

# **EAST PALO ALTO WATERFRONT PROJECT**

RAVENSWOOD, EAST PALO ALTO, CA

AREA PLAN PROJECT VISION  
**APPLICATION**

DECEMBER 15, 2021

# East Palo Alto Waterfront Project



## ENTITLEMENTS / FUTURE SUBMISSIONS

The Application Entitlements includes: **(1) General Plan and Specific Plan compliance, (2) CEQA compliance, (3) Project Plan/Vision Design Review.**

A further refinement of the Design Review materials will be contained in a supplemental submittal to include Design Guidelines and Development Standards (“DOD”) to be used for site specific Design Review. The DOD will be submitted once the City has completed its revised development standards currently underway in the Specific Plan update.

## APPLICATION

DECEMBER 15, 2021

2555 PULGAS AVENUE  
EAST PALO ALTO, CA  
BLOOMHOUSE

### PROJECT TEAM

Project Applicant:  
Emerson Collective

Design & consultant team:  
Bjarke Ingels Group  
James Corner Field Operations  
Arup Engineering

### CONTENTS:

<b>01 Co-Create with Community</b>	
1.1 Illustrative Development Plan	p. 14
1.2 Preliminary Development Program	p. 18
<b>02 Gathering Places for All</b>	
<b>03 Nature is Necessary</b>	
3.1 Parks and Open Space Plan	p. 29
3.2 Existing Topography	p. 36
3.3 Preliminary Grading Plan	p. 37
<b>04 Economic Opportunity &amp; EPA Housing</b>	
4.1 Illustrative Ground Level Building Plan	p. 46
<b>05 Multimodal Transportation</b>	
5.1 Street Sections	p. 54



# PROJECT INTRO

## OVERVIEW

EPA Waterfront Area Plan Vision sets forth a mixed-use, multi-phased development on a 52 acre site adjacent to East Palo Alto's Ravenswood Preserve and the bay shoreline and wetlands. It is informed by years of work with the community and is grounded by a commitment to long-term health, economic security and environmental restoration.

The Project site lies within the Ravenswood Business District Specific Plan ("RWBDSP"). The Project currently complies with contemplated RWBDSP land uses except for the proposed residential use, which has been included in response to community input and which has been proposed by the City to be included in the RWBDSP update. After listening to the community during public meetings, the applicant has distributed the height and Floor Area Ratio ("FAR") so that the total allowable building square footages are well within the maximum allowable development capacity, but are moved further to the east away from residential areas. While this interpretation does not meet the individual zoning district standards, the visual and other impacts from the new buildings will be decreased, particularly to the residents of University Village. The applicant will continue its active participation with the community, City staff and City consultants through the RWBDSP update process. The applicant understands that its application may evolve to remain consistent with the updated RWBDSP. The applicant will also develop site specific design standards and guidelines to complement the RWBDSP Design Standards and Guidelines.

## PROPOSED AREA PLAN VISION IN RELATION TO THE SURROUNDING AREA

The 52 acre project site is located in the northwest portion of the city. Demeter Street and the new future Loop Road form the west boundary, the proposed Bay 2020 development lies to the east and the Bay shoreline and wetlands, including the Ravenswood Preserve, are to the north and west. Various existing light industrial and mixed-use developments are located to the south of the site.

## MAJOR PROJECT ELEMENTS

### Comprehensive, Multi-phased Project.

The EPA Waterfront Area Plan Vision is conceived as a comprehensive, multi-phased development that will: 1) specify design, infrastructure, public parks, open space and other facilities during the term of the Plan, consistent with the revised RWBDSP, 2) specify requirements and development standards for height, intensity, setbacks and the like on a project by project basis, 3) stipulate other physical and operational performance standards that will apply throughout the life of the Plan and 4) establish any other programs or commitments that may be part of Plan approvals, such as the California Environmental Quality Act ("CEQA") and subsequent review and approval by other agencies (Bay Conservation and Development Commission, Bay Area Air Quality Management District, Army Corps of Engineers, etc.) The Area Plan Vision, through agreements, will provide for consistent community engagement and flexibility as needs and desires may change over time.

### Zoning and Development Regulations

The site includes three land use zones pursuant to the RWBDSP. The majority of land area is devoted to the Ravenswood Employment Center ("REC"). There is a small band of Industrial Transition ("IT") between the REC and University Village. The remainder of the site is zoned Flex Overlay ("FO"). Page 16 provides a table that shows the proposed building sites in relation to the square footage, height, FAR and the variance between the adopted RWBDSP and the Area Plan Vision.

### Land Uses and Development Standards

The plan set included as part of this application describes the basic building blocks of land uses, building heights, intensities and an overall design vision. Approximately 1.6 million square feet of mixed-use development is proposed, along with associated parks, open space and public improvements. The following table summarizes the contemplated development program:

Land Use	Land Area	Building Sq Footage
Central Plaza/Open Space	4 acres	
Recreational Open Space	5 acres	
Street Scape	11 acres	
Wetlands	16 acres	
<b>Sub-total:</b>	<b>36 acres</b>	
Office		750,000 sf
Research and Development ("R/D")		550,000 sf
Associated Active Frontages		50,000 sf
Community		40,000 sf
Residential		260,000 sf (260 units)
<b>Sub-total:</b>	<b>16 acres</b>	
<b>Grand Total:</b>	<b>52 acres</b>	<b>1.6 million sf</b>

Plans show the central plaza as the key organizing element, with a network of flexible, radial pathways and streets that will provide access to the neighborhood. The site plan (Page 14), shows the location of various buildings. Housing units (blocks B, C, D) would be adjacent to University Village. Office and Research and Development uses ("R/D") (blocks E through K) will further form a development oval or flower, around the plaza. Two multi-story parking structures, totaling 4300 spaces will serve the site uses and visitors (blocks L and N). They will be located to the south, away from the existing and proposed residential uses.

The Plan calls for an average floor area ratio ("FAR") of .77, well within the RWBDSP and zoning requirements. The heights are distributed gradually (Page 17), with lower buildings toward University Village, increasing gradually to meet the neighboring Bay 2020 development. The buildings will then step down towards the Bay shoreline to provide waterfront views. Page 38 includes a cross section further illustrating how the building heights respect the surrounding context. The location of the buildings also reflects the Bay Conservation and Development Commission ("BCDC") jurisdictional boundary and buffer zone, as shown on the Illustrative Development Plan (page 14).

By distributing the FAR and building heights do not fully comply with the current RWBDSP requirements. However, the FAR and building heights within the REC Zone fall within those designated for the FO. The design intention was to protect the one and two story scale of University Village and to assure that enhanced views were incorporated toward the central plaza, Bay shoreline and wetlands.

### Central Plaza and Park System.

As previously noted, the central plaza will form the heart of the Project, with the street network radiating outward, connecting the plaza and development to the City's existing circulation system and most importantly, the Bay shoreline and wetlands. Besides the central plaza, there will be several smaller parks. As the public engagement process and RWBDSP update process continues, these spaces will be programmed to meet the community's expectations and desires. The plaza, parks and open space diagram can be found on Page 29 of the Plan Set submitted with this application.

### Access and Multi- Modal Transportation Network.

Main access to the project will be from Demeter and Bay Road via Pulgas, and will tie into the new Loop Road once finalized by the City. A new pedestrian friendly east-west connector to Tara street is also proposed, along with the internal street and pathway network for the development.

### Conceptual street cross sections

Page 54 describes how the streetscape will be integrated with building setbacks, sidewalks and the travel lanes to create a hierarchy according to the type and number of projected trips. For instance, the Loop Road (cross section 04, plan sheet 5.1 Street Sections page 54) will incorporate a 22 foot wide landscaped buffer, 15 foot travel lanes and a 12 foot pedestrian/bicycle path. Such a design de-emphasizes automobile use and encourages bicycle and pedestrian travel. Similarly, Pulgas and the new connector street include wide sidewalks and generous landscaped areas.

As noted, the Project will be crafted to be consistent with the RWBDSP. Emerson Collective has and will continue to monitor the RWBDSP revision process and be an active participant. At this time, the variances from the existing RWBDSP are the incorporation of housing as one of the allowable land uses and the distribution of building heights and FAR across the site.



# PROJECT INTRO

## EMERSON COLLECTIVE IS NOT A TRADITIONAL REAL ESTATE DEVELOPER.

We believe that development can be a powerful tool. It can lift the people and voices of a community, ensuring all benefit. Emerson Collective is committed to responsible development.

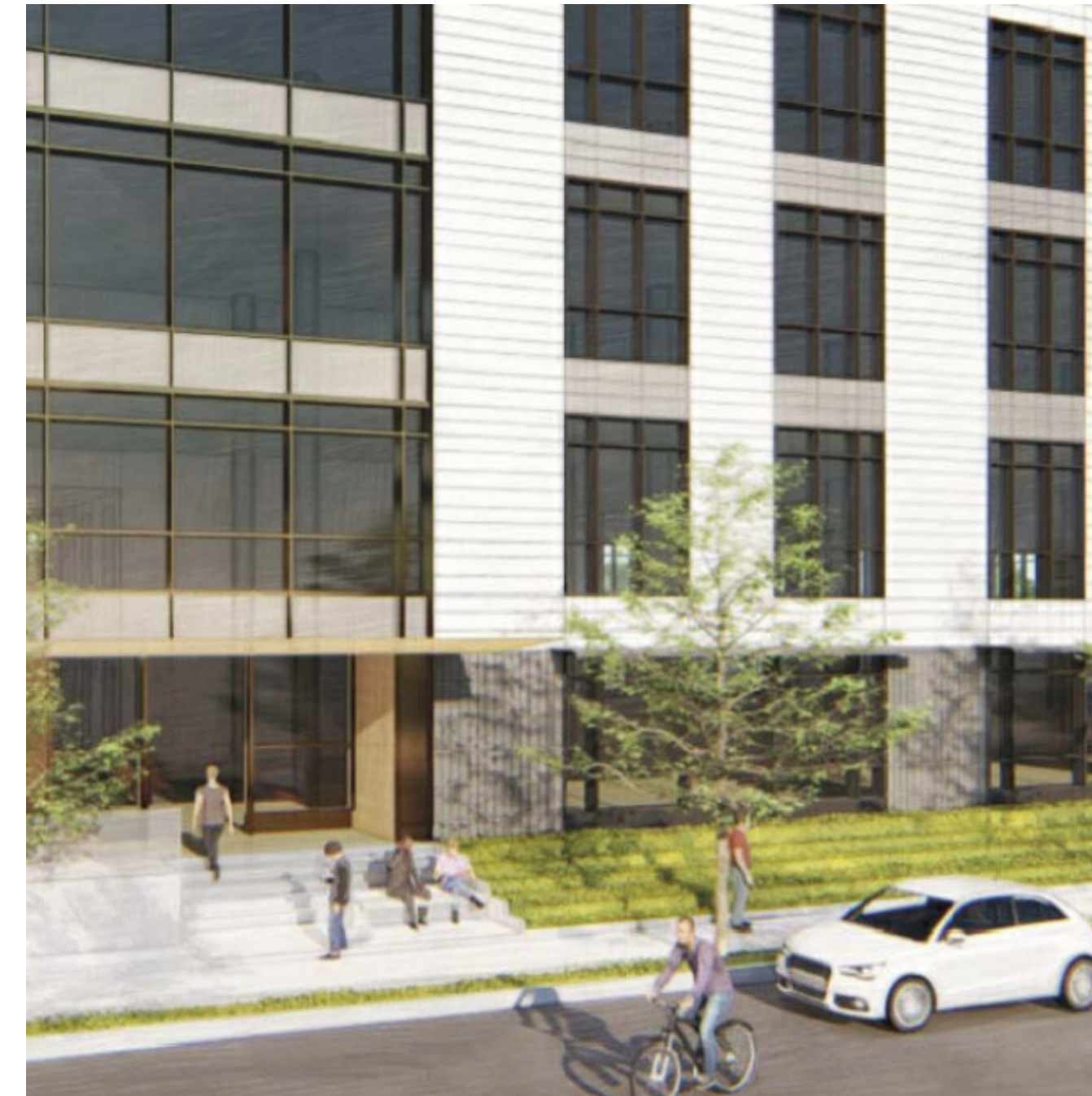
**Our Interest** in the EPA Waterfront is grounded in a history of working with the community and a long-term commitment to its future.

**Our Vision** is to create a joyous space that advances community wellbeing, health and resiliency. While facilitating economic security and entrepreneurship for East Palo Alto residents, the project will also serve as a place to learn, gather, shop, play and celebrate.

**Our Intention** is to support a thriving and inclusive community, with a focus on job creation, East Palo Alto housing, environmental innovation in concert with the Bay, and ongoing community engagement.



**COLLEGE TRACK** Working with the East Palo Alto community for over 20 years



**WORKFORCE DEVELOPMENT** Ensuring spaces for entrepreneurship & economic mobility



**BLOOMHOUSE** A gathering space for the East Palo Alto community

# PROJECT INTRO

## **EMERSON COLLECTIVE IS AN ORGANIZATION DEDICATED TO CREATING PATHWAYS TO OPPORTUNITY.**

One that uses a broad range of tools including philanthropy, impact investing and policy solutions to create the greatest good for the greatest number of people. Our interest in the approximately 52 acre site along the East Palo Alto (EPA) Waterfront is grounded in a history of working with the community and a long-term commitment to its future.

Our Vision is to create a joyous space that advances community wellbeing, health and resiliency. While facilitating economic security and entrepreneurship for East Palo Alto residents, the project will also serve as a place to learn, gather, shop, play and celebrate.

In order to achieve this, we have co-created the vision of the EPA Waterfront with the many diverse voices of the community through a series of individual, small and large conversations.

The key design elements for the 52 Acre site come directly from these conversations with its future residents, covering numerous topics such as mobility, wetland restoration, job creation, healthier living and cultural celebration.

We are inspired by the site's flower industry history and see this as an opportunity for the waterfront of East Palo Alto and its community to bloom.



# GUIDING PRINCIPLES

01 **CO-CREATE WITH  
COMMUNITY**

02 **GATHERING PLACES  
FOR ALL PEOPLE**

05 **MULTIMODAL  
TRANSPORTATION**



03 **NATURE IS  
NECESSARY**

04 **PATHWAYS FOR ECONOMIC  
OPPORTUNITY  
& EPA HOUSING**

# 01 CO-CREATE WITH COMMUNITY

# COMMUNITY CONVERSATIONS

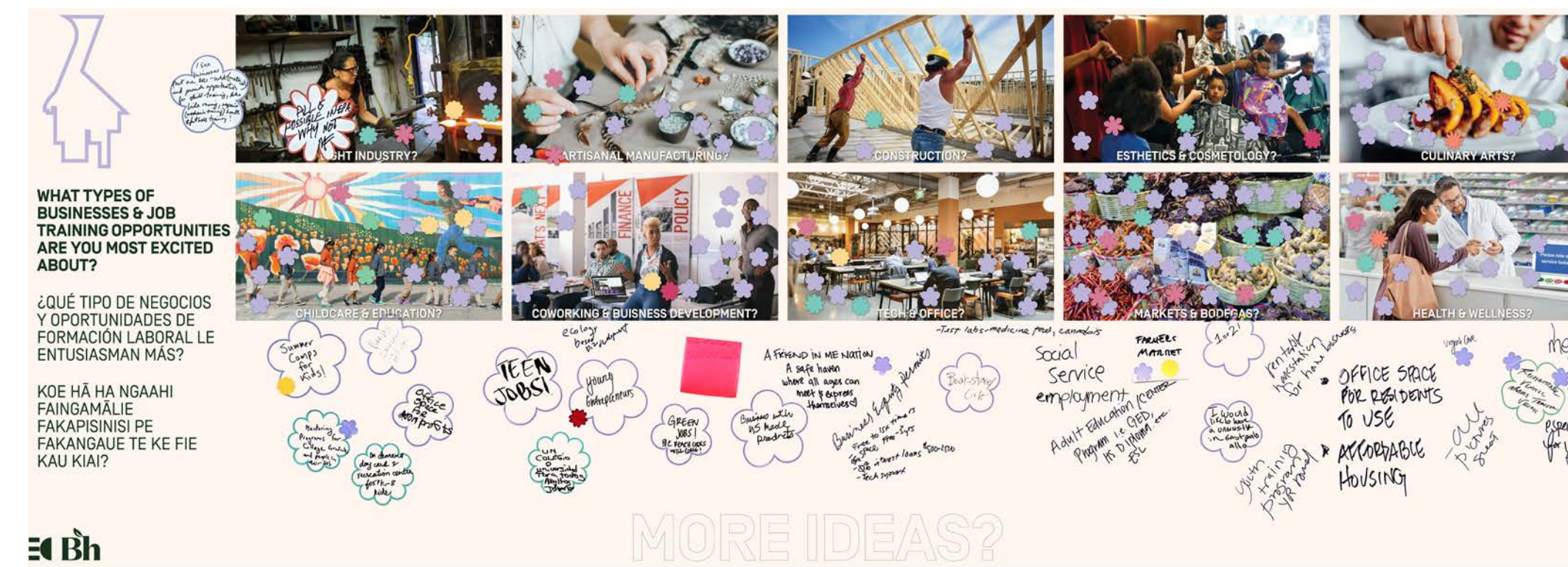
**COMMUNITY CONVERSATION 1  
JANUARY 22, 2020**



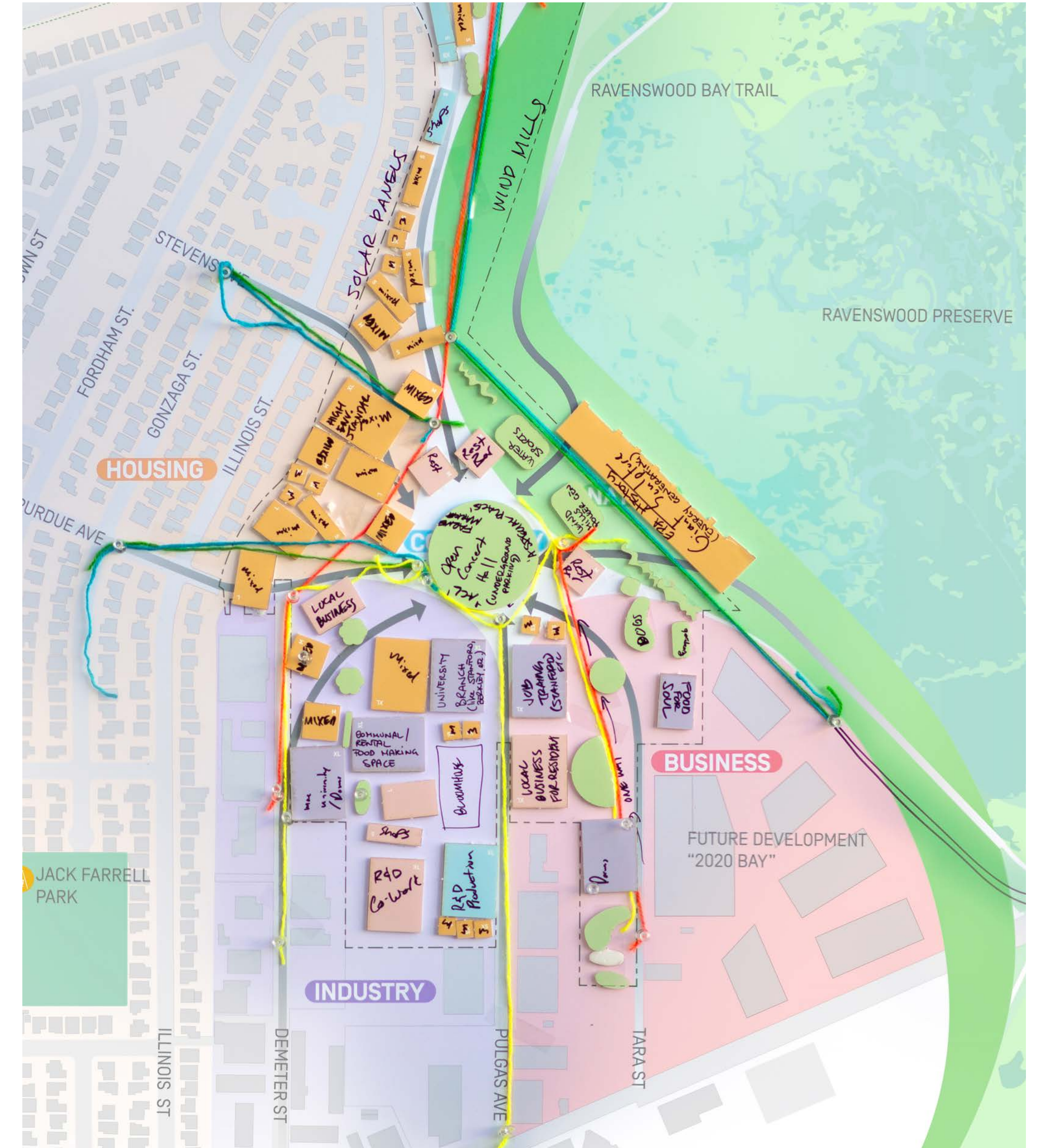
**COMMUNITY CONVERSATION 2  
FEBRUARY 22, 2020**



**SURVEY BOARDS  
FROM COMMUNITY ENGAGEMENT**



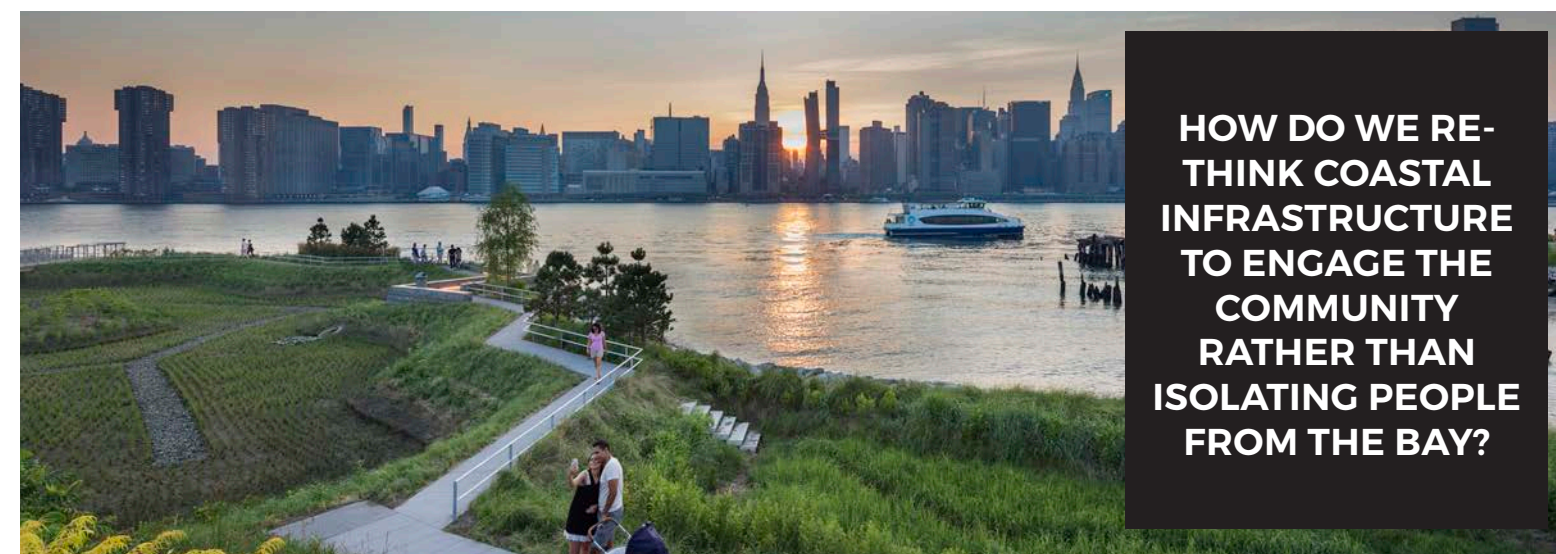
**ACTIVITY BOARDS  
FROM COMMUNITY ENGAGEMENT**



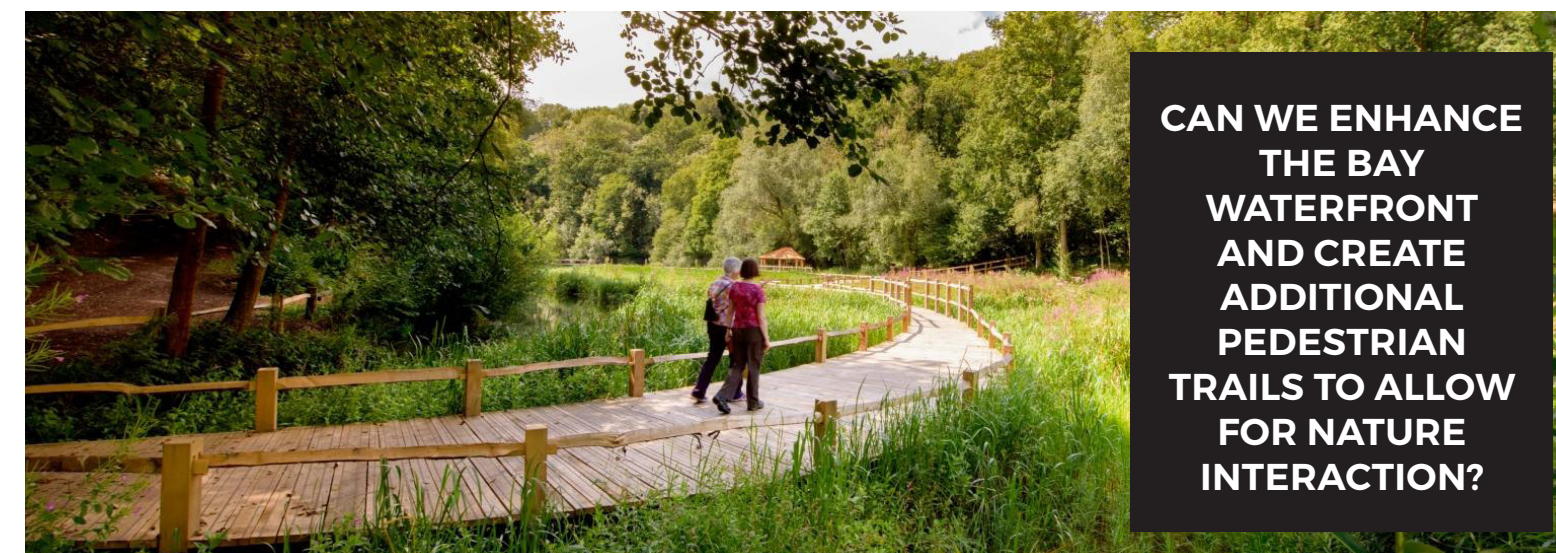


# A SHARED VISION COMMUNITY FEEDBACK

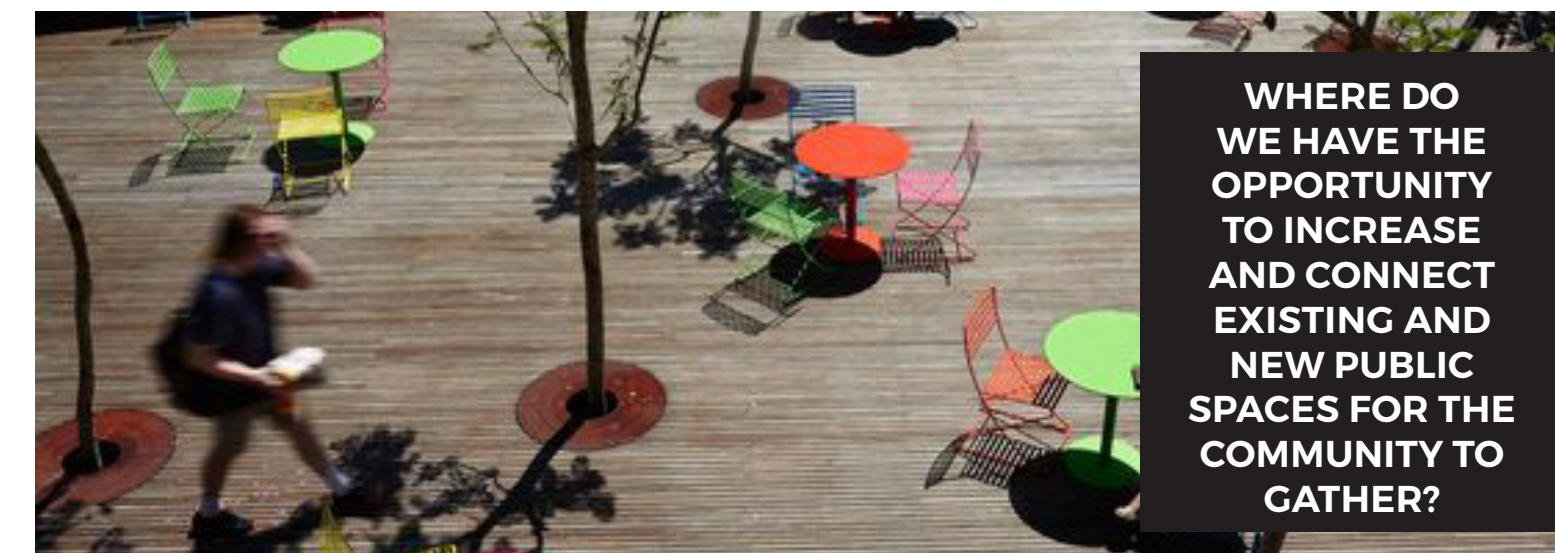
## WATERFRONT



## MOBILITY



## OPEN SPACE & COMMUNITY



## LAND USE & PROGRAM



# AREA PLAN DESIGN PRINCIPLES

A CONNECTED, DIVERSE AND WALKABLE  
NEIGHBORHOOD FOR EAST PALO ALTO

- 01 **CONVERGENCE OF STREETS AND  
NEIGHBORHOODS AT THE BAY**
- 02 **A NEW TYPE OF WATERFRONT PUBLIC SPACE  
ROOTED IN CULTURAL PRECEDENTS**
- 03 **EXPANDING AND PULLING NATURE  
INTO THE CITY**
- 04 **STREETS PRIORITIZING PEOPLE,  
BIKES, AND TREES**
- 05 **DISTRIBUTION OF PROGRAM AND HEIGHT TO  
RESPECT SURROUNDING NEIGHBORHOOD**

# AREA PLAN PROJECT VISION

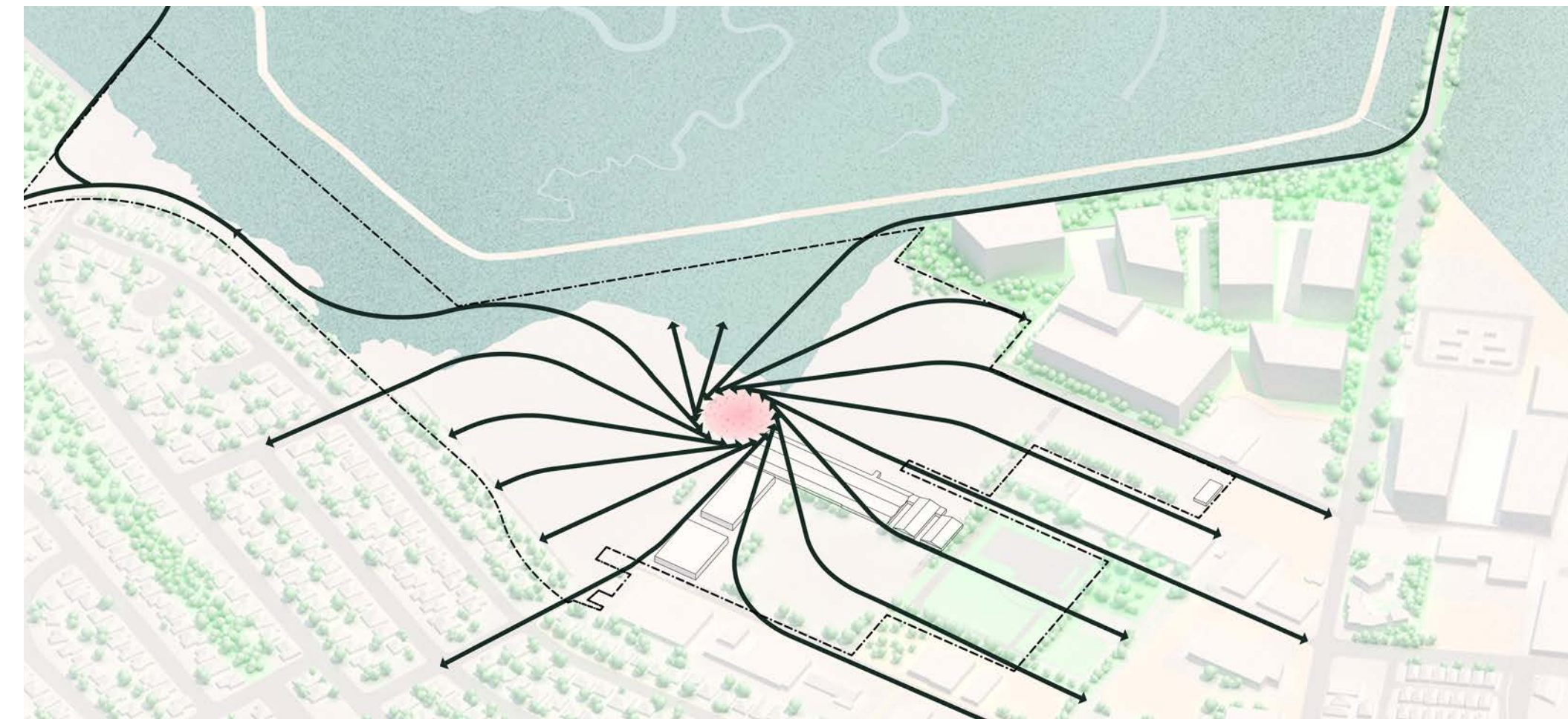


## 01 MAIN SITE ACCESS

The central open space will become a new heart for East Palo Alto's community where all can gather and celebrate their diverse backgrounds, form new relationships with nature and experience the bay from a new perspective.

Primary connections will metaphorically and physically establish relationships to the heart of the site with the East Palo Alto community.

This lush and diverse place will serve as an anchor to the converging framework, bringing the community together in a highly productive and captivating landscape with views to the Bay and connecting people to the wetlands, each other and the bay.



## 02 CONVERGING GRIDS + CENTRAL GATHERING PLACE

The existing urban grids and connections are extended towards the new center of gravity. The converging grid defines a twist that warps the existing streets towards the bay and with each other.

The converging grid defines a new civic center for the city of East Palo Alto, a central destination and a place for people to gather and connect.

The rich nature of the bay spirals around the central plaza, creating a new green network that extends out to the rest of East Palo Alto.

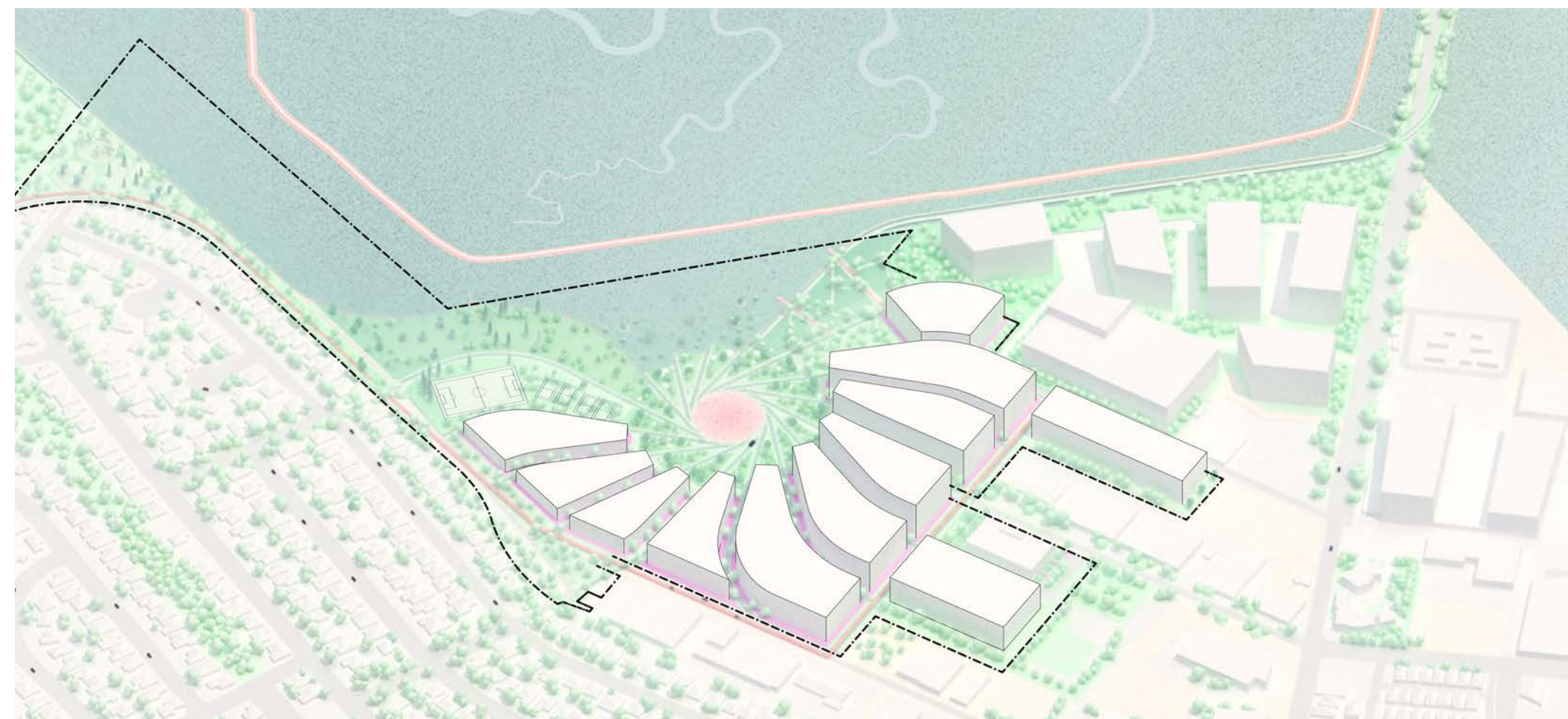


## 03 NATURE AND PROGRAM

NATURE HOUSING OFFICE/R&D PARKING

A flexible network of radial pathways invite visitors into the neighborhood while organizing diverse programmed uses such as housing, office space, retail, and R&D. The pathways emerge from the central open space, where ideas can blossom and exchanges flourish.

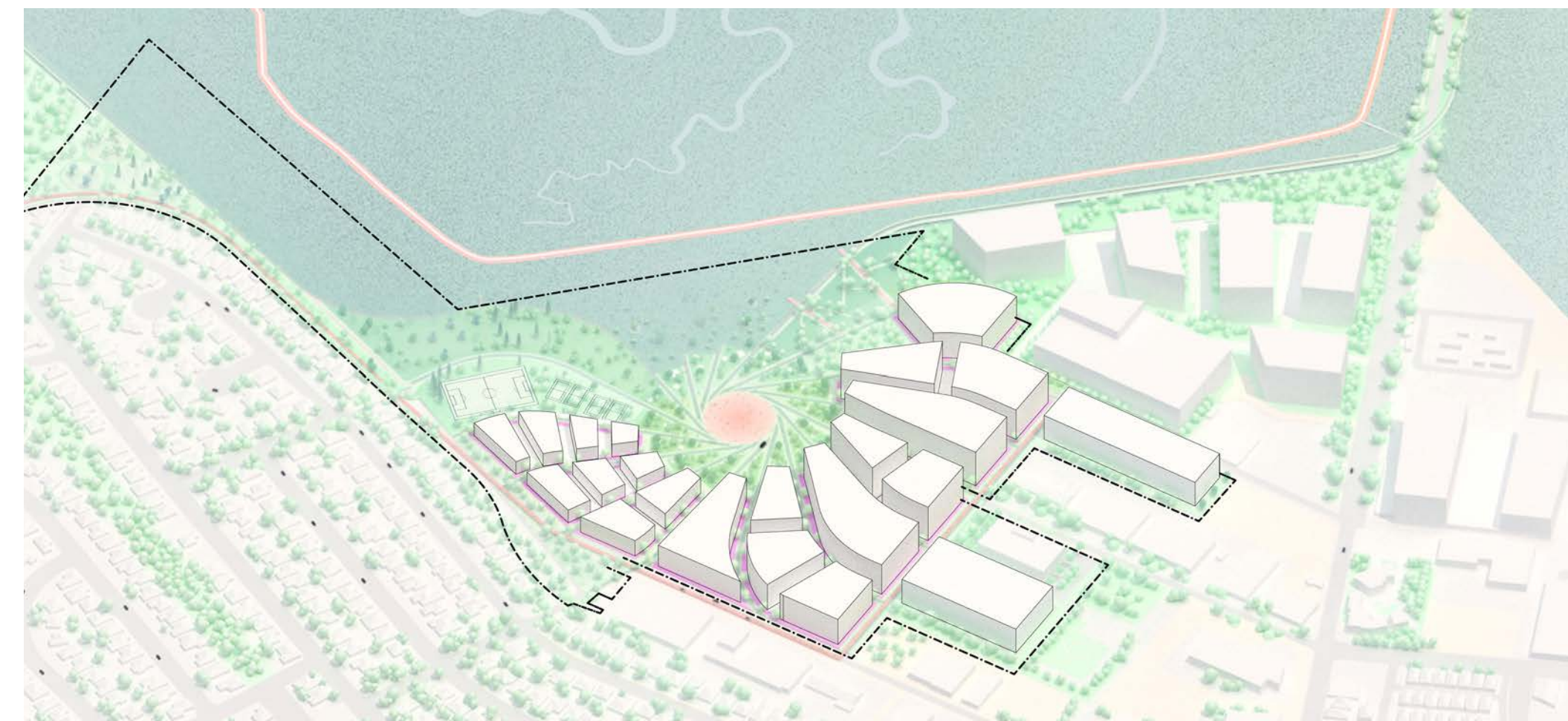
The framework will support and interweave the many programs and people throughout the community through a series of pathways and streets, where intimacy and multi-modal means of transportation have been accounted for, while a pedestrian environment for locals and visitors is prioritized.



## 04 BUILDING PLOTS AND HEIGHT DISTRIBUTION

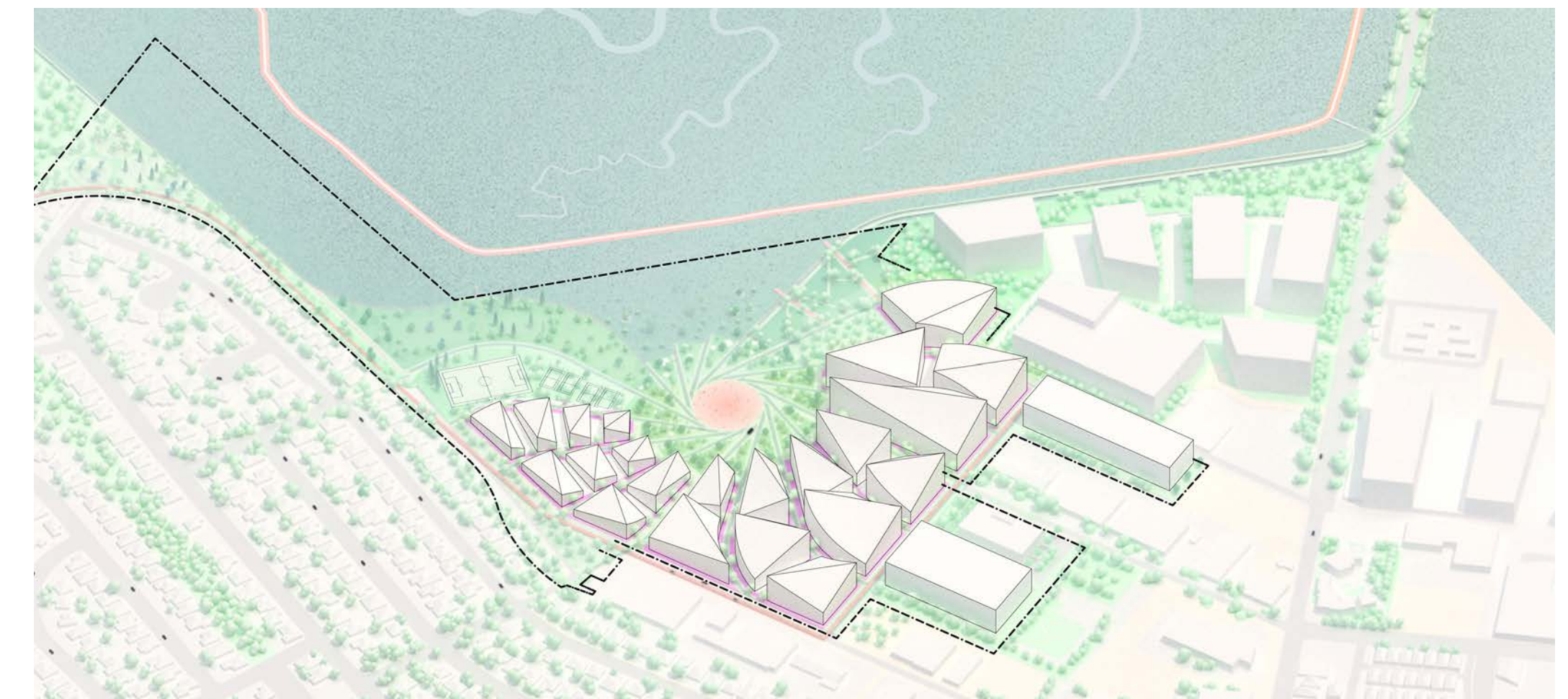
The new building plots frame the central plaza creating an intimate public space that opens towards the bay.

Building heights are distributed gradually to respect the surrounding context: lower towards the residential neighborhood, mid-rise towards the warehouse district and highest towards the future offices at 2020 Bay. (More on building heights on page 21)



## 05 URBAN BLOCKS

Cuts throughout the building plots can be used to divide building blocks into separate buildings with different sizes depending on program and typology. These cuts generate mid-block passages that are used to increase connections, expand street frontages, enhance street activity and the pedestrian experience.



## 06 BUILDINGS

Additional bulk reduction strategies will be incorporated including building setbacks, roof setbacks, courtyards and exterior articulation. Such design features will be set forth in a set of design guidelines and standards for the project that will be consistent with the revised Ravenswood Business District Specific Plan.

Building geometry setbacks and angling roof planes will allow more sunlight and open space into the plaza and streets, as well as decrease the visual impact of building massing on the pedestrian experience.



# PROJECT CONTEXT

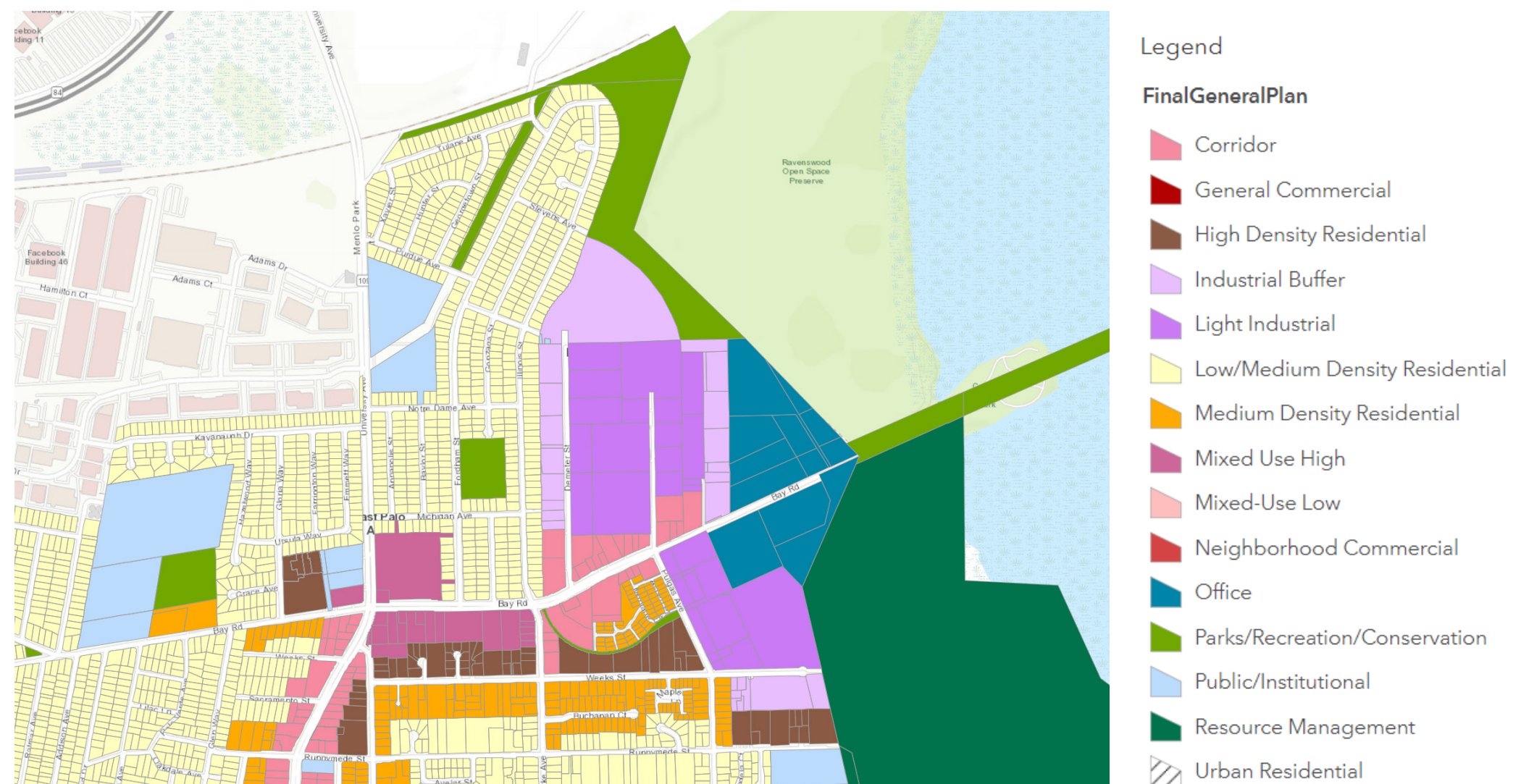
LOCATION MAP



VICINITY MAP

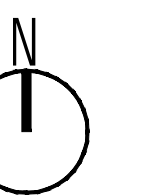


GENERAL PLAN LAND USE MAP



Legend:

- EPA WATERFRONT PROJECT SITE
- \*This area is subject to a separate application (DR20-009) for the Center for Economic Mobility project and EPA Waterfront does not propose any development on it. The CEM project area is included only because EPA Waterfront proposes a parking garage on the same parcel. The CEM project is not dependent on the EPA Waterfront parking garage or any other aspect of EPA Waterfront.



# PARCEL AREAS

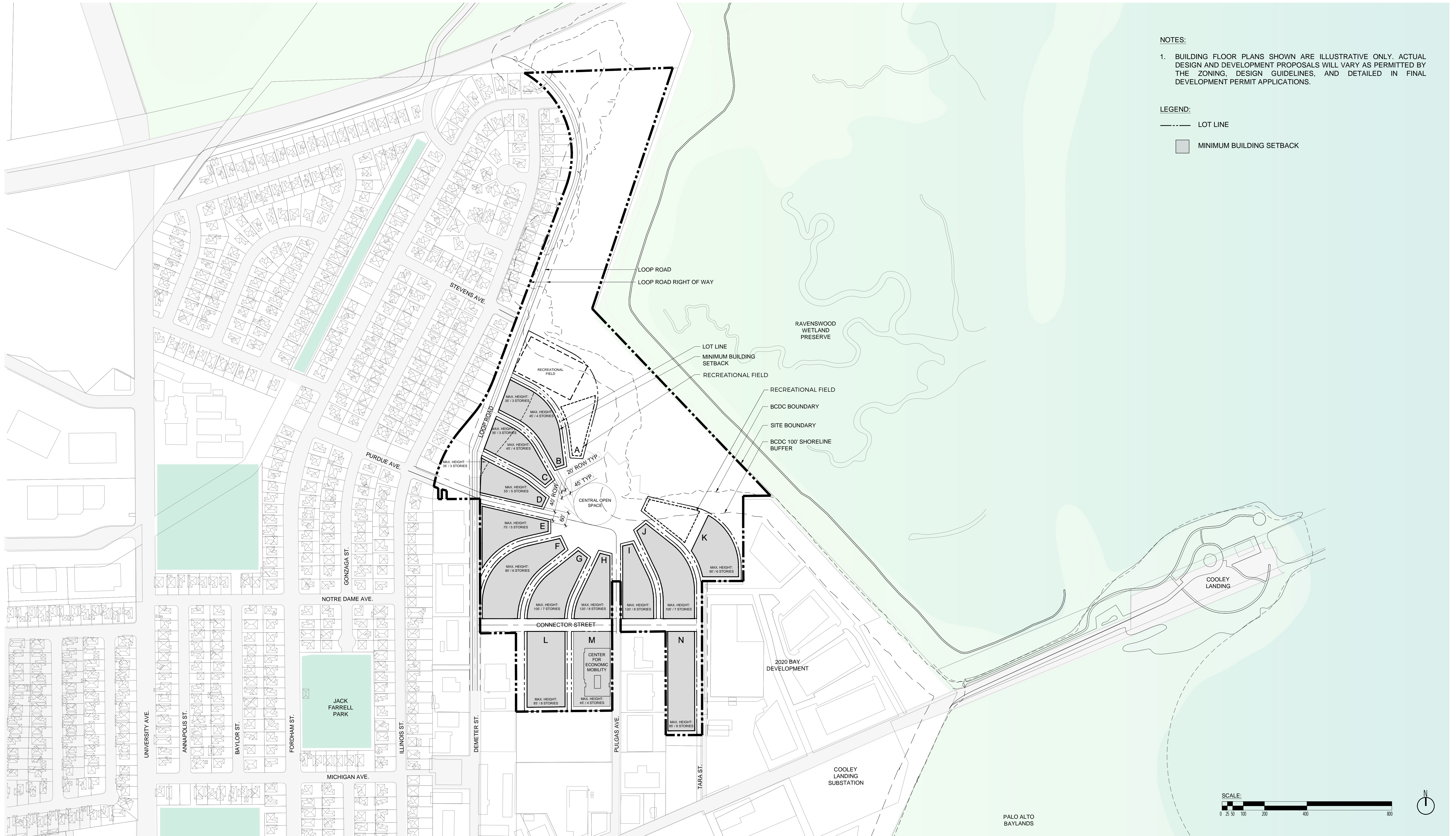
## PARCEL PLAN

ADDRESS	ASSESSOR'S PARCEL NO.	PARCEL AREA (ACRES)	% OF TOTAL PARCEL AREA
391 Demeter	063-050-050	29.38	56.5%
350 Demeter	063-121-320	2.00	3.8%
320 Demeter	063-121-330/ 063-121-340	3.97	7.6%
151 Tara Road	063-121-350/ 063-121-030/ 063-121-040/ 063-132-020/ 063-132-040	4.89	9.4%
2535 Pulgas Ave	063-121-370	3.86	7.4%
2555 Pulgas Ave	063-121-530/ 063-121-540/ 063-121-200	6.53	12.6%
264 Tara Road	063-121-050/ 063-121-060	1.35	2.6%
<b>SITE TOTALS (ACRES)</b>		<b>52</b>	<b>100%</b>

\*TITLE REPORTS, SEE APPENDIX



# 1.1 ILLUSTRATIVE PLAN



**NOTES:**  
 1. BUILDING FLOOR PLANS SHOWN ARE ILLUSTRATIVE ONLY. ACTUAL DESIGN AND DEVELOPMENT PROPOSALS WILL VARY AS PERMITTED BY THE ZONING, DESIGN GUIDELINES, AND DETAILED IN FINAL DEVELOPMENT PERMIT APPLICATIONS.

**LEGEND:**  
 - - - - - LOT LINE  
 ■ MINIMUM BUILDING SETBACK

# DEVELOPMENT SURVEY

## SITE AREA

<b>BUILDABLE AREA:</b>	<b>16 ACRES</b>
<b>OPEN SPACE:</b>	<b>36 ACRES</b>
• Central Open Space	4 acres
• Recreational Open Space	5 acres
• Streetscape	11 acres
• Wetlands	16 acres
<b>TOTAL<sup>1</sup></b>	<b>52 ACRES</b>

## DEVELOPMENT PROGRAM

PROGRAM	PROPOSED (GSF)
Office	750,000
R&D	550,000
Active Frontages	50,000
Community	40,000
Residential	260,000
<b>TOTAL</b>	<b>1,650,000</b>

<b>FAR (GSF/52 ACRES)</b>	<b>0.77</b>
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Center of Economic Mobility	100,000
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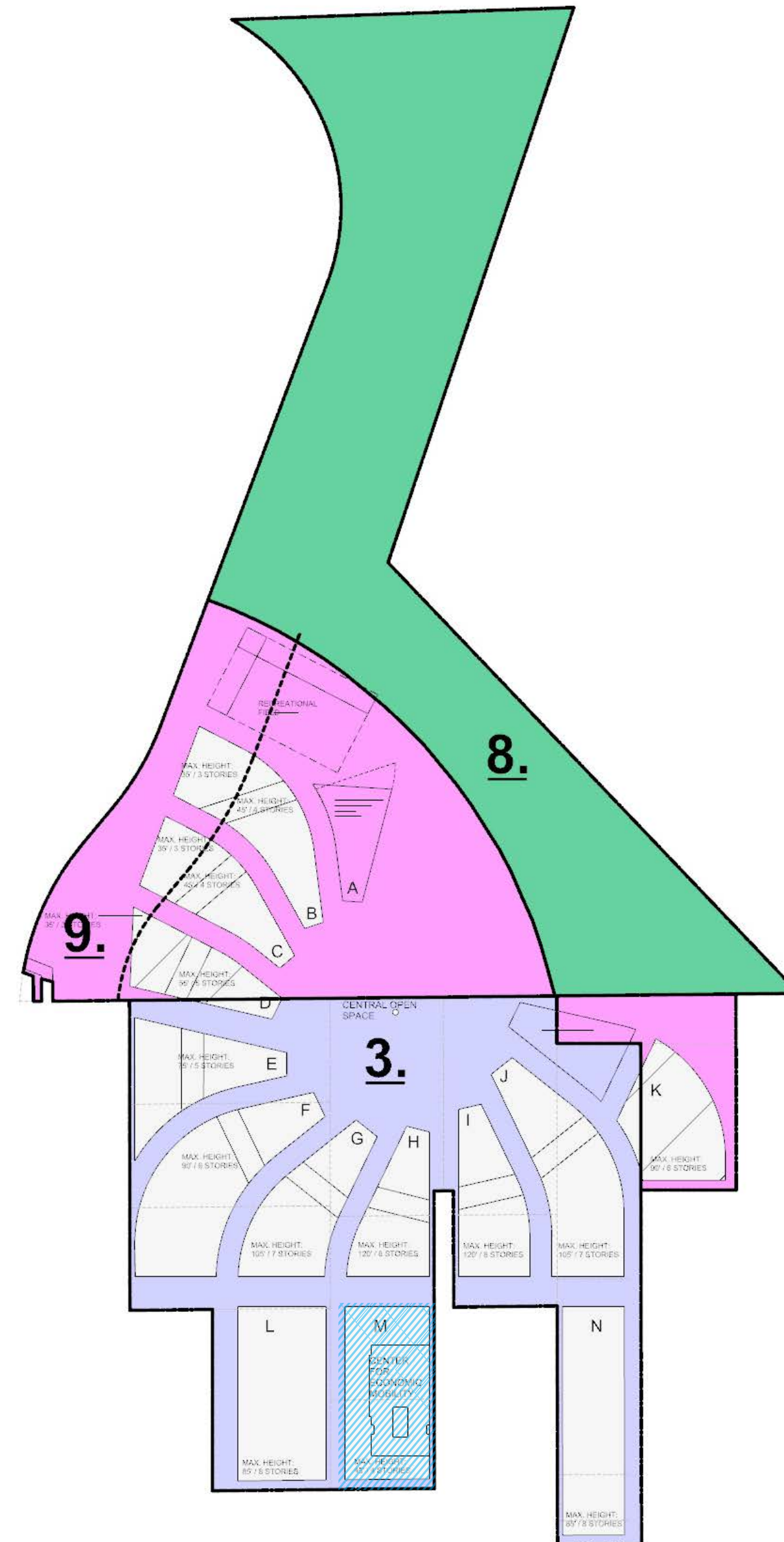
Parking Stalls <sup>2</sup> Total:	4,300
• Above Grade	3,600
• Below Grade	700

Residential Units <sup>3</sup> :	260
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**NOTES:**

- <sup>1</sup> All areas are approximate and rounded to the nearest acre.
- <sup>2</sup> Parking Ratios (per specific plan): 1/300 NSF Office, 1/400 NSF R&D, 1/400 NSF Active Frontage 1/400 NSF Community.
- <sup>3</sup> Residential Parking Ratio: avg. 1.3 per unit (1/S, 1.2/1BED, 1.5/2BED, 2/3BED)

## OVERLAY TO SPECIFIC PLAN DISTRICTS



## SPECIFIC PLAN

- 3. RAVENSWOOD EMPLOYMENT CENTER**
- 8. RAVENSWOOD OPEN SPACE**
- 9. RAVENSWOOD FLEX OVERLAY**
- \*This area is subject to a separate application (DR20-009) for the Center for Economic Mobility project and EPA Waterfront does not propose any development on it. The CEM project area is included only because EPA Waterfront proposes a parking garage on the same parcel. The CEM project is not dependent on the EPA Waterfront parking garage or any other aspect of EPA Waterfront.

## EXAMPLE TEST FIT AREA PER PROPOSED PLOT

\*NOTE: The areas per plot are an example distribution of program and density, future programming, architectural design and bulk reduction guidelines may redistribute areas within the project plots. Excludes parking.

PLOTS	TOTAL GSF
A	-
B	110,622
C	81,372
D	92,611
E	129,144
F	136,640
G	162,106
H	214,770
I	244,032
J	196,416
K	175,376
L	-
M	108,800
N	-
<b>TOTALS</b>	<b>1,651,886</b>



# FAR DISTRIBUTION

	SPECIFIC PLAN	PROPOSED PROJECT	DELTA
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FAR	3	RAVENSWOOD EMPLOYMENT CENTER	1.0	1.3	0.3
	9	RAVENSWOOD FLEX OVERLAY	3.0	0.7	-2.3
	AVERAGE FAR ACROSS DISTRICTS 3 & 9		1.8	1.1	-0.7

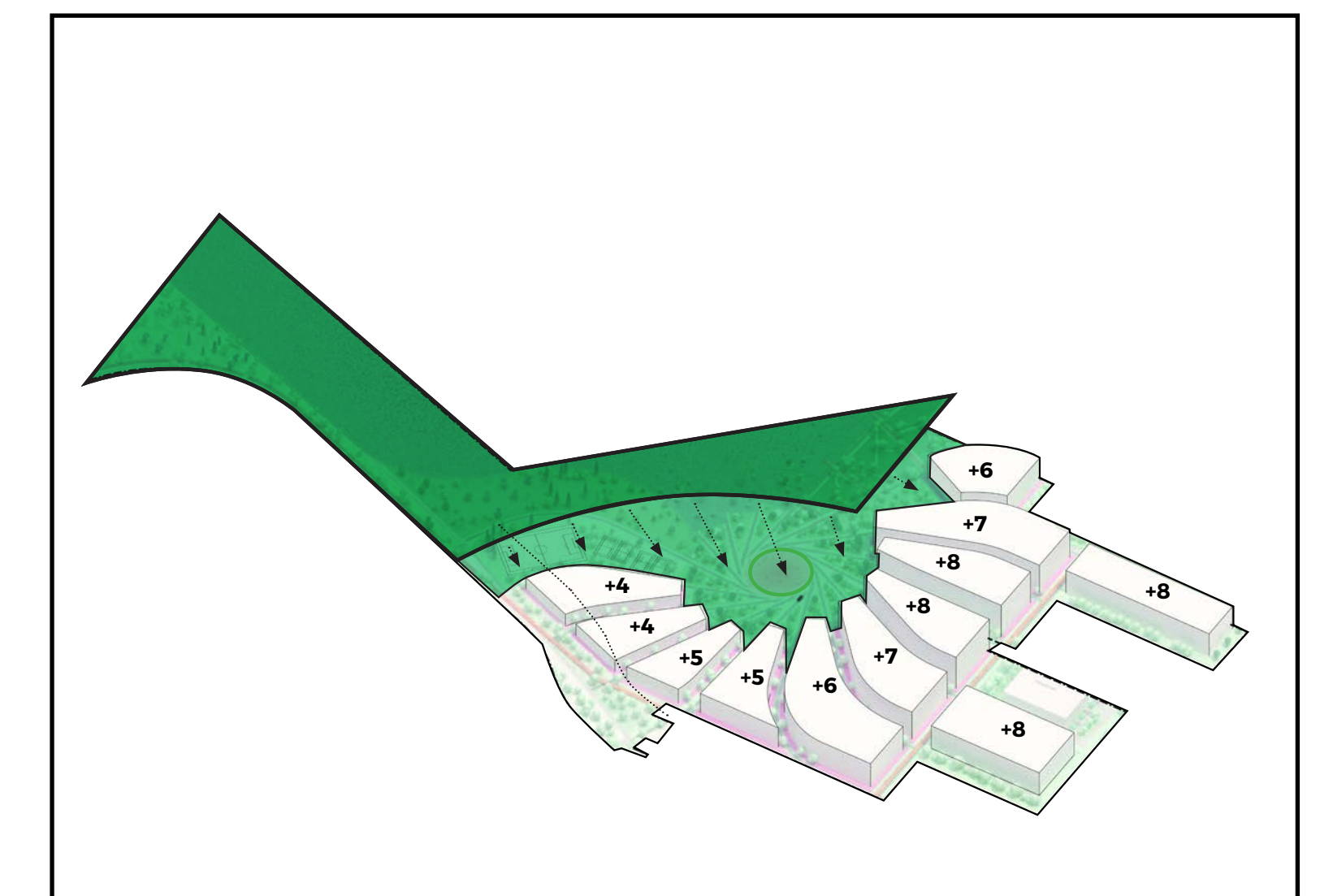
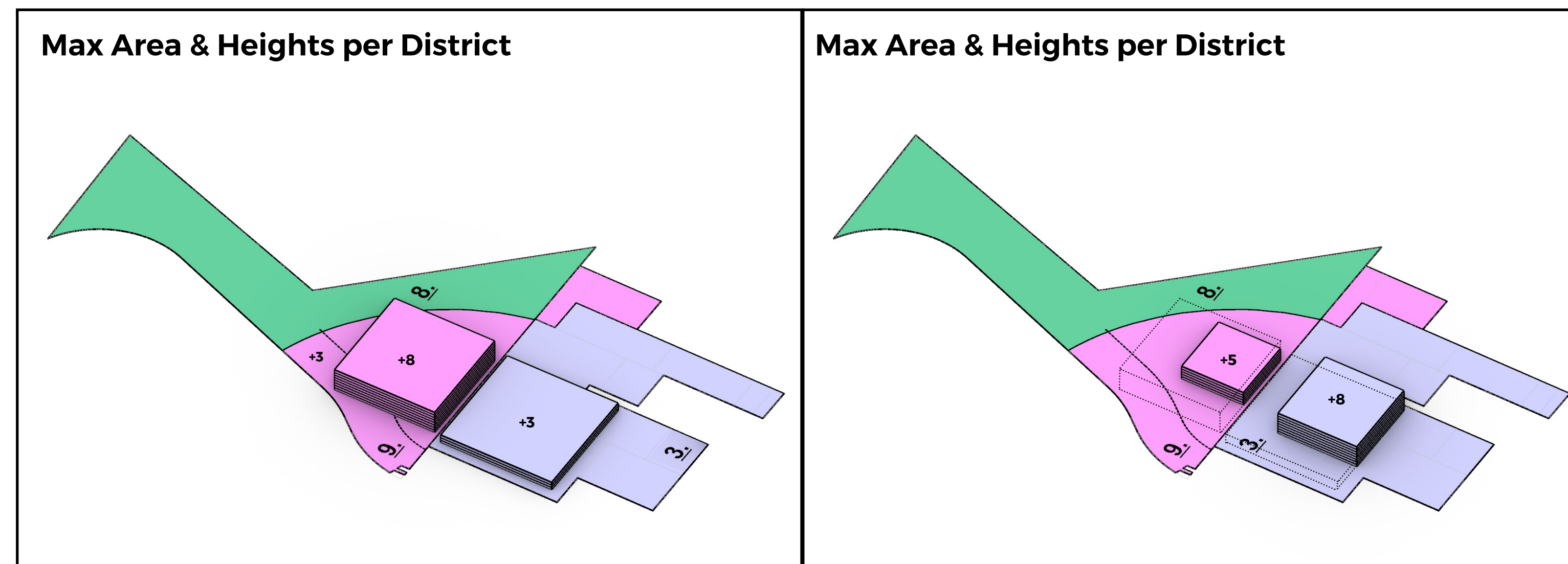
DEVELOPMENT AREA	3	RAVENSWOOD EMPLOYMENT CENTER	888,258 SF	1,191,905 SF	303,647 SF
	9	RAVENSWOOD FLEX OVERLAY	1,928,796 SF	459,981 SF	(-1,468,815) SF
	AVERAGE FAR ACROSS DISTRICTS 3 & 9		2,817,054 SF	1,651,886 SF	(-1,165,169) SF

\*NOTE: This development area reflects the proposed area per zone after bulk reduction. Excludes parking.

HEIGHTS	3	RAVENSWOOD EMPLOYMENT CENTER	3 stories	5-8 stories
	9	RAVENSWOOD FLEX OVERLAY	8 stories (partial 3)	4-5 stories (partial 3)

## INCREASED OPEN AREA

Proposed Footprints & Development Envelopes  
Maximize Green Space and Nature Buffer





# CONTEXTUAL INTEGRATION

We can be better neighbors by decreasing building mass and volume along the University Village's Edge, consistent with the buffer zone in the Specific Plan.

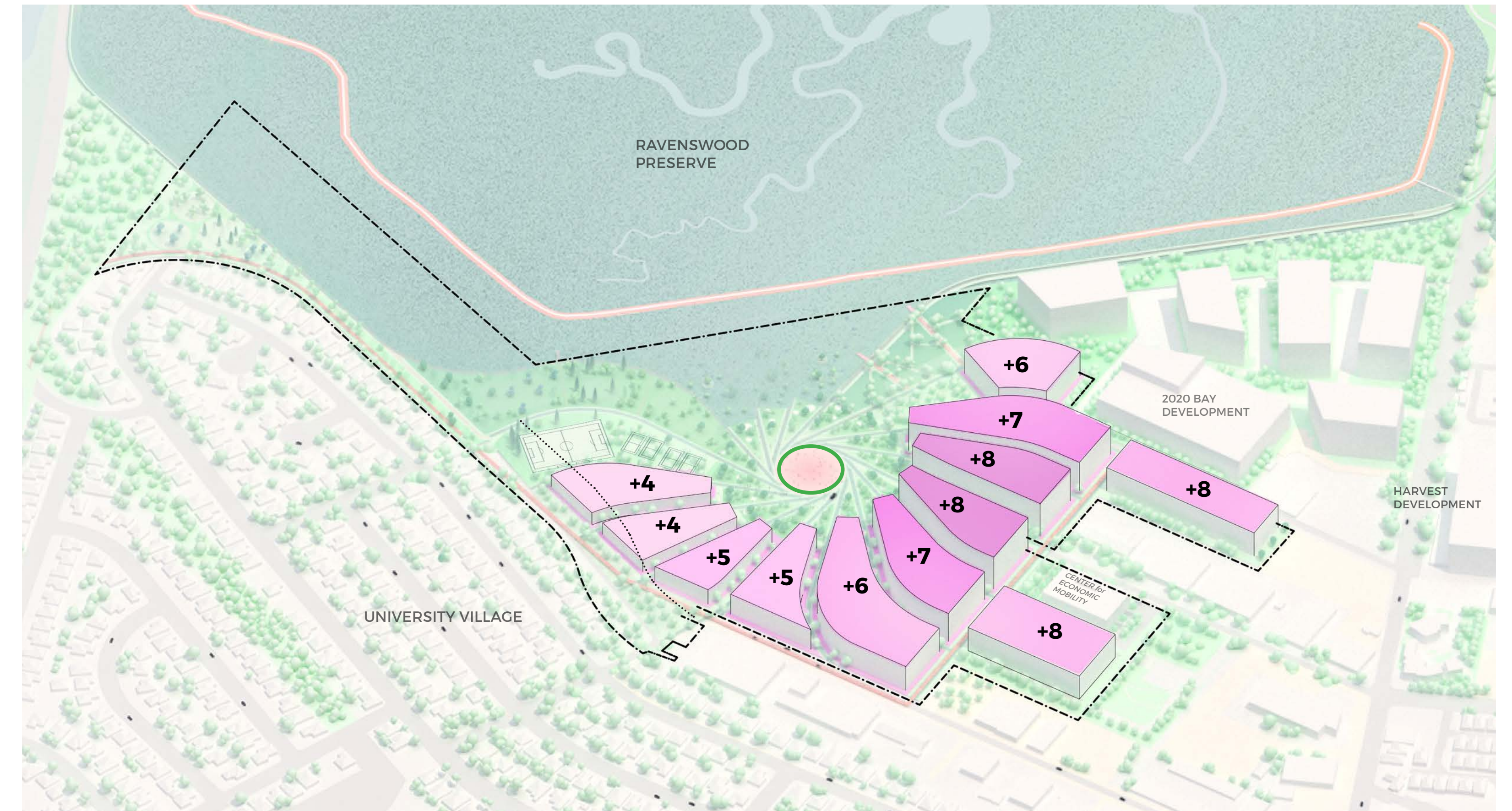
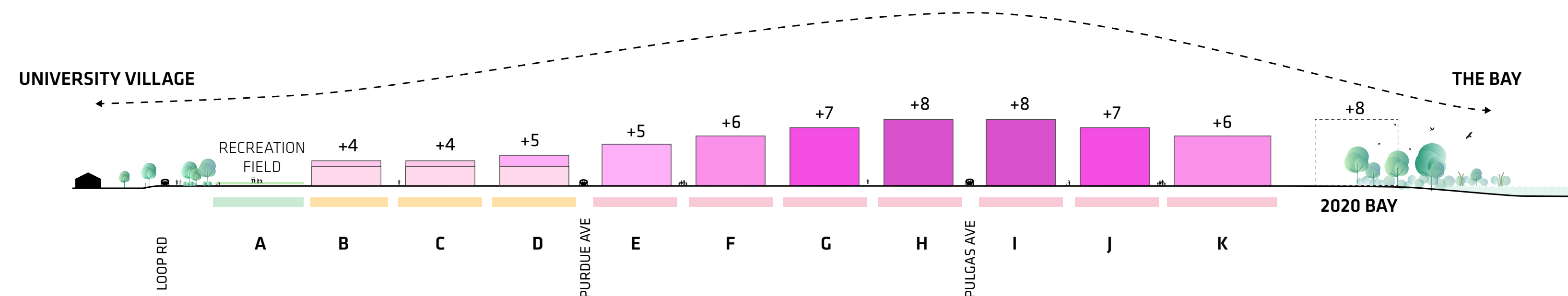
By shifting the buildings mass south, we are able to provide qualitative green space at the waterfront as well as provide a more natural buffer to the adjacent wetlands and Bay.

By gradually stepping up towards the center of the development and down towards the edges, we create a natural articulation and a less contrasting building form, helping integrate into the existing and future context.

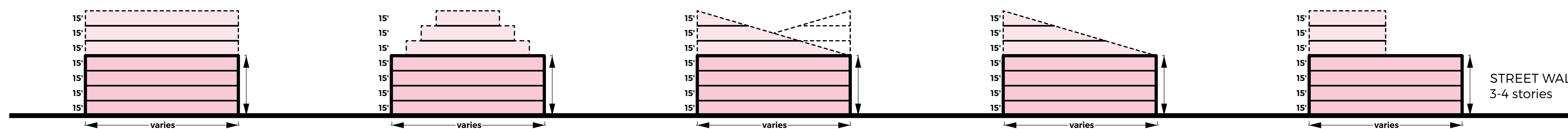
The result is tapering building blocks which frame the central open space creating an intimate public space open towards the Bay.

The heights are distributed gradually to respect the surrounding context, not only housing a meaningful mix of programs, but also framing the streets, and shaping the skyline.

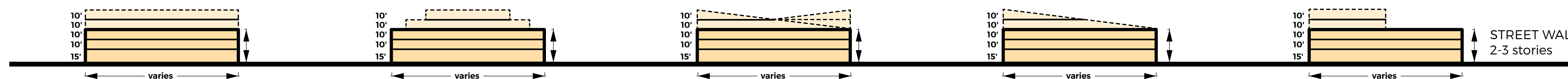
The building heights are naturally lower towards University Village's single family homes, and gradually increase to meet the neighboring 2020 Bay development before subsequently stepping back down towards the Bay to offer more access to waterfront views.



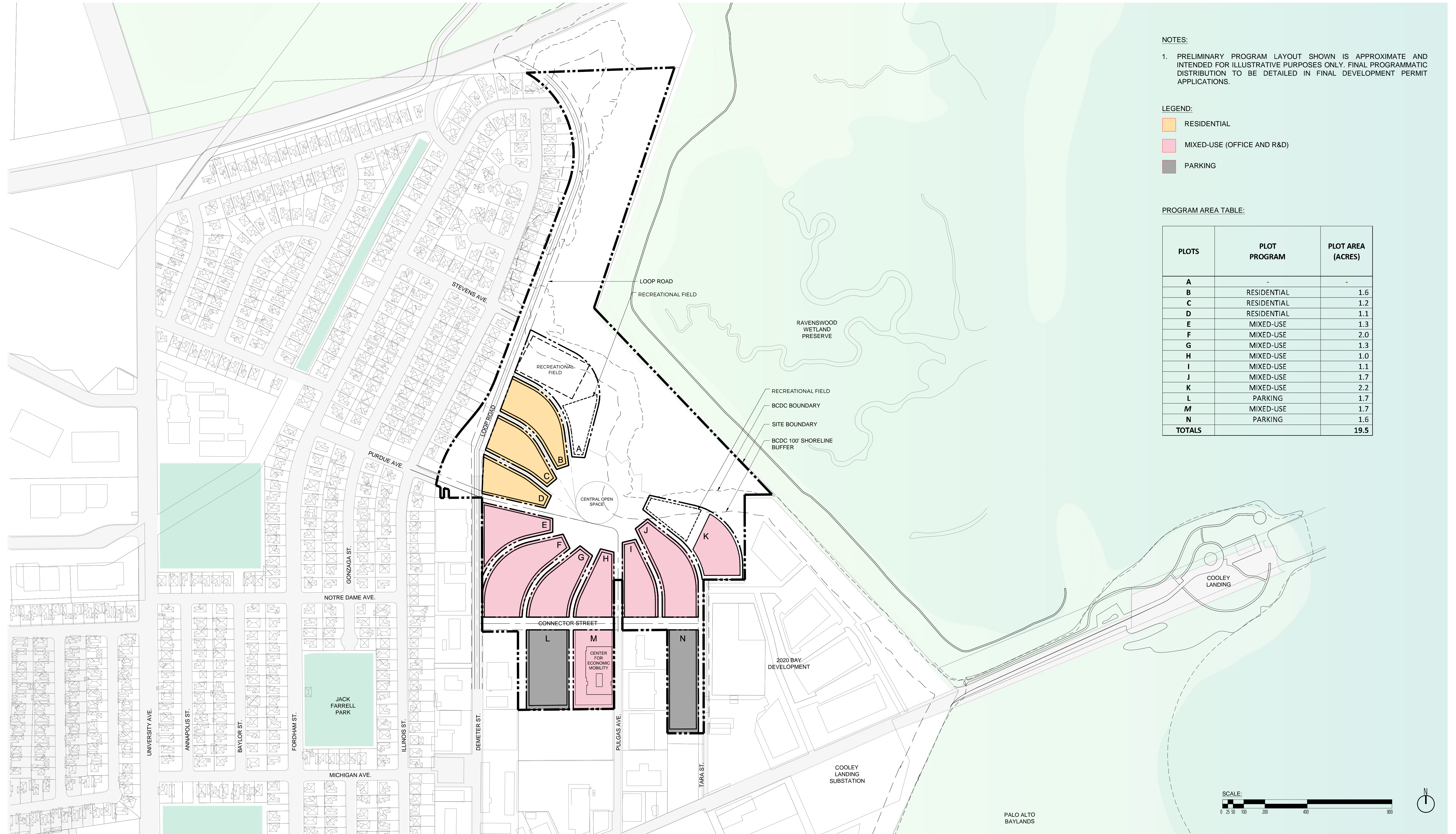
COMMERCIAL DIAGRAMS



RESIDENTIAL DIAGRAMS



# 1.2 PRELIMINARY DEVELOPMENT PROGRAM



**NOTES:**  
 1. PRELIMINARY PROGRAM LAYOUT SHOWN IS APPROXIMATE AND INTENDED FOR ILLUSTRATIVE PURPOSES ONLY. FINAL PROGRAMMATIC DISTRIBUTION TO BE DETAILED IN FINAL DEVELOPMENT PERMIT APPLICATIONS.

**LEGEND:**  
 RESIDENTIAL  
 MIXED-USE (OFFICE AND R&D)  
 PARKING

**PROGRAM AREA TABLE:**

PLOTS	PLOT PROGRAM	PLOT AREA (ACRES)
A	-	-
B	RESIDENTIAL	1.6
C	RESIDENTIAL	1.2
D	RESIDENTIAL	1.1
E	MIXED-USE	1.3
F	MIXED-USE	2.0
G	MIXED-USE	1.3
H	MIXED-USE	1.0
I	MIXED-USE	1.1
J	MIXED-USE	1.7
K	MIXED-USE	2.2
L	PARKING	1.7
M	MIXED-USE	1.7
N	PARKING	1.6
<b>TOTALS</b>		<b>19.5</b>



# 02 GATHERING PLACES FOR ALL PEOPLE

# OPEN SPACE INSPIRATION

The Open Spaces have been envisioned to reflect the scale, urban framing, and natural public activation of places that received positive feedback through community engagement workshops.

**EL ZOCALO, OAXACA MEXICO**



**MALAE, SAMOA**

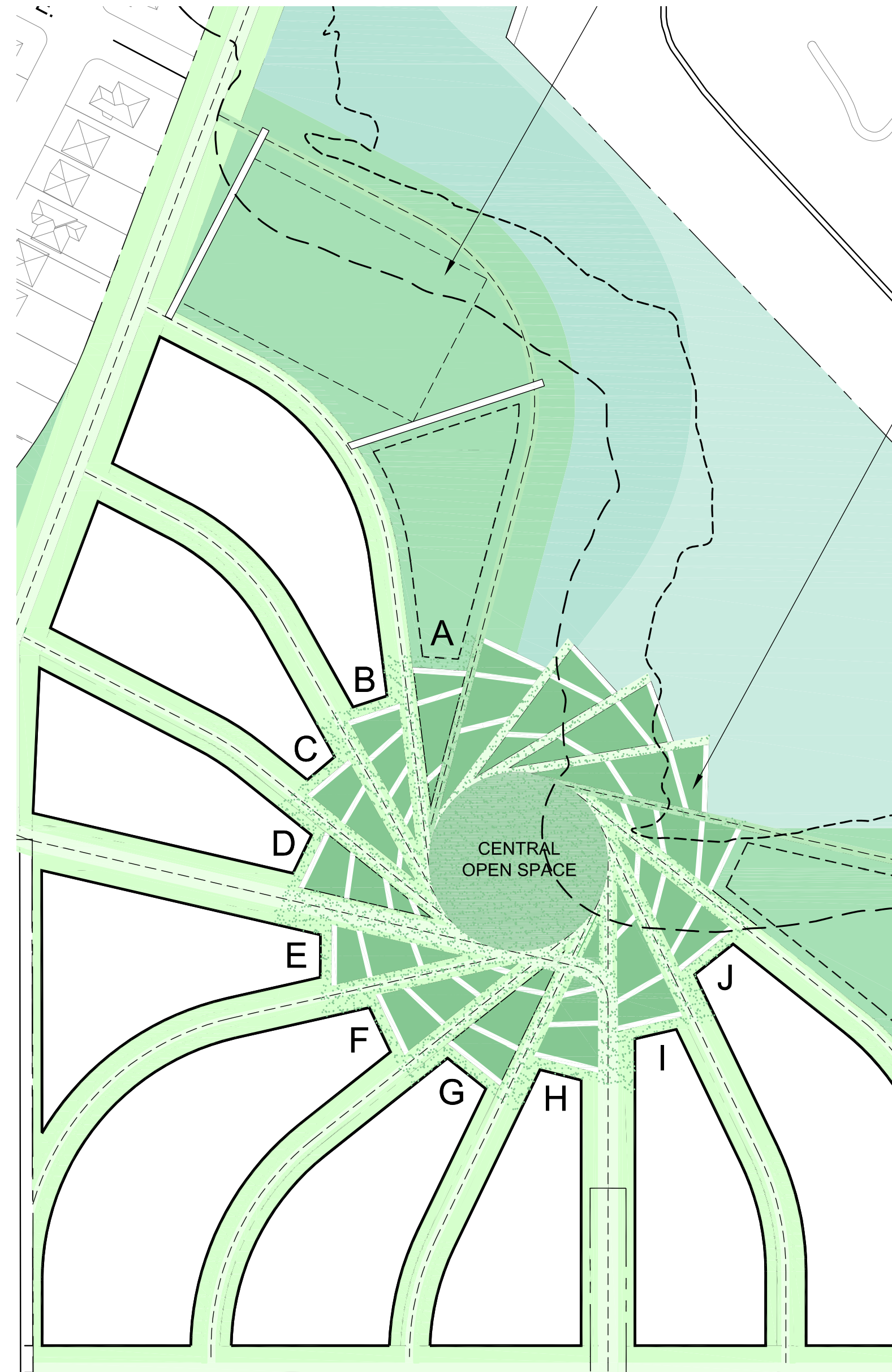
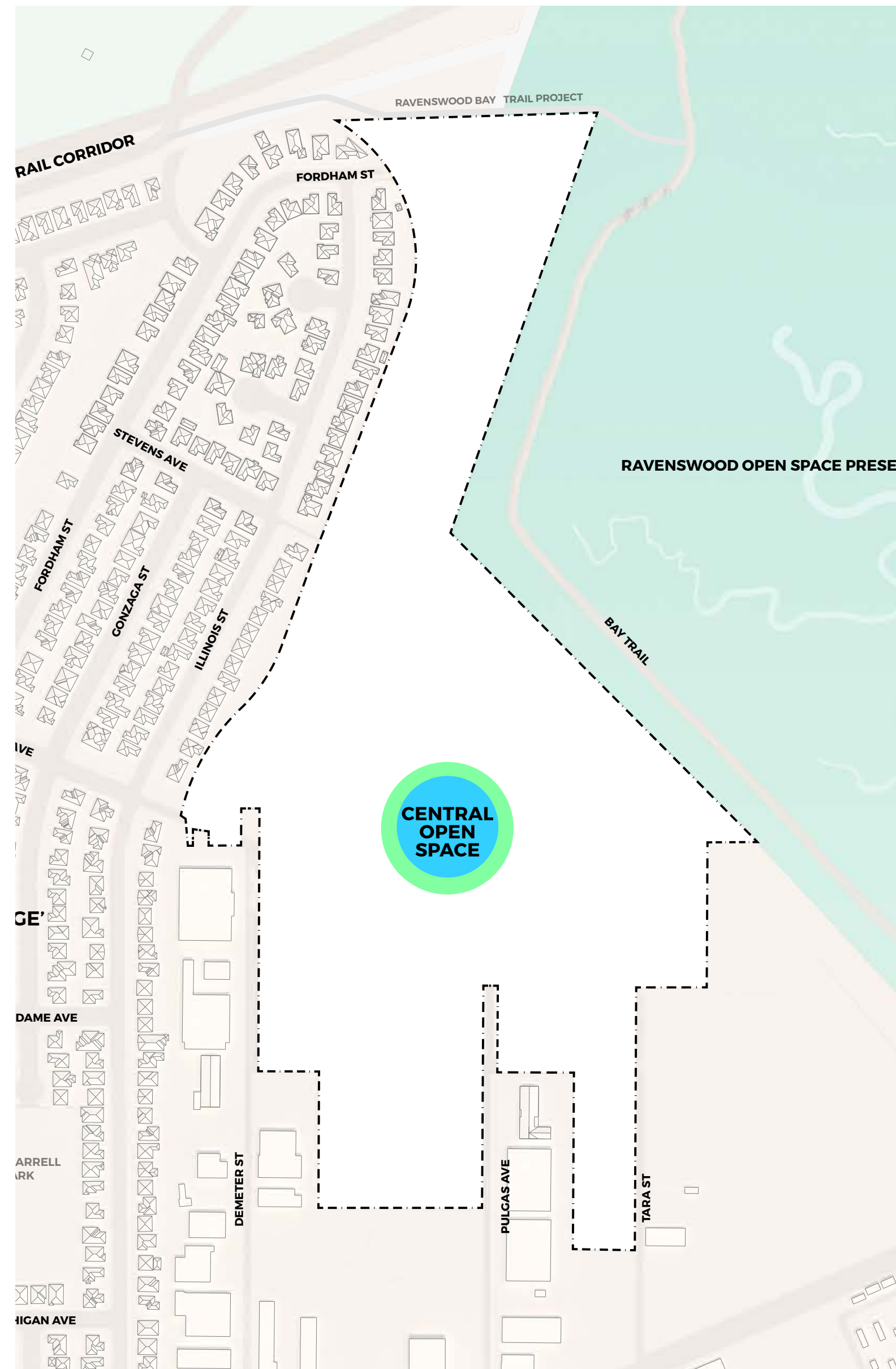


**NEW ORLEANS, USA**



\*The above reference images are Illustrative Examples.

# CENTRAL OPEN SPACE



CENTRAL OPEN SPACE  
COMMUNITY

## CENTRAL OPEN SPACE / OPEN MARKET



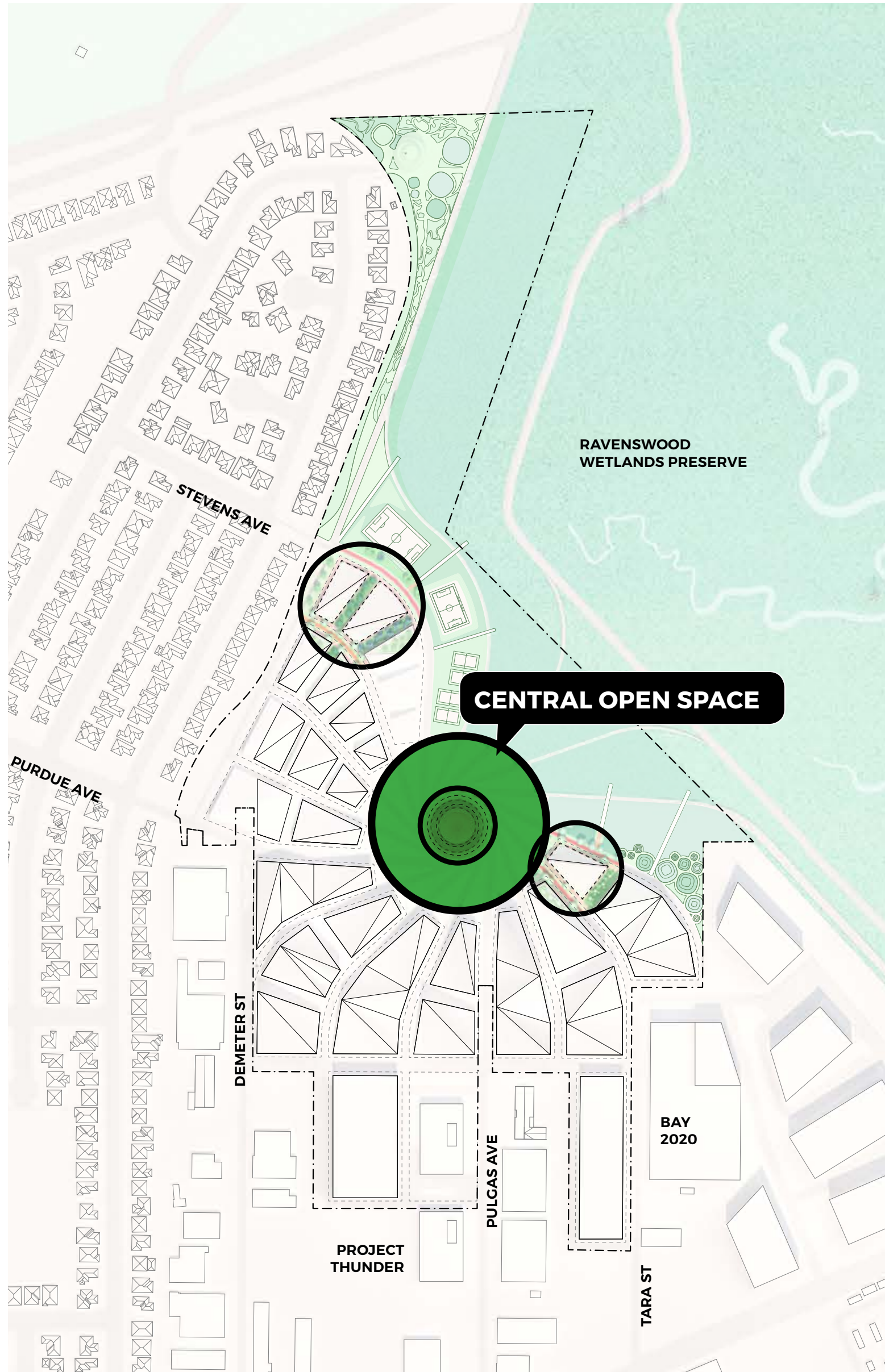
\*The above reference images are Illustrative Examples.



# CENTRAL OPEN SPACE

The **Central Open Space** offers a beautiful setting for recreation, gathering and public programming with the backdrop and draw of the Bay. The space connects to the waterfront edge and wetlands that address sea level rise while improving the surrounding environment and ecology for everyone to enjoy.

## A PLACE TO GATHER



PLACES TO GATHER

## A PLACE FOR EVENTS AND ACTIVITIES



MULTI-USE CENTRAL SPACE

## A PLACE FOR COMMUNITY EVENTS & CELEBRATION



JUNETEENTH



PLACES TO STROLL



OPEN MARKET



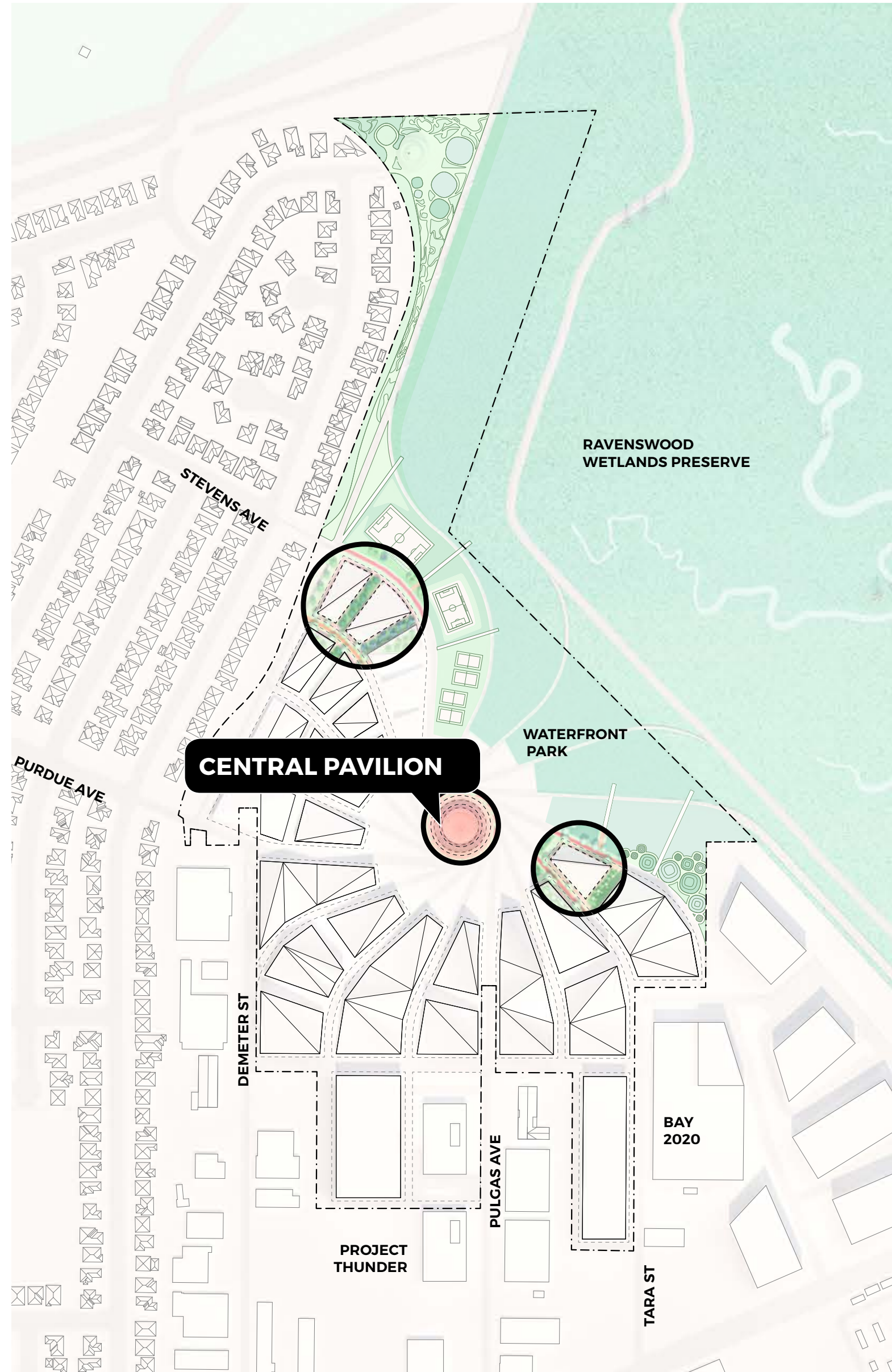
CINCO DE MAYO FESTIVAL

\*The above reference images are Illustrative Examples.



# OPEN SPACE STRUCTURE THE CENTRAL PAVILION

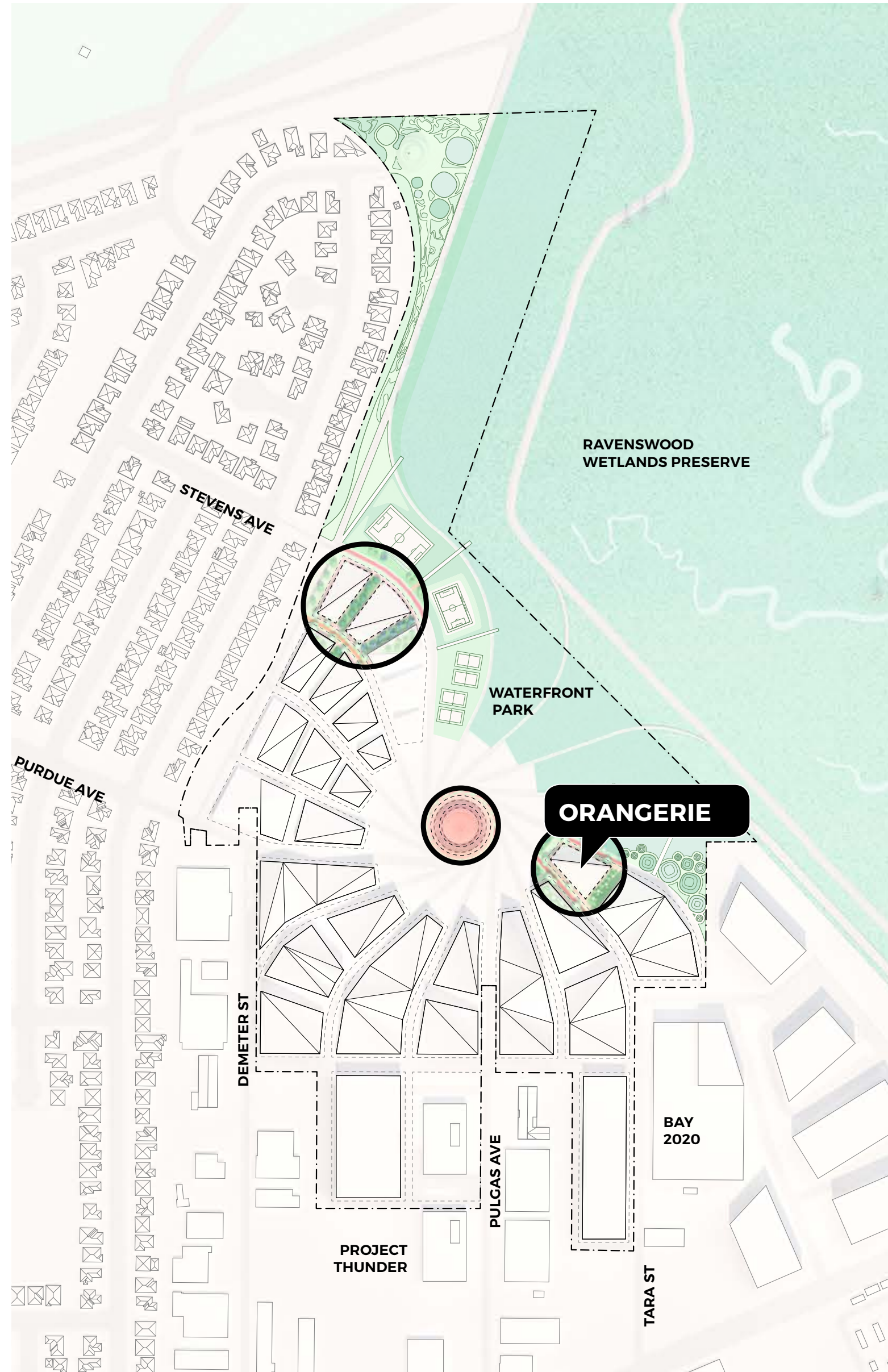
The **Central Pavilion** is conceived as an operable structure to become the heart of East Palo Alto events and community festivals. From large scale concerts and performances to shaded areas for weekly farmers' markets, or a flexible infrastructure for outdoor movie nights.



\*The above reference images are Illustrative Examples.

# OPEN SPACE STRUCTURE THE ORANGERIE

The **Orangerie** celebrates the site history, when in the 1940s it was home to the largest floriculture production of the Bay Area. This public greenhouse becomes a place of rich colors and fragrances, a spectacular folly set for new experiences.

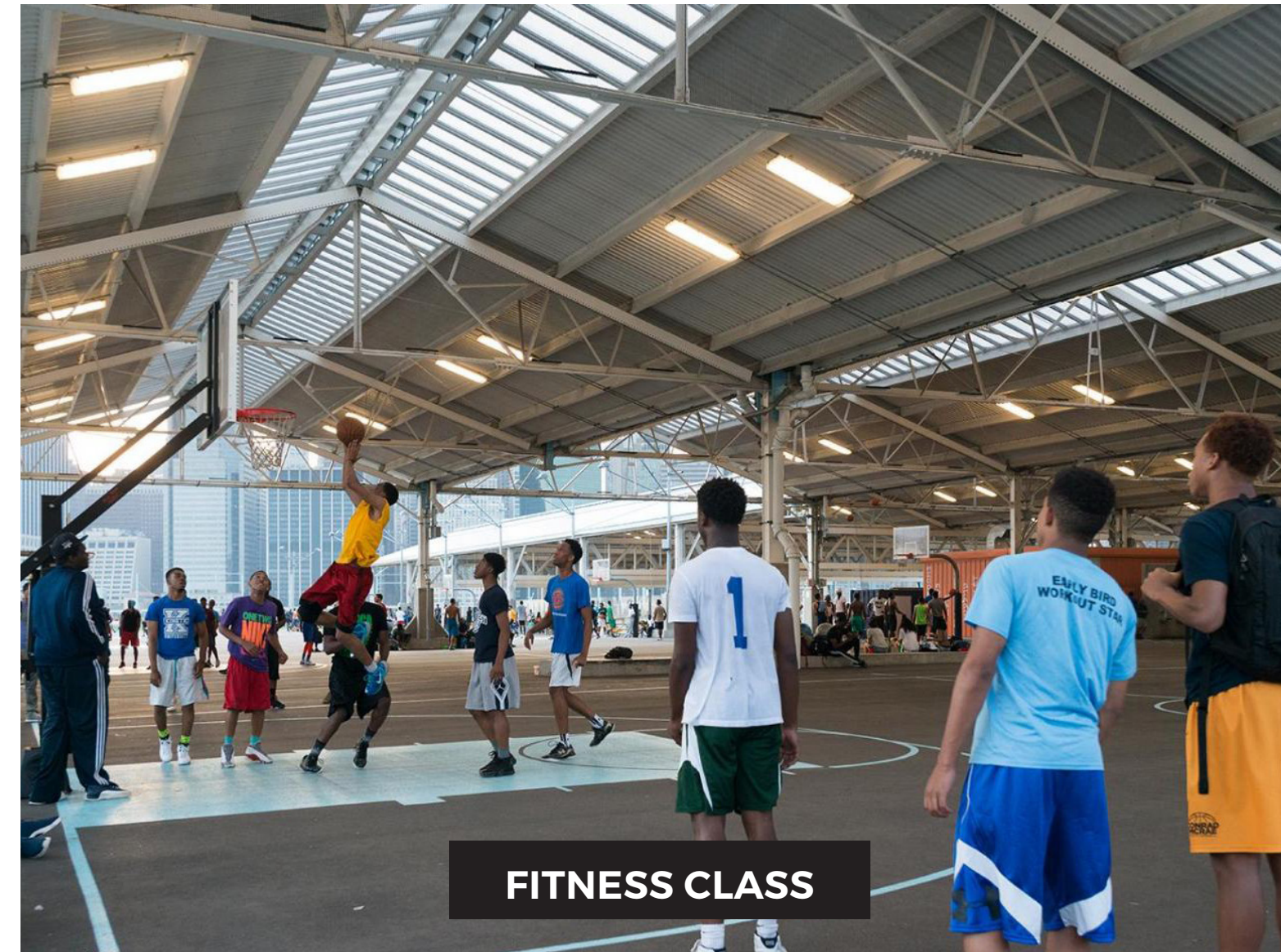
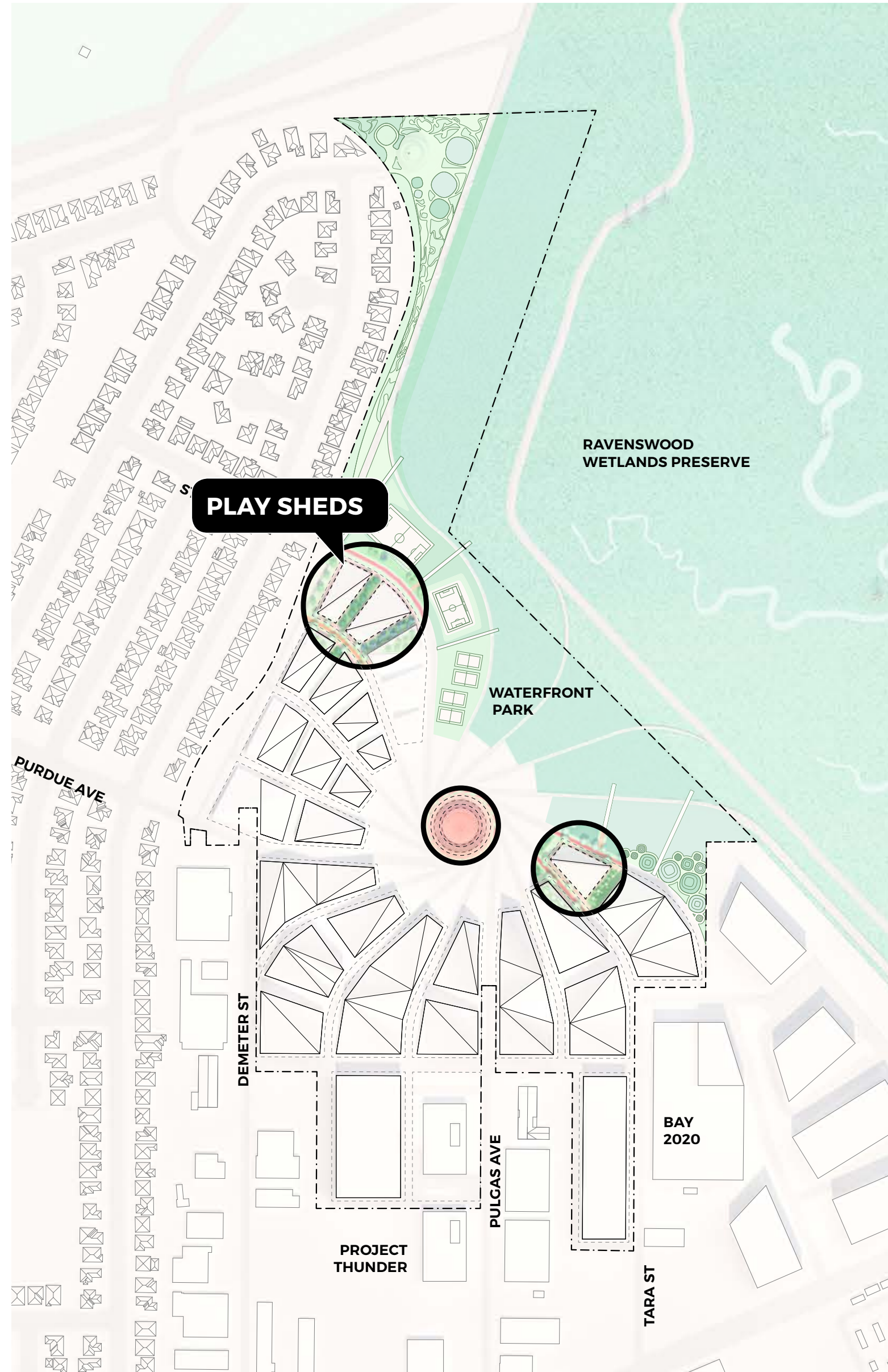


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# OPEN SPACE STRUCTURE PLAY SHED

The **Play Shed** provides a covered shaded area for sports activities and playgrounds. It's dedicated to active recreation and features playing fields capable of configurations for soccer, basketball, tennis, yoga and more.



\*The above reference images are Illustrative Examples.