auditorium, prior to being closed for safety reasons, used to accommodate community dance, theater, and cultural performances. Another building within the facility is currently being rented out to non-profit groups. The total building area used for recreational uses is approximately 33,400 square feet. Like the outdoor facilities, the buildings at the site have not been maintained since the school was closed. All buildings exhibit signs of significant damage to and

deterioration of roofs, ceilings, walls, doors, windows, plumbing fixtures and piping, electrical power and lighting, heating systems, and fire protection standpipe systems. According to the City's building inspector, the buildings, with few exceptions, are in violation of State and locally-adopted building and fire codes, and, in their current condition, pose an immediate danger to those who occupy and use the facilities.

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**GOAL:** *Provide new park and recreation facilities that contribute to an improved quality of life for planning area residents and the City as a whole.*

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Project buildout would result in increased demand for park space and recreational facilities, and the removal of buildings and fields that now provide open space and recreational facilities for the community. In order to address the increased demand and improve the quality of parklands and facilities in the area, the Project commits substantial amounts of land and funding for improvements. The Project calls for 11.4 acres to be improved for park uses and earmarks \$5.5 million of tax increment funds to acquire and/or improve land for public recreation. The Project also earmarks \$4 million to build a multi-purpose community center to offset the loss of indoor facilities such as the gym and auditorium. In addition to new facilities, the Project also earmarks funding for improvements to existing facilities outside the Project Area as a means of mitigating recreation impacts. One million dollars has been identified for improvements to the Bell Street swimming pool in order to make it functional once again, and \$200,000 has been identified for improvements to the Bell Street Gymnasium. Overall, the replacement of the existing deteriorated facilities at the former high school site with newly developed facilities within the Project and newly improved facilities offsite will significantly upgrade the quality of recreation in the community.

**Policy 8-15: Use tax increment funds to acquire and improve 11.4 acres of new parkland.**

**Policy 8-16: Use tax increment funds to replace the blighted indoor facilities at the Ravenswood High School site with a 50,000 square-foot, multi-purpose community center which can accommodate athletic, recreational, and cultural activities.**

**Policy 8-17: Use tax increment funds to improve the Bell Street gymnasium for increased usage until a new community center can be built, and to bring the Bell Street swimming pool back to full operation.**

Other than identifying the amount of property to be improved and a couple specific improvements such as the community center and the improvements to Bell Street Park, the Plan does not specifically identify the types of park and recreational facilities that will be provided or their location. Park facilities to be developed within the Project Area would be in the area designated as "Future Study Area" (see Land Use Map in Figure 4.1). Such facilities cannot be located, however, until other land use decisions for the

area have been made. Specific recreation improvements will be identified as part of the master planning process for the "Future Study Area". The intent is that such improvements will provide for the recreation needs of the full spectrum of community residents, including young and old, active and passive. Active sports facilities will be included, but other types of facilities will be needed as well. Those facilities at the high school that are actively used, such as the basketball, tennis, volleyball, and boxing facilities should be replaced. Other facilities that the community feels are needed should be considered. For instance, interest has been mentioned in developing community gardens in the Weeks Neighborhood as a "recreational" resource.

While a specific amount of funding has been earmarked for recreation and park improvements, the Plan maintains flexibility as to how these funds will be spent. All of these funds could be spent on improvements within the "Future Study Area" or, if considered more appropriate by the community, some of these funds could be used to add or improve recreational facilities in other parts of the planning area or City. As mentioned in the preceding discussion of school facilities, the community may want to use some of this funding to improve the open space and recreational facilities at the Brentwood Oaks/Ronald McNair schools, or to improve trail systems or facilities along the Bay. Since many of the facilities at the high school attract users from throughout the community, it may be considered appropriate to use redevelopment monies to improve recreational facilities in other parts of the community, as permitted under redevelopment law.

**Policy 8-18: Provide for a variety of park facilities for use by persons of all ages, and including areas developed for active recreational uses and passive open space enjoyment.**

**Policy 8-19: Discuss with the Ravenswood Elementary School District the possibility of entering into a joint use agreement with the RDA to provide for the improvement and long-term maintenance of recreation facilities on the Brentwood Oaks and Ronald McNair campuses within the Project Area, as well as other campuses throughout the City.**

**Policy 8-20: Project-generated funding for recreation should be applied to uses that provide the broadest recreational benefit to those in the community.**

***ACTION PROGRAM: Parks and Recreation***

*Program 8I: As part of the master plan for the "Future Study Area" a detailed strategy (i.e., a Parks and Recreation Improvement Plan) shall be prepared for using redevelopment monies to provide parks and recreation facilities. This strategy should establish the types and amounts of improvements, and their location.*

*Program 8J: Prior to approval of any development in the "Future Study Area", the RDA will develop funding priorities for those recreation improvements identified in the "Future Study Area" master plan.*

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## 9. Implementation

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# **9.0 IMPLEMENTATION**

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The preceding chapters of this Specific Plan provide the plans, policies and guidelines for the orderly development of the Gateway planning area. This chapter sets forth a variety of implementing steps and regulatory and organizational procedures to implement the Specific Plan.

## **9.1 SUMMARY: SPECIFIC PLAN IMPLEMENTATION PROGRAM**

The following shows the approximate sequence of the key implementing steps that should be followed by the City to effectively implement this Specific Plan.

- Certify the Gateway/101 Corridor Redevelopment Plan, Specific Plan, and General Plan Amendment Program Environmental Impact Report
- Adopt findings as required by the California Environmental Quality Act (CEQA)
- Adopt the General Plan Amendment
- Adopt the Specific Plan
- Adopt the Redevelopment Plan
- Adopt re-zoning for the Specific Plan area
- Adopt Master Plan for "Future Study Area"
- Approve Public Improvement Plans
- Adopt Parks and Recreation Improvement Plan
- Prepare Financing Plan
- Adopt development review procedures for projects in the Specific Plan area
- Review and approve Tentative Maps and Development Plans

## **9.2 KEY IMPLEMENTING ACTIONS OF THE SPECIFIC PLAN**

### **9.2.1 EIR CERTIFICATION**

To meet the requirements of the California Environmental Quality Act (CEQA) , a program Environmental Impact Report (EIR), as authorized by Section 15168 of the CEQA guidelines, has been prepared to assess the environmental impacts of the Gateway/101 Corridor Redevelopment Plan, Specific Plan, and General Plan Amendment.

The EIR has been prepared as a program EIR to cover the development of the Gateway planning area as a total undertaking, although development is expected to occur in



several increments over a number of years by several developers. The program EIR will expedite the processing of future projects. Projects that are consistent with the Plan, and are determined by the City's Initial Study to not result in new effects or require additional mitigation, may be approved without further environmental documentation. For other projects, only those factors with potential impacts not addressed in the Specific Plan EIR will require additional analysis. The Final EIR must be certified by the City as accurate and complete, once all comments on the Draft EIR have been responded to. The City's action to certify the Final EIR does not constitute approval of the Project. Rather, it indicates that all required environmental information has been presented to the City's decision-makers and the public.

## **9.2.2 CEQA FINDINGS**

The City must approve Findings of Fact and Statement of Overriding Considerations, as required by Sections 15091 and 15093 of the CEQA guidelines. The Findings of Fact explain how the City has dealt with each significant adverse environmental impact and the project alternatives offered in the Final EIR. The Statement of Overriding Considerations identifies the specific reasons for approving a project for which all significant adverse environmental impacts have not been at least substantially mitigated. These findings must be approved prior to the adoption of the Gateway/101 General Plan Amendment, Specific Plan, and Redevelopment Plan.

## **9.2.3 GENERAL PLAN AMENDMENTS**

The City will amend the East Palo Alto General Plan to add appropriate land use designations for the Gateway planning area. Amendments to the General Plan's policies and text will also be adopted as required by Government Code Section 65454.

## **9.2.4 ADOPTION OF THE SPECIFIC PLAN**

Following amendment of the General Plan, the Specific Plan will be adopted by the City Council.

## **9.2.5 ADOPTION OF THE REDEVELOPMENT PLAN**

Following the adoption of the Specific Plan, the City Council will review and adopt the Redevelopment Plan which is prepared in conjunction with the CEQA findings.

## **9.2.6 ZONING**

The City needs to adopt new zoning for the planning area that is consistent with the revised land use designations adopted as part of the General Plan Amendment. For the most part, existing City zoning districts can be used as a basis for land use regulations, with adaptation as needed for conditions in the Gateway planning area. As currently written, the categories in the City's Zoning Ordinance may not be adequate to achieve the development character described in the Gateway Specific Plan for the various subareas. Rather than suggesting a major revision of the Ordinance that could affect uses

throughout East Palo Alto, it is recommended that emphasis be placed on using Planned Development (PD) zoning to ensure adequate City review and provide necessary flexibility to achieve Specific Plan objectives. Some revisions may still need to be made in the Ordinance to accommodate this approach. It is recommended that the PD zoning be revised to allow its use as an overlay zone that can be combined with other zoning categories.

The following re-zoning is recommended:

17 and private street  
 EXCLUDING THESE LOTS AS SHOWN IN THE S.W. CORNER OF THE INTERSECTION OF DONOHUE & CLARKE (7 FEET)

- Area bounded by Highway 101, the University Avenue interchange, Donohue Street, and Clarke Avenue. rezone from Community Open Space Conservation (COSC), One-Family Residential Combining (R-1/SS-101), Neighborhood Business (C-1/S-2), and Multiple Family Residential (R-M-3,000) to a base zoning of General Commercial (C-2) with a Planned Unit Development (PUD) overlay.  
 - REZONE - C - P.D.
- Area bounded by Clarke Avenue, O'Connor Street, Pulgas Avenue, and the Light Tree Apartments and Palo Mobile Estates mobile home park: rezone from Multiple Family Residential Combining (R-M-3,000) to Planned Unit Development (PUD).
- Northeast corner of Clarke Avenue and O'Connor Street: rezone from One-Family Residential Combining (R-1/SS-101) to Community Open Space Conservation (COSC).
- Area on the west side of Capitol Avenue between Donohue Street and Bell Street: rezone from One-Family Residential (R-1/S-7) to a base zoning of Neighborhood Business (C-1) with a PUD overlay.
- Various parcels north of Donohue Street between University and Capitol Avenues: rezone from Parking (P) to a base zoning of Neighborhood Business (C-1) with a PUD overlay.

## 9.2.7 FUTURE STUDY AREA MASTER PLAN

In order to create coordinated, coherent development within the Residential Subarea, the Specific Plan requires the preparation of a Master Plan for the area designated as a "Future Study Area" before granting development permit approvals. The intent of the Master Plan is to ensure that land use patterns and area-wide development standards and guidelines are established before individual development in the area begins. The "Future Study Area" Master Plan will provide a master development plan that coordinates the interests of the many landowners in the area.

The plan shall show the location and arrangement of all proposed uses, specify the circulation system, define parcels, refine the design standards, specify the infrastructure requirements and their sequencing, reflect the applicable mitigation measures of the Final EIR, include master neighborhood landscape plans, and note neighborhood park location. The Master Plan shall also include a written statement which discusses affordable housing and any other such material or information required by the Gateway Specific

Plan, the Redevelopment Plan, and/or the East Palo Alto General Plan. Action programs within the Specific Plan provide specific requirements.

The Master Plan for the "Future Study Area" shall be consistent with the East Palo Alto General Plan, as amended, and the Gateway Specific Plan.

### **9.2.8 TENTATIVE MAP**

Larger parcels within the planning area will, in many cases, be subdivided prior to or concurrently with the preparation of development plans. The subdivision process in the Planning Area will be governed by the Subdivision Map Act, as well as City standards and procedures.

### **9.2.9 DEVELOPMENT PLANS AND SITE DEVELOPMENT REVIEW (SDR)/DESIGN REVIEW**

Developers will submit detailed development plans for individual development projects. In order to ensure adequate consideration, the City shall adopt staff SDR guidelines for the Gateway planning area. SDR would be based upon the design standards, guidelines and mitigations contained in this Specific Plan, and may be augmented by design guidelines which the City has established for the entire City.

SDR should initially take place simultaneous with the subarea plan review process and subsequently at the individual development plan/subdivision map stage.

### **9.2.10 PUBLIC IMPROVEMENT PLANS**

The on-site and off-site public improvements necessary to serve the Gateway planning area need detailed design. The Redevelopment Agency will be responsible for the preparation of Public Improvement Plans, consisting of detailed engineering designs and documents for all utilities necessary to develop the retail center land uses identified in the Specific Plan. Plans related to the Future Study Area and University Avenue may be developer or land-owner initiated, and would therefore be prepared by the project sponsor. These plans should include an infrastructure sequencing program that will allow orderly development throughout the Specific Plan area. The sequencing program shall prioritize roads, sewer, water, drainage and other utilities that must be in place prior to specific levels of development being permitted.

### **9.2.11 FINAL MAP/FINAL DEVELOPMENT PLAN**

When all issues associated with the Tentative Map and Preliminary Development Plan are resolved, a Final Map and Final Development Plan will be filed and approved by the City, in keeping with City standards and procedures, and the Subdivision Map Act.

## 9.2.12 PARK IMPROVEMENT PLANS

The Redevelopment Agency shall be responsible for the preparation of improvement plans for proposed public parks and recreation facilities. These plans will include precise site planning and detailed design for proposed improvements. The Park Improvement Plan will be finalized prior to City approval of the Subarea Development Plan for the Residential Subarea (i.e., the "Future Study Area").

## 9.2.13 FINANCING PLAN

The major capital improvements required to support redevelopment in the Gateway planning area, major project responsibilities and possible methods of funding are described in the Preliminary Report for the Redevelopment Plan. A detailed financing plan shall be prepared by the RDA and be made a part of the Redevelopment Project. The Financing Plan shall identify the necessary capital improvements including public facilities, streets and utilities and the financing mechanisms that will be employed to assure the timely financing of improvements.

## 9.2.14 RESPONSIBILITIES FOR KEY IMPLEMENTING ACTIONS

The following table indicates the responsibilities for preparation of the documents discussed above:

**Table 9-1**  
**RESPONSIBILITIES FOR KEY IMPLEMENTING ACTIONS**

<u>Key Implementing Actions</u>	<u>Responsibility for Document Preparation</u>	<u>Adoption by</u>
✓ • EIR Certification	City	City
✓ • CEQA Findings	City	City/RDA
✓ • General Plan Amendments	City	City
✓ • Specific Plan Adoption	City	City
✓ • Redevelopment Plan Adoption	RDA	City
- • Zoning Amendments	City	City
✓ • Subarea Plans	RDA/Developers	City
- • Tentative Map/ <sup>ENTITLEMENT</sup> Development Plans	Developers	City
• Site Development/Design Review	RDA	RDA
• Public Improvement Plans	RDA/Developers	City
• Final Development Plan	Developers	RDA
• Park Improvement Plans	RDA	City
• Financing Plan	RDA	RDA

SOURCE: Wallace Roberts & Todd, July 1993

## 9.3 ADMINISTRATION OF THE SPECIFIC PLAN

When the Gateway Specific Plan is adopted by the City Council, it will be used to direct the processing of proposed projects within the Planning Area. Given that many developers will be involved in the development of the Gateway planning area, the following responsibilities, mechanisms and procedures will be necessary to review, monitor, coordinate and integrate what otherwise may be piecemeal and uncoordinated incremental development.

### 9.4.1 RESPONSIBILITIES FOR ADMINISTRATION OF THE SPECIFIC PLAN

Administration of the Gateway Specific Plan will be a joint effort of the City of East Palo Alto and East Palo Alto Redevelopment Agency.

### 9.4.2 TYPICAL DEVELOPMENT REVIEW PROCESS

The intent of this section is to summarize the typical procedural steps needed to review and approve projects in the Planning Area. The following discussion of the development review process is simplified. Detailed information on how a proposed project can be processed should be obtained from the East Palo Alto Planning Department.

#### Summary of the Development Review Process

#### Responsibilities

- |   |   |
|---|---|
| <ul style="list-style-type: none"><li>• A proposed project (usually a subdivision map or a development plan) is submitted to the East Palo Alto Redevelopment Agency for processing.</li></ul>  | RDA   |
| <ul style="list-style-type: none"><li>• If a proposed project involves the dedication of parkland or development of a park or recreation facilities, it must be reviewed for consistency with this Specific Plan and the Parks Improvement Plan</li></ul>   | RDA   |
| <ul style="list-style-type: none"><li>• Each proposed project shall be reviewed by staff for conformance with City land use laws, engineering standards and the provisions of the General Plan, this Specific Plan, and the Redevelopment Plan.</li></ul>   | Planning Department<br>Public Works Department<br>RDA |
| <ul style="list-style-type: none"><li>• An initial environmental study will be prepared for each proposed project. Such environmental review will determine whether all important environmental issues were adequately addressed by the EIR for Planning Department this Specific Plan or whether additional study is needed.</li></ul> | Planning Department                                   |

- Site development/design review for projects within the Planning Area as required in this Specific Plan. RDA
- Each project will be reviewed for its consistency with the provisions of the General Plan, this Specific Plan, and the Redevelopment Plan. Based on findings, it will be approved, changed or denied. RDA  
Planning Staff  
Planning Commission  
City Council

### **9.4.3 SPECIFIC PLAN CONSISTENCY**

Following adoption of this Specific Plan, no development plan, subdivision map, use permit or other entitlement for use shall be approved by the City and no public improvement shall be authorized by the City for construction in the planning area until a finding has been made that the proposed entitlement or public improvement is in substantial conformance with this Specific Plan. Approval of final development plans, on-site public improvement plans and use permits also shall be substantially consistent with the applicable provisions of the East Palo Alto General Plan.

All Specific Plan changes (both minor and major amendments) must be found consistent with the East Palo Alto General Plan, or a General Plan Amendment may be required.

If any regulation, condition or portion of this Specific Plan is held invalid by a California or Federal court, these portions shall be deemed separate, distinct, and independent provisions. The invalidity of these provisions shall not affect the validity of the remaining parts of the Specific Plan.

### **9.4.4 SPECIFIC PLAN AMENDMENT**

Amendments to the Specific Plan may be requested by a developer or property owner and may be initiated by the City in accordance with City procedures for initial Specific Plan adoption. Specific Plan amendments shall be processed in accordance with City ordinances.

### **9.4.5 ENVIRONMENTAL REVIEW**

The EIR prepared for this Specific Plan assesses the expected effects of the ultimate environmental changes resulting from the Specific Plan and development taking place in conformance with the Specific Plan. The program EIR will act as a "master EIR" for the specific plan area, reducing the need for project-specific environmental review in the initial years of development under the recommendations of the Specific Plan. Pursuant to Section 15182 of the CEQA Statutes and Guidelines, residential projects which are in conformity with the Specific Plan are exempt from subsequent environmental review, eliminating the need for additional EIR's. For non-residential and mixed-use projects that conform to the level of development prescribed in the Specific Plan, the subsequent environmental review process will only need to address the project's site-specific impacts.

If additional impacts are identified and a subsequent EIR is required, general impacts which are addressed in the Specific Plan program EIR can be included by reference. Overall, the program EIR should result in faster processing of project applications that are consistent with the Specific Plan and the mitigation measures identified in the EIR.

For a project the size of the Gateway area, and with such an extended projected buildout period, the effectiveness of the Specific Plan EIR may tend to decrease over time. Five to ten years from now, circumstances may change sufficiently to make it necessary to update information and reassess impacts as well as mitigation measures. Since the planning area is projected to buildout over a 10 to 15 year or greater time frame, it is likely that additional specific environmental review, on a project-by-project basis, may be necessary in the later stages of plan area buildout. This could include focused studies on one or more identified environmental concerns (such as traffic or noise) or a full EIR. These determinations will be made by the City, and additional/revised mitigation will be incorporated into the development approval process.

#### **9.4.6 CONDITIONS, COVENANTS, AND RESTRICTIONS**

The major project developers (such as for the retail center) or successors in interest shall be obligated to maintain architectural, landscape and site control at point of sale within individual districts so as to insure the cumulative character intended by the Specific Plan and subarea plans. This Specific Plan recommends the use of Conditions, Covenants, and Restrictions (CC&R's) to enforce the design guidelines of the Specific Plan and to maintain landscape and open space areas and the improvements of each development project. The mechanism(s) to enforce the CC&R's shall be agreed to by the Developers and the City.

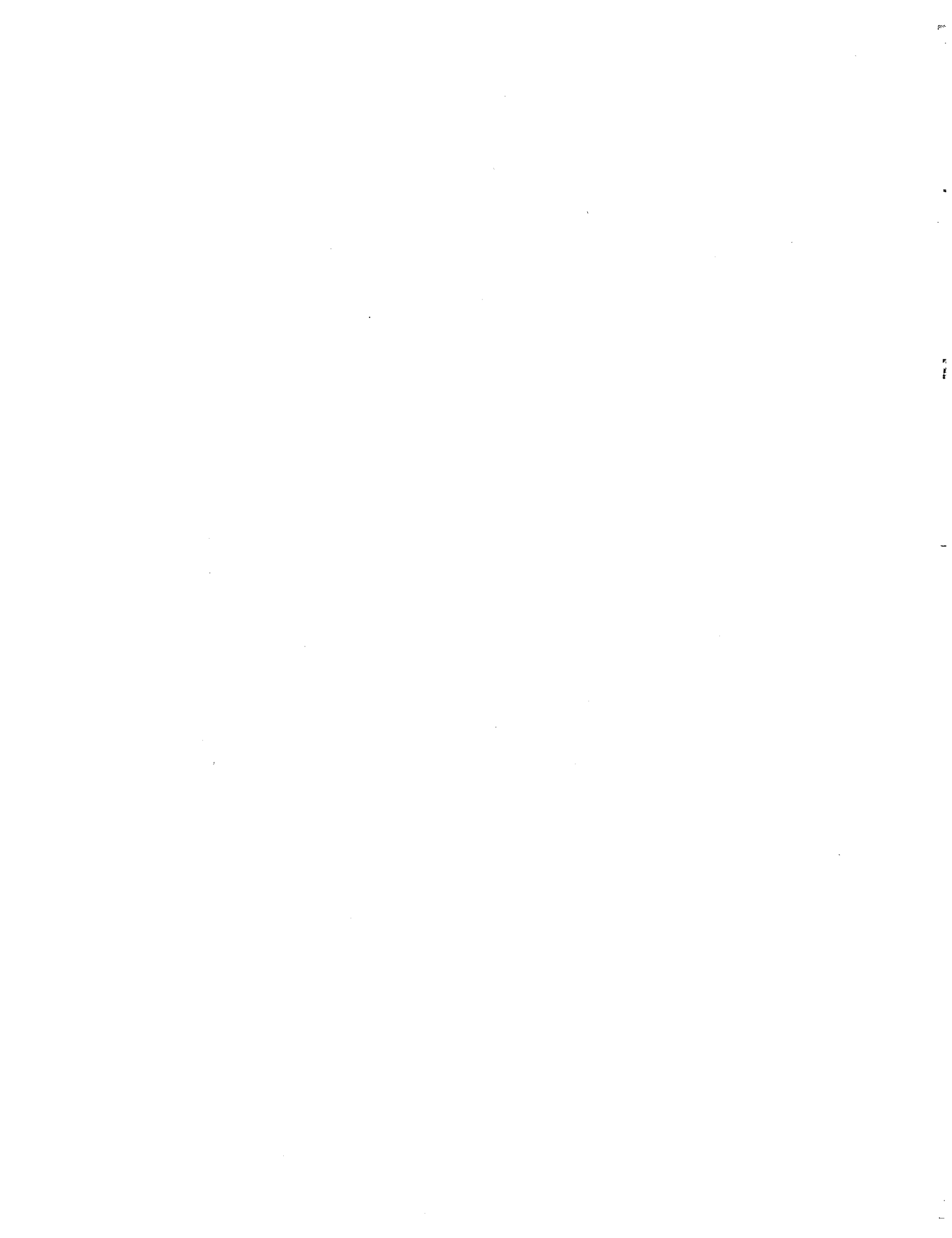
All CC&R's shall reflect the requirements contained in the Specific Plan. In addition, provisions for the design and maintenance of fencing, landscaping and open space areas and other facilities within projects as well for the abatement of nuisances shall be set forth in the CC&R's.

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# Appendices

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DRAFT  
August 2, 1993

**GENERAL PLAN AMENDMENT  
RELATED TO THE  
GATEWAY 101 SPECIFIC PLAN/REDEVELOPMENT PLAN PROJECT**

**CITY OF EAST PALO ALTO**

Adopted By City Council Resolution No. \_\_\_\_\_  
\_\_\_\_\_, 1993

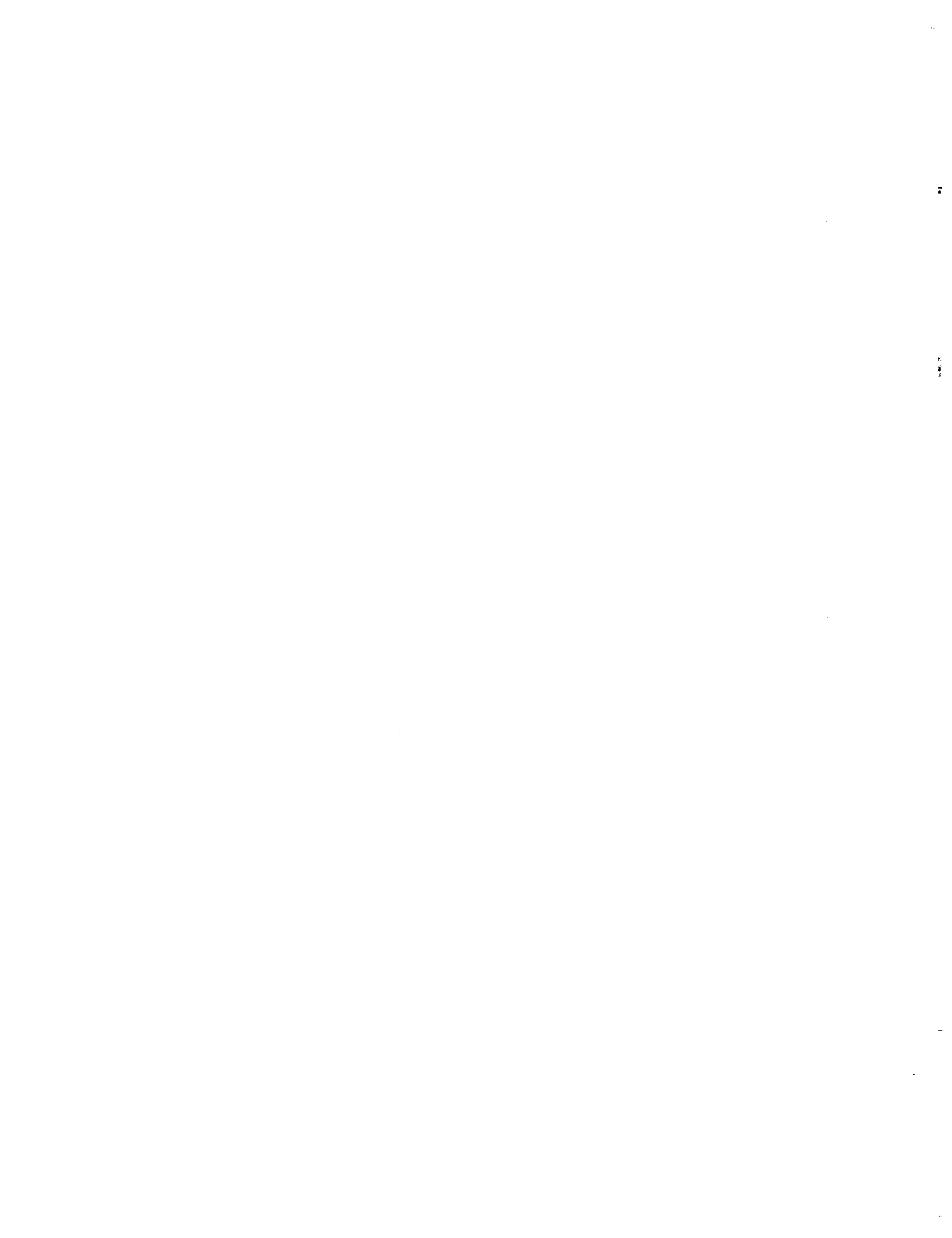


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**GENERAL PLAN AMENDMENT**  
**RELATED TO THE**  
**GATEWAY 101 SPECIFIC PLAN/REDEVELOPMENT PLAN PROJECT**

**PART I. PURPOSE AND SCOPE OF AMENDMENT**

**A. BACKGROUND**

The City of East Palo Alto adopted its General Plan in December 1986 as the basic policy document for directing the community's future. As a central element of the City's economic development program, the General Plan calls for the preparation, review, and adoption of Redevelopment Plans, with accompanying Specific Plans, for key sites within the city. In addition, the Land Use Element of the General Plan specifically targets portions of the Gateway 101 Project area for Specific Plan implementation. However, the General Plan contains policies that present conflicting visions for future land use in the Project area, a highly visible group of properties located on the north side of U.S. 101 at the "gateway" to the city.

This General Plan Amendment sets forth revisions and clarifications that would eliminate internal inconsistencies within the General Plan regarding future land uses in the Gateway 101 Project area, and that would render the currently proposed Gateway 101 Specific Plan and Redevelopment Plan consistent with the General Plan. Part I of the General Plan Amendment provides background information on the context of the Amendment, including a description of the area involved, a summary of the Amendment's purpose and scope, the relationship of the Amendment to the proposed Gateway 101 Specific Plan and Redevelopment Plan, an outline of the California Environmental Quality Act (CEQA) review process for the General Plan Amendment and Specific Plan/Redevelopment Plan, and a review of subsequent actions that will be taken to implement the General Plan Amendment, Specific Plan, and Redevelopment Plan. Part II of the General Plan Amendment sets forth proposed revisions to the General Plan Land Use Map, and Parts III-VII identify the proposed amendments to the Land Use, Open Space, Conservation, Circulation, and Housing Elements of the General Plan.

**B. DESCRIPTION OF THE PROJECT AREA**

The Gateway 101 Project Area contains a mixture of residential, commercial, institutional, and agricultural uses. Altogether there are 473 residential units in the Project area, including multi-family apartment complexes and a mobile home park in the southern portion of the Project Area and single-family houses in the west and central portions of the area. Three schools (Brentwood Elementary School, Ronald McNair Intermediate School, and the now-defunct Ravenswood High School) comprise approximately 47 acres of the Project area. Four churches are also located in the area. Approximately 7.4 acres of neighborhood commercial development are located along University Avenue and Donohoe Street near the University Avenue freeway interchange. Commercial nurseries operate greenhouses on approximately 33 acres in the eastern portion of the Project Area, east of Clarke Avenue and south of O'Connor Street. Approximately 4.5 acres of land, divided among a half-dozen different sites, are currently vacant.

In general, land in the Project area is underutilized. The combination of vacant parcels, the defunct high school, commercial nursery operations, and single-family residences on large lots results in a relatively low intensity of development over much of the Project Area. Current General Plan land use designations for the area include *Neighborhood Commercial* along University Avenue and the freeway interchange, a small amount of *Medium Density Residential* in the north and central portion of the Project Area, and *Medium High Density Residential* over the rest of the area.

### C. PURPOSE AND SCOPE OF AMENDMENT

In the past year, the City has initiated a review of its land use plans and policies for the Gateway 101 Project area. This review has been undertaken partly as a periodic reassessment of the General Plan called for in Land Use Element General Goal III ("to monitor land use needs and periodically determine whether changes in land use are needed"). The review has been further stimulated in anticipation of possible development proposals in the area, as well as the City's interest in improving the image and character of this highly visible portion of the community.

This General Plan Amendment is one of three policy documents generated by this planning process. (The other two policy documents, the Gateway 101 Specific Plan and Redevelopment Plan, are discussed in Section D below.) The General Plan Amendment encompasses revisions to the General Plan land use map and specified policies in the Land Use, Open Space, Conservation, Circulation, and Housing Elements of the Plan. The necessary amendments were identified in part through the review of the proposed Specific Plan and Redevelopment Plan conducted in preparation of the Draft Environmental Impact Report (EIR) for these documents. The environmental review process is discussed in Section E below.

The two main purposes of the General Plan Amendment are 1) to eliminate internal inconsistencies within the General Plan regarding future land uses in the Project area, and 2) to render the proposed Specific Plan and Redevelopment Plan consistent with the General Plan, as amended. The majority of the proposed amendments would apply solely to the Project Area. The only exception is the amendment to the Conservation Element policy regarding preservation of agricultural land. The amended policy, which alters the language relating to conversion of agricultural lands, would also apply to other areas of the city, in addition to the Project Area.

### D. THE SPECIFIC PLAN AND REDEVELOPMENT PLAN

Concurrently with this General Plan Amendment, the City of East Palo Alto Redevelopment Agency has prepared a Specific Plan for the Gateway 101 Project Area. The proposed Specific Plan builds upon the goals, objectives, and policies of the General Plan to outline more precise development standards and implementation guidelines for the Project Area. Once adopted, the Specific Plan will become a part of the General Plan and will serve as the main policy document for development within the Project Area.

In addition, the East Palo Alto Redevelopment Agency has prepared the Gateway 101 Redevelopment Plan for consideration by the City Council concurrently with the Specific Plan and General Plan Amendment. While the Specific Plan and General Plan Amendment articulate the development goals, objectives, and policies for revitalization of the Project Area, the Redevelopment Plan will serve as the primary means of accomplishing those goals, objectives, and policies. This coordinated use of the General Plan, Specific Plan, and Redevelopment Plan implements the "tiered" planning approach recommended in both the Land Use and Economic Development Elements of the General Plan.

The Redevelopment Plan will expressly adopt the goals, objectives, policies, and land use designations of the Specific Plan and General Plan (as amended). The Redevelopment Plan will provide the Redevelopment Agency with legal authority to work with property owners, developers, and prospective business operators to assemble parcels, undertake necessary site and infrastructure improvements, and enforce design standards to stimulate revitalization consistent with the General Plan and Specific Plan. Chief among the powers of the Agency will be the ability to assist the private sector, where necessary, in financing land assembly, site improvements, and infrastructure improvements (i.e., circulation and utility systems) using property tax increment revenue generated by development in the Redevelopment Project Area.

#### E. CEQA REVIEW

The General Plan Amendment, Specific Plan, and Redevelopment Plan are the subject of an integrated program Environmental Impact Report (EIR), prepared pursuant to the California Environmental Quality Act (CEQA), to evaluate the potential adverse impacts arising from implementation of the development program envisioned by these policy documents, as well as possible mitigation measures and project alternatives.

The City has served as the "lead agency" and the Redevelopment Agency as a "responsible agency" for preparation of the EIR. Following preparation of an Initial Study, City and Agency staff distributed a Notice of Preparation for the EIR on January 22, 1993. On behalf of the City and Redevelopment Agency, Wallace Roberts & Todd prepared a Draft EIR taking into consideration comments received in response to the Notice of Preparation. A Notice of Completion for the Draft EIR was published on August 6, 1993, and the Draft EIR was circulated for a 45-day comment period. Following the comment period, Wallace Roberts & Todd completed the Final EIR, consisting of the Draft EIR together with responses to comments received on the Draft EIR.

The Final EIR will be certified by concurrent resolution of the City Council and the Redevelopment Agency. Pursuant to the concurrent resolution, the City Council will make the findings required pursuant to CEQA in connection with approval of the General Plan Amendment.

#### F. SUBSEQUENT ACTIONS

Following adoption of the General Plan Amendment, Specific Plan, and Redevelopment Plan, actions will be taken to implement the goals, objectives, and policies set forth in these documents for the Project Area. As required by State law, the Project Area will be rezoned to be consistent with the land use designations of the General Plan (as amended) and the Specific Plan. In addition, the Redevelopment Agency will undertake a number of actions outlined in the Specific Plan, including: finalization of Public Improvement Plans, formulation of a Parks and Recreation Improvements Plan, preparation of a Financing Plan, and formulation of development review procedures. The City and Redevelopment Agency will then be in a position to review precise development plans for various portions of the Project Area.



## PART II. LAND USE MAP AMENDMENTS

### A. PROJECT AREA LAND USE DESIGNATIONS

#### I. The Land Use Map of the General Plan is amended as follows (see Figure 1):

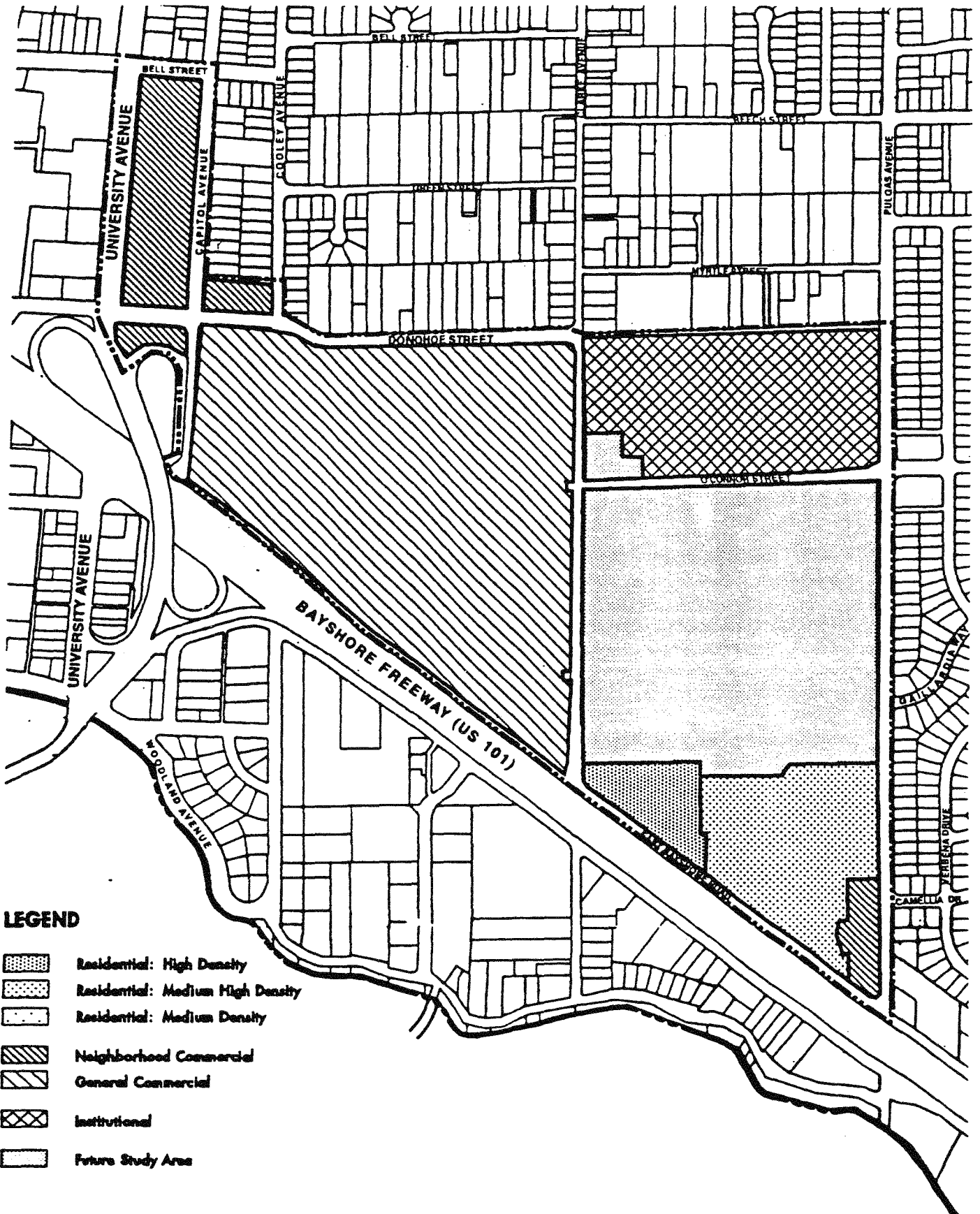
- a. Area bounded by Highway 101, Capitol Avenue, Donohoe Street, and Clarke Avenue: change land use designations from *Neighborhood Commercial*, *Medium High Density Residential*, and *Medium Density Residential* to *General Commercial*; revise circulation pattern shown for the University Avenue/U.S. 101 interchange and East Bayshore Road.
- b. Area bounded by Clarke Avenue, O'Connor Street, Pulgas Avenue, and the Light Tree Apartments and Palo Mobile Estates mobile home park: change land use designations from *Medium Density Residential* and *Medium High Density Residential* to "Future Study Area" with the underlying designations consisting of a mixture of *High Density Residential*, *Medium High Density Residential*, *Medium Density Residential*, *General Commercial*, and *Resource Management*.
- c. Northeast corner of Clarke Avenue and O'Connor Street: change land use designation from *Medium Density Residential* to "Future Study Area" with an underlying designation of *Resource Management*.
- d. Area on east side of University Avenue between the University Avenue interchange and Bell Street and along north side of Donohoe Street between Capitol and Cooley Avenues: change land use designation from *Medium Density Residential* to *Neighborhood Commercial*.

These amendments will render the proposed Specific Plan and Redevelopment Plan consistent with the General Plan Land Use Map.








### B. "PUBLIC RECREATION" LAND USE CATEGORY

1. The Land Use Map is amended to rename the *Public Recreation* land use category as *Resource Management*.

This amendment will eliminate the internal inconsistency between the Land Use Map and the Land Use Element of the General Plan, which uses the term *Resource Management* rather than *Public Recreation* (see Land Use Element Table 2, "Explanation of Land Use Designations").



**LEGEND**

-  Residential: High Density
-  Residential: Medium High Density
-  Residential: Medium Density
-  Neighborhood Commercial
-  General Commercial
-  Institutional
-  Future Study Area

0 | 300 | 600 FT APPROX. | N

**Proposed General Plan  
Land Use Designations**

**GATEWAY 101  
GENERAL PLAN AMENDMENT**

**FIGURE B-1**

### PART III. LAND USE ELEMENT AMENDMENTS

#### A. PLANNING AREAS

1. Figure 4 (Planning Area Map) of the Land Use Element is amended to show revised Planning Area boundaries that correspond with the Project area boundaries (see Figure 2).

With this change, the Project will be consistent with Land Use Element, General Goals, Objectives, and Policies section, Objectives II.1 and II.2, regarding Planning Areas.

2. Table 6 (Description of Planning Areas) of the Land Use Element is amended as follows (language to be deleted shown as ~~strike-out~~; language to be added shown underlined):

3. The University Avenue Corridor CT 6119

Boundaries:

Northern: Bay Road  
Western: University Avenue/Capitol Avenue/Cooley Avenue  
Eastern: Clarke Avenue  
Southern: Bell Street/Donohoe Street

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

4. The Brentwood Area CT 6110

Boundaries:

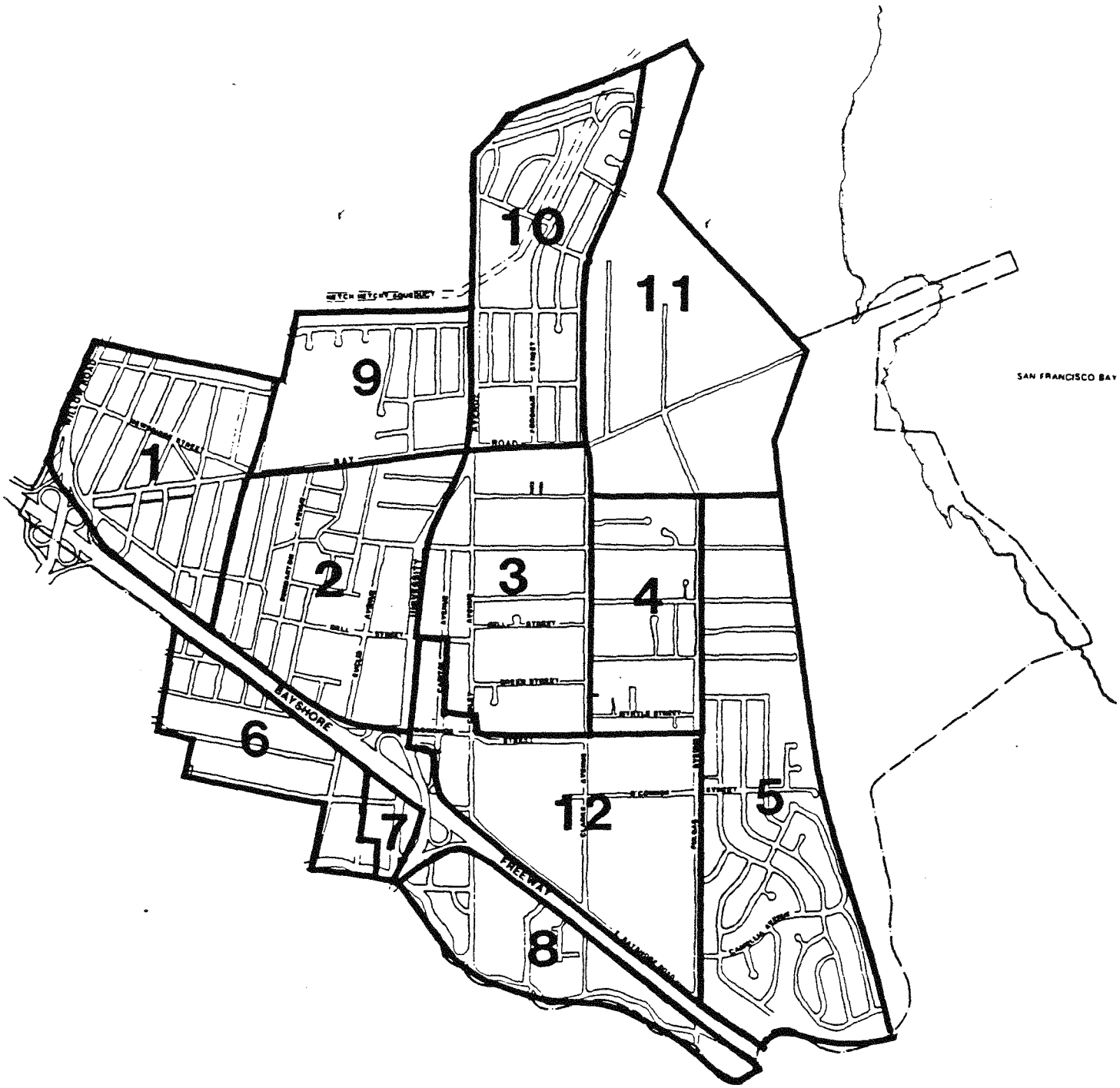
Northern: Weeks Street  
Western: Clarke Avenue  
Eastern: Pulgas Avenue  
Southern: ~~O'Connor~~ Donohoe Street

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

12. Ravenswood Area CT 6119

Boundaries:

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



1" = 1600 FT APPROX. N1

Planning Area Map  
(Revised Land Use Element Figure 4)

**GATEWAY 101**  
**GENERAL PLAN AMENDMENT**

**FIGURE B-2**

SAN MATEO COUNTY PLANNING AGENCY

This planning area corresponds to the Project Area for the Gateway 101 Specific Plan/Redevelopment Plan. The area currently contains single- and multi-family residential uses, many of which are in need of rehabilitation or reconstruction, as well as a limited number of neighborhood commercial uses and the former Ravenswood High School site. The Ravenswood High School site is located within this planning area. This is primarily a residential district, inclusive of multifamily and single family residences.

## B. RESIDENTIAL POLICIES

1. The Land Use Element, Residential Goals and Policies Section, is amended to delete Policies II.3.1 through II.3.4, which state as follows:

**Policy II.3.1:** Single family and duplex developments normally should have gross densities of 5 to 9 units per acre.

**Policy II.3.2:** Multi-plexes (3-4 units) and small multi-family units normally should have gross densities of 9 to 16 units per acre.

**Policy II.3.3:** Garden apartments, townhouses, and similar multi-family units (2 story, low and medium density) normally should have gross densities of 16 to 25 units per acre.

**Policy II.3.4:** High density apartments (multi-family units of three or more stories) normally should have gross densities of 25-40 units per acre.

This amendment will eliminate the internal inconsistency between these policies and Table 2 (Explanation of Land Use Designations) of the Land Use Element, with which the Project is consistent.

## C. AGRICULTURE AND OPEN SPACE POLICIES

1. The Land Use Element, "Agricultural Land Use" section, page 1-25, is amended to delete the following statement:

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

According to the Project EIR, the area south of O'Connor Street does not contain prime agricultural soils. This amendment will delete from the General Plan an inaccurate statement regarding these soils.

2. The Land Use Element, Agriculture and Open Space Goals and Policies, Policy I.2.2 is amended as follows (language to be deleted shown as ~~strike out~~).

**Policy I.2.2:** Develop criteria (to protect prime agricultural lands) for at least the following sites: ~~Siri parcels bounded by O'Connor, East Bayshore, Clarke, and Pulgas;~~ Cypress Street parcel adjacent to Sanitary District parcel; Green Street parcel; etc.

This amendment will eliminate the need to develop criteria for protection of agricultural land on the "Siri parcels," thereby rendering the Project consistent with this policy.

#### D. SPECIAL AREA POLICY

1. The Land Use Element, Special Area Goals and Policies section, is amended as follows (language to be deleted shown as ~~strike out~~; language to be added shown underlined):

**Policy I.1.3:** Establish the former Ravenswood High School site as the City's ~~Civic Center and primary recreational area~~ primary regional retail center.

This amendment will eliminate the Project inconsistency with this policy, and will also help to correct internal General Plan inconsistencies regarding future use of the Ravenswood High School site.

### PART IV. OPEN SPACE ELEMENT AMENDMENT

#### A. OPEN SPACE INVENTORY

1. The Open Space Element, "Open Space Inventory" section (page 3-5), is amended to delete the following item, with the items following it renumbered accordingly:

1. **Old Ravenswood High School Site** Of the approximately 29.6 acres of land area once occupied by Ravenswood High School, 10.3 acres have been earmarked as the City's new Civic Center site while 19.2 acres have been earmarked for open space uses. The land that will be utilized for open space represents a significant portion of the City's total open space lands. The lands here contain facilities for various recreational activities including tennis, football, baseball, and track and field. These lands can be defined as a community park.

Deletion of this statement will help to correct internal General Plan inconsistencies regarding future use of the Ravenswood High School site.

2. The Open Space Element, Map 1 (Old Ravenswood High School Site) is deleted, and the maps following it renumbered accordingly.

## PART V. CONSERVATION ELEMENT AMENDMENT

### A. AGRICULTURAL CONVERSION POLICY

1. Conservation Element, Policy II.2 is amended as follows (language to be deleted shown as ~~strike-out~~; language to be added shown underlined):

Policy II.2: Consistent with Economic Development policies of the City, maintain some agricultural land within the City to the greatest extent possible while permitting the conversion of agricultural uses to a more intensive use if such a change would be beneficial to the economic health of the community.

This amendment will eliminate the Project inconsistency with this policy.

## PART VI. CIRCULATION ELEMENT AMENDMENT

### A. BIKEWAYS PLAN

1. Circulation Element, Figure 5 (Bikeways) is amended to designate O'Connor Street (between Pulgas Avenue and Clarke Avenue), Clarke Avenue (between O'Connor Street and Green Street), and Green Street (between Clarke Avenue and Cooley Avenue) as bike routes.

This amendment will achieve consistency between the General Plan and the proposed Specific Plan (Traffic and Circulation Element, Policy 5-16).

## PART VII. HOUSING ELEMENT AMENDMENTS

### A. APPENDIX D (POTENTIAL HOUSING SITES)

1. Housing Element, Appendix D ("Potential Housing Sites in East Palo Alto") is amended as shown on the following pages (language to be deleted shown as ~~strike-out~~; language to be added shown underlined).

These amendments will eliminate the Project's inconsistency with Housing Element Appendix D and with an Economic Development Element implementation measure (General Plan, page 8-8) requiring preparation of Specific Plans for these potential housing sites.

(HOUSING ELEMENT)

APPENDIX D

POTENTIAL HOUSING SITES IN EAST PALO ALTO

(~~From~~ Original Source: Naphali Knox, A Little About Lots, 1982)

Twenty-~~two~~ potential housing sites on ~~94.7~~ approximately 66 acres have been identified in East Palo Alto. The smallest is 12,000 square feet. The ~~two~~ largest sites ~~are is 28 and~~ 28.6 acres.

Nine of the sites, totalling 62.4 acres, are dotted with greenhouses. The greenhouses are in various states of repair, from derelict to excellent. The nursery enterprises likewise seem to vary in financial condition and productivity, such that some of the greenhouse sites may be ripe for residential development, while others may not.

Together, these nine sites could accommodate from 250 to 800 housing units.

The remaining ~~13~~ 11 sites are vacant, except for a total of three houses on two sites totalling 8.3 acres. These ~~13~~ 11 sites could accommodate ~~467~~ 182 to ~~1,125~~ 613 dwelling units on ~~42.7~~ 13.7 acres.

In total, the ~~22~~ 20 sites can hold ~~717~~ approximately 427 to ~~1,925~~ 915 housing units.

Potentially, any one of the ~~22~~ 20 sites can be developed for housing in the next five years.

All ~~22~~ 20 sites are in areas now residential or planned to become residential. ~~Eighteen~~ Sixteen of the ~~22~~ 20 sites are within the area bounded by Highway 101 on the south, University Avenue on the west, Bay Road on the north, and the levees and Palo Alto-owned marshlands on the east.



## (HOUSING ELEMENT, APPENDIX D)

## EAST PALO ALTO INDEX

Survey No.	Location	Size	No. Units	Affordable Units*
EPA-7	University/Sacramento	19,000 sq. ft.	7	2
EPA-8	Bay between Gonzaga/ Illinois, south side	1.0 acres	34-43	8-11
EPA-9	Bay between University/ Fordham, south side	13,000 sq. ft.	13	3
EPA-13	Weeks between Pulgas/ Clarke	1.85 acres	12	3
EPA-14	Buchanan/Clarke	1.4 acres	13	3
<del>EPA-20</del>	<del>Donohoe/Capitol</del>	<del>37,250 sq. ft.</del>	<del>35-37</del>	<del>9</del>
EPA-22	O'Connor/Pulgas	16,200 sq. ft.	9-10	2
EPA-23	Clarke/O'Connor/Pulgas	28.6 acres	70-480	18-120
<del>EPA-24</del>	<del>Ravenswood High School</del>	<del>28.0 acres</del>	<del>250-475</del>	<del>112-118**</del>
EPA-25	Newell Road	12,000 sq. ft.	8-9	2
EPA-26	Newell/W. Bayshore Road	24,400 sq. ft.	18-20	5
EPA-27	Bay/Gloria	3.3 acres	20-27	4-5
EPA-32	Beech Street	4.2 acres	18-36	4-5
EPA-33	Runnymede/Pulgas/Garden	8.1 acres	45-50	11-12
EPA-36	Garden between Clarke/ Pulgas	1.75 acres	10	2
EPA-37	Beech/Garden/Clarke	5.0 acres	30	8
EPA-38	Myrtle between Clarke/ Pulgas	2.6 acres	10-12	3
EPA-40	Beech between Clarke/ Pulgas	41,500 sq. ft.	5	1
EPA-41	Donohoe near Clarke	1.6 acres	10	2
EPA-42	Runnymede/Weeks near Cooley	2.26 acres	12	3
EPA-43	Runnymede between Cooley/ Clarke, to Schembri	7.7 acres	45-50	11-12
EPA-49	Bay/Weeks, between Cooley/ Clarke	3.8 acres	39-70	8-18

\* California Government Code Sections 65915-65918 establishes density bonus incentives in local codes to stimulate housing production. The legislation provides that if a developer of housing agrees to allocate at least 25% of the proposed units for persons of low and moderate income, the locality shall enter into an agreement with the developer to either grant a density bonus or provide not less than two other bonus incentives for the project. Assuming a density bonus of 25% for developments over 5 units, the potential yield of affordable units if all but the Ravenswood School site were developed, is approximately 260 units.

\*\* ~~The Ravenswood School Site is not included as a potential site for housing, affordable or otherwise. The numbers represent the units that could be built if the site were zoned for housing and if it were available for housing.~~

(HOUSING ELEMENT, APPENDIX D)

COMMUNITY DEVELOPMENT SURVEY  
SUMMARY OF VACANT AND UNDERDEVELOPED LANDS  
ALLOWING RESIDENTIAL DEVELOPMENT

Zoning	Total Acres	Development Potential/ Total Number of Units
R-1	<del>81.898</del> acres <u>81.043</u>	<del>658</del> units <u>621</u>
R-3/S-2	1.54 acres	66 units
R-3/S-3	0.28 acres	54 units
R-3/S-5	39.53 acres	684 units
C-1/S-2	1.64 acres	64 units
C-1/S-3	7.194 acres	249 units
C-1/S-7	3.213 acres	27 units
O/S-1	1.33 acres	57 units
OR	0.608 acres	16 units
<hr/>		
Total	<del>137.233</del> acres <u>136.378</u>	<del>1,875</del> units <u>1,838</u>

