

# Ravenswood Business District / 4 Corners Specific Plan



City of East Palo Alto

November 15, 2024 | **FINAL DRAFT**





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# **Ravenswood Business District / 4 Corners Specific Plan**

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**Glossary**

**RBD.** Ravenswood Business District, the primary area within the Plan update (in addition to Four Corners).

**SPU.** Specific Plan Update, or “this project.”

**SEIR.** Supplemental Environmental Impact Review, the legally required environmental study and analysis of the potential impacts of new development.

**DSEIR/FSEIR.** Draft and Final SEIR documents.

**CEQA.** California Environmental Quality Act, the State law requiring EIRs.

**FAR.** Floor Area Ratio, or a measure of how large/intense a development is.

**SFCJPA.** San Francisquito Creek Joint Powers Authority, the entity that is leading the SAFER Bay flood control effort.

**BCDC.** Bay Conservation and Development Commission, a body that reviews and approves developments located adjacent to the Bay.

**EPASD.** East Palo Alto Sanitary District, the entity which currently provides sanitary sewer services in the City and oversees the sewer infrastructure.

**R&D.** Research and Development, a broad land use category that encompasses a variety of scientific/technical, medical/pharmaceutical, and laboratory/life science uses.

**S.F.** Square feet, a common measurement of a development’s total interior building size.

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# INTRODUCTION

# 1

This chapter provides a setting and context for the Specific Plan, describes the area covered by the Plan, elaborates on previous planning efforts that have set the stage for this Plan and how it relates to other key City plans and programs, and lists the chapters that follow this introduction along with a short summary of their content.



From the time the City of East Palo Alto was incorporated in 1983, its residents and leaders have worked diligently to enhance the community. In many parts of the city, these efforts have borne fruit. But change has been slower to come to the Ravenswood Business District and 4 Corners.

In recent years, the City Council and the community have focused their attention on the Plan Area. New apartments have been built near 4 Corners, with rents that are more affordable to the city's residents. In addition, the City has upgraded the appearance and function of Bay Road, making it a more pleasant place for people to walk and ride bicycles. But much potential remains - there are still many vacant properties in Ravenswood Business District and 4 Corners that could be developed, as well as opportunities to add improvements and facilities that would better serve the community's needs. The area's public utilities, including water, stormwater, and sanitary sewer, must be improved so that significant new development can occur.

To shape the future of the RBD, the City of East Palo Alto has prepared this plan, the Ravenswood Business District / 4 Corners Specific Plan. The Specific Plan outlines how the area can be transformed into thriving mixed-use districts that provide places to live, employment opportunities for both residents and non-residents, parks and open spaces, transportation enhancements, and effective utility infrastructure and sea level rise protection. The Specific Plan focuses on a few key outcomes and strategies:

- The Plan establishes expectations and a framework for providing amenities that benefit East Palo Alto residents, such as a new library, a new community center, space for nonprofits and local

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organizations, subsidized local merchant or maker spaces, day care and play spaces, resource centers and job training spaces, and recreational and fitness facilities.

- Importantly, the Plan provides detailed regulations for all new development that occurs within its boundaries. These regulations will implement the community’s vision.
- The Plan lays down policies for transforming Four Corners into a new, lively destination for East Palo Alto and activating key elements of Bay Road and other community-centered streets or spaces within the Ravenswood Business District.
- Finally, it establishes the required pedestrian and bicycle enhancements and Transportation Demand Management strategies that will ensure new development reduces its own vehicle trips and supports improved public transit in the future.

At its core, the Specific Plan was shaped by input from members of the East Palo Alto community, who all throughout the process offered a wide variety of ideas to guide the future of the RBD. As many of these concepts and desired outcomes as possible have been incorporated into this updated Specific Plan.

The following sections provide an overview of the Specific Plan and describe the chapters that follow this introduction.

## Plan Context

### Regional and Local Setting

East Palo Alto is located in the southeast portion of the San Francisco Peninsula, approximately 30 miles southeast of San Francisco and 18 miles northwest of San Jose. US 101 crosses through southeast East Palo Alto. The city is bordered on the south by Palo Alto and on the west and north by Menlo Park. The San Francisco Bay forms the city’s eastern boundary. Figure 1-1 shows the regional location of East Palo Alto.

The Plan Area that is addressed in the Specific Plan is located in the northeast portion of the city, west of the San Francisco Bay. A portion of the Plan Area shares a boundary with the city limits.



**Figure 1-1: Regional Location**



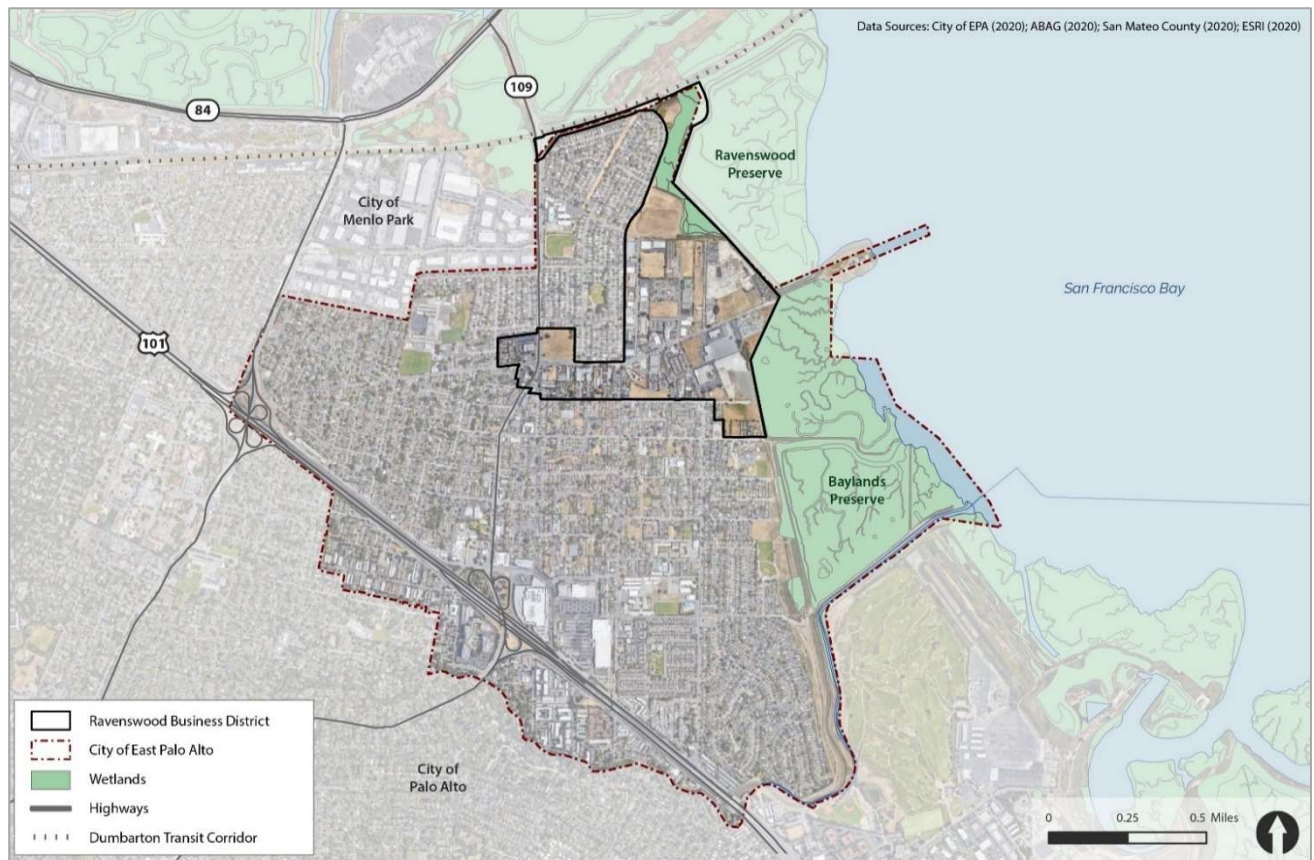
### Specific Plan Area

The Plan Area encompasses approximately 207 acres and is located in the northeastern portion of East Palo Alto. The project area is generally bounded by the City limits/Union Pacific Railroad (UPRR) tracks to the north, the western edge of the Union Pacific Railroad easement along the back of Illinois Street to the west, Weeks Street or Runnymede Street to the south, and the Ravenswood Open Space Preserve and Palo Alto Baylands

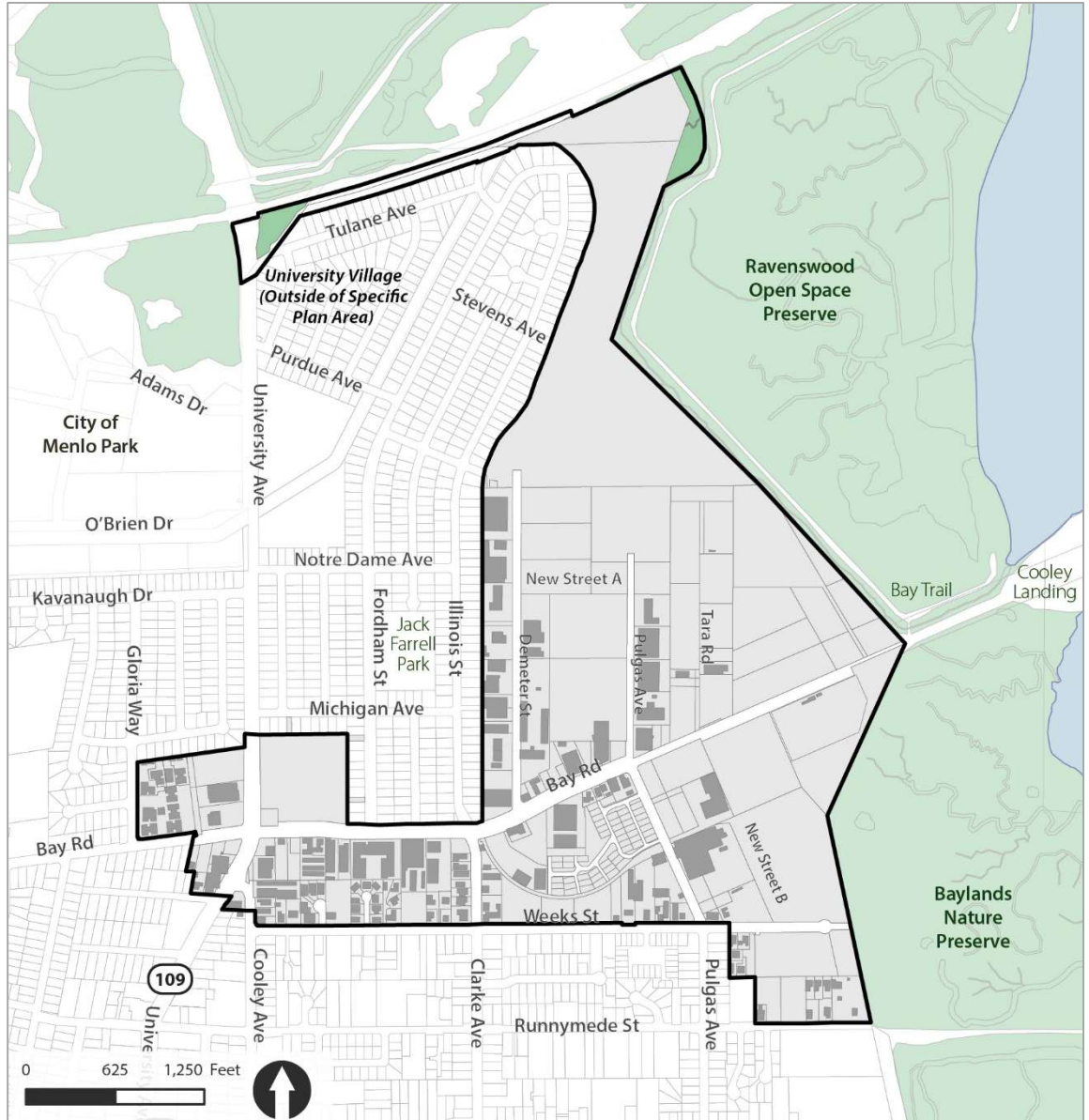
## INTRODUCTION

Nature Preserve to the east. Existing development within the Specific Plan area includes single-family and multi-family residential, retail, office/medical office, light and general industrial, and civic/institutional land uses. In addition to University Avenue, which is an important corridor within the city as well as the region, the Plan Area includes Bay Road, a major east-west corridor in East Palo Alto. Figure 1-2 shows how the Plan Area fits within the city. Figure 1-3 shows the Plan Area boundary.

**Figure 1-2: Plan Area**



The Plan Area does not include University Village, a single-family neighborhood immediately east of University Avenue. The Specific Plan does not call for new development or land use changes in University Village; however, mobility and infrastructure improvements related to the implementation of the Plan will occur in the neighborhood to help make University Village a better place for existing residents to live.

**Figure 1-3: Plan Boundary**

## Purpose and Intent of the Plan

This Specific Plan is intended to serve as the primary document and reference guide for the future development and redevelopment of Ravenswood Business District and 4 Corners. In addition to providing the community and decision-makers with clear documentation of the vision for the Specific Plan Area, this Specific Plan is intended to provide a clear

policy and regulatory framework by which future development projects and public improvements will be reviewed. Finally, this Specific Plan provides guidance on design, potential public investments, and implementation. It should be noted that a Specific Plan is not a detailed site plan or design plan and does not commit to any specific building design on any specific properties.

### Key Community-Generated Land Use and Design Goals

The community engagement process undertaken for this Specific Plan yielded eight key goals, which are reflected throughout the remainder of the document in its vision, policies, land use regulations, objective design standards, development requirements, circulation improvements, infrastructure recommendations, Community Benefits Framework and priorities, and implementation strategy.

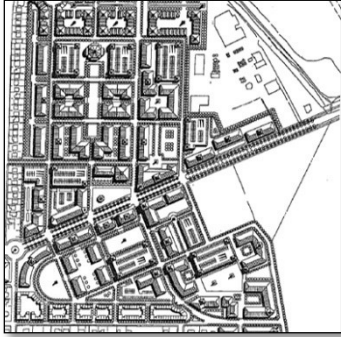


**#1. Create a Complete Neighborhood.** The community expressed a strong desire for a vibrant and accessible area that is ultimately greater than the sum of its individual developments, more than isolated office parks or clusters of market-rate housing. The Plan's benefits framework sets forth targets for community-serving land uses and facilities in order to ensure that the district is enlivened

with an appropriate mix of activities. Chapter Six describes allowed land uses by zone and the various regulations that govern specific uses. The City expects that:

- Office, R&D, light industrial, retail, and market-rate and affordable housing are blended together with public open space, community amenities, and civic uses.
- The area is developed in a coordinated and cohesive fashion
- A network of community-serving spaces and places is developed over time, through a combination of private and public efforts
- Adequate utility infrastructure (water, storm drainage, flood control, and sewer) is provided to accommodate new development.





**#2. Build walkable blocks.** The community explained that the Plan Area is difficult to travel through in part due to the very large distances between public roads or paths. Therefore, the expectation is that the area is broken down into smaller, more accessible blocks with more frequent connections for vehicles, pedestrians, and bicycles. The community anticipates that:

- New high-quality, wide pathways and sidewalks will be provided by all major developments.
- Alleys, paseos, and greenways are deployed strategically to increase access throughout the area.



**#3. Create an interconnected transportation network.** A key design goal emphasized by the community was improving circulation north and south of Bay Road in the RBD area, including new public streets that would link existing access roads and increase connectivity throughout the area. This new road is identified in Chapter Seven, Circulation, which includes detailed cross-sections to ensure that new roads will be complete streets that accommodate the anticipated volumes of vehicular traffic as well as transit, pedestrians, and bicycles. The community asked that:

The community asked that:

- New streets and trails be aligned with existing networks, community desired-connections, and/or adjacent developments.
- Heavy traffic is diverted away from residential neighborhoods.
- Protected bicycle infrastructure is expanded in key locations.



**#4. Activate Bay Road.** The community stated repeatedly that Bay Road should be the “heart” of East Palo Alto. To that end, the Specific Plan includes policies and standards that are focused on achieving an active, walkable corridor that becomes a destination for residents and visitors alike. Land use regulations, design standards, and unique ‘active frontage’ requirements in the Plan are

tailored to creating this environment:

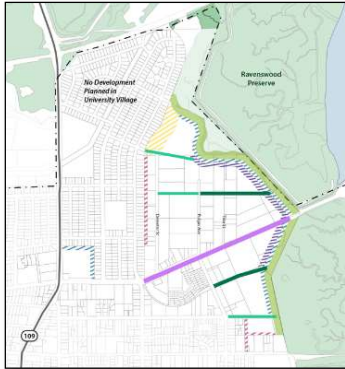
- Active uses such as shops, restaurants, entertainment, government services, community merchant spaces or makerspaces must be located along ground floors facing Bay Road
- On key streets, new buildings must present friendly faces to pedestrians with high levels of transparency and frequent entrances
- Most buildings are to be set relatively close to public streets
- Blank facades are to be avoided, especially facing parks or plazas



**#5. Moderate building size.** As the prospect of additional development was discussed, the community shared hesitations over the potential impacts of tall, bulky buildings next to their homes. In response, the Plan includes objective standards that aim to reduce how large new buildings seem, especially for upper stories. To avoid overshadowing existing residential properties or wetland

areas, the Plan’s requirements focus on:

- Requiring the use of downward transitions in height or massing breaks/articulation or encouraging treatments such as material changes, screening, and trees
- Limiting the amount of floor area that can be built up to the maximum height
- Minimizing building dimension perpendicular to the waterfront



**#6. Enhance public views of the Bay.** The community expressed a desire to preserve and enhance the protection of public views. The Specific Plan has addressed this through custom development standards for the public views that are most critical to preserve in Chapter Six, Land Use. The community wishes to:

- Ensure that regular and consistent views of the Bay are provided, especially from Bay Road
- Sufficiently wide view corridors are maintained through future developments to preserve visual access to the Bay from varying heights and directions; in short, “don’t block the bay!”



**#7. Connect people to the waterfront.**

One common thread expressed by residents of nearby neighborhoods was the need for better access to the Bay Trail. Therefore, it is incumbent upon waterfront-adjacent projects to:

- Build out relevant portions of the comprehensive circulation network identified in Chapter Eight, including upgrading or rebuilding adjacent sections of the Bay Trail
- Create roughly linear through-connections that provide regular public access to the Bay Trail and/or the future trail along the SAFERBAY improvement



**#8. Develop a welcoming network of open spaces.** Finally, the community expressed a very strong interest in having a diverse mixture of parks and open spaces, in terms of the size and character of the space as well as the types of activities that are encouraged.

- Create spaces that can be used and accessed easily by the community
- Ensure new parks and trails are connected to the rest of the City
- Line public and common open space with active uses and engage ground floor architecture
- Create transitions between different spaces
- Minimize surface parking lots and maximize permeable surfaces

## Previous Planning Efforts

This section describes previous planning efforts that have been undertaken within the Specific Plan Area.

### Weeks Neighborhood Plan

The Weeks Neighborhood Plan is a plan prepared in 1997 that provided a vision for future change in the Weeks Neighborhood. The study area for this project included much of the southeastern portion of the Plan Area, including properties located on the north side of Weeks Street. While the Plan's vision did not become formal City policy, the Weeks Neighborhood Plan later influenced the development of the East Palo Alto Revitalization Plan, which is described below.

### East Palo Alto Revitalization Plan

The East Palo Alto Revitalization Plan, prepared in 2000, explored potential development strategies and regulations for Ravenswood Business District, 4 Corners, and other areas of the city. In 2005, preliminary work took place to adopt the Plan's recommendations, but this work was not completed and the Plan was never officially adopted.

### Community Vision for the Bay-Clarke-Weeks-Pulgas Project Area

In 2003, a Community Vision was created for the Bay-Clarke-Weeks-Pulgas Project Area, a large block bounded by Bay Road, Clarke Avenue, Weeks Street, and Pulgas Avenue. The community's vision included a mix of housing and retail stores, with additional space for nonprofit groups. The



Ecumenical Hunger Program, a non-profit food kitchen that operates on Pulgas Avenue, grew out of this community vision.

### **Dumbarton Rail Corridor Project Study**

The Dumbarton Rail Study, which took place during 2018-2021 and was supported largely by Facebook, identifies possible solutions to traffic impacts created by the Dumbarton Bridge and Highway 101 corridor.

## **Relationship to Other Plans and Programs**

### **Previous Specific Plan (2013)**

*This Specific Plan represents a comprehensive update to the prior Plan, which was adopted in 2013, and as such, wholly supersedes the previous Plan. This revised Specific Plan honors the extensive community input provided during the drafting of the original Plan (from October 2009 through March 2011, the City led a community process that included 15 public meetings, of which three were highly interactive public workshops) but also recognizes new concerns and priorities as expressed by residents during more recent engagement.*

This Plan Update was initiated by the City Council in 2021 to study the impacts related to a larger buildout of the Plan Area, to build a complete neighborhood, to put in place requirements that maximize benefits that accrue to the City and its residents.

### **General Plan and Other Area Plans**

~~The City last updated its General Plan in 2016, which incorporated the 2013 Specific Plan by reference. The General Plan also included an area plan for the Westside of the City. This Specific Plan implements the General Plan but amendments to the Specific Plan shall not be considered amendments to the General Plan.~~

### **City Ordinances and Municipal Code - Inclusionary Housing Ordinance, Commercial Linkage Fee, Measure HH, Measure L**

During the past decade, the City has augmented its baseline expectations for new development, with a focus on building affordable housing, improving infrastructure, and funding job training. These include:

- Commercial Linkage Fee. The City assesses affordable housing impact fees on non-residential development. See

<https://www.cityofepa.org/finance/page/city-fee-schedules> for the current fee schedule.

- Inclusionary Housing Ordinance. Residential developments must provide 20 percent of all new housing units on-site at a level affordable to low- and moderate-income households or provide an alternative mitigation.
- Measure HH. A tax that applies on a per square foot basis to all commercial office or R&D developments greater than 25,000 square feet. These are subject to an additional annual parcel tax to fund job training and affordable housing.
- Measure L. Establishes a 2.5% tax on the gross receipts of local residential landlords, to be used for general government uses such as programs for affordable housing, providing tenant rental support, and protecting local residents from displacement and homelessness.

### **Current Development Impact Fees**

The City is completing a nexus study and financial feasibility analysis to update the City's development impact fees for transportation infrastructure, water capacity, storm drainage, parks and trails, and public facilities.. These fees are required to be paid by future developments in the Plan Area and will be adjusted periodically by City Council.

### **Sixth Cycle Housing Element**

The City has adopted an HCD-certified Housing Element for the Sixth Cycle RHNA as of March 19, 2024. The City anticipates meeting its regionally provided allocation across all income levels, in part through new housing expected to be built in the Plan Area.

### **SAFER Bay Flood Control Project**

To provide comprehensive flood protection, the City, as a funding partner with the SFC Joint Powers Authority, is undertaking a shoreline protection effort that spans the eastern length of the City, from north to south. This will take the shape of a levee, flood wall, pumps, and other related infrastructure. The project is expected to be FEMA-certified when completed.

### **Parks Master Plan and Urban Forest Master Plan**

The City adopted a Parks, Recreation, and Open Space Master Plan in 2023 to guide the future improvements of existing parks and the development

of new parks, trails, and open spaces. This plan was developed in coordination with this Specific Plan. The City's Urban Forest Master Plan, adopted in 2022, also provides more detailed guidance on the requirements for planting new trees in public and private spaces.

## **Statutory Requirements of the Specific Plan**

This section discusses how this Specific Plan meets the requirements of California State law.

### **Required Contents**

This Specific Plan has been prepared in accordance with the requirements of California Government Code Section 65451. As prescribed by law, the Plan includes text and diagrams that generally describe the following:

- The distribution, location, and extent of all land uses & open space.
- The proposed distribution, location, extent, and intensity of major components of public infrastructure, such as transportation and utility systems.
- The standards and criteria by which development will proceed.
- A program of implementation measures, such as financing measures, policies, regulations, and public works projects.
- A statement about the relationship of the Specific Plan to the General Plan.

### **Findings of Consistency with the General Plan**

California law requires a Specific Plan to be consistent with a City's General Plan and that findings regarding consistency be included in the Specific Plan itself. Although amendments to the City's General Plan and Zoning Ordinance will be necessary as part of the Specific Plan's adoption process, the recommendations, and objectives of the Ravenswood Business District/4 Corners Specific Plan are consistent with the overarching goals of the East Palo Alto General Plan. The land use designations in the General Plan will be updated to reflect the adopted Specific Plan.

### Standards and Guidelines

The Plan's objective standards and design guidelines respond to the Plan's vision and design principles and govern future development and infrastructure in the Plan Area.

*Objective Design Standards* are requirements that must be followed by project applicants and property owners, unless an exception to a standard is otherwise noted, or a variance is approved. These standards apply to both residential and non-residential projects. Objective standards are typically written with "shall" statements and include numeric requirements that cannot be exceeded or other clear and non-subjective criteria. Per State law, these standards shall involve no personal or subjective judgement and are to be verifiable by reference to an external and uniform criterion available and knowable by both the development applicant and the City prior to submittal" (California Government Code, Section 65913.4).

*Guidelines* are the City's expectations for how site, building, and infrastructure improvements should be designed. There is flexibility in how projects meet each guideline depending on project-specific design and location. These guidelines are typically written with a "should" statement. In some instances, guidelines allow an activity to occur but do not mandate its implementation; these are written with a "may" statement.

### Plan Structure and Contents

The chapters described below follow this introduction.

- **Chapter Two: Community Process and Outreach** provides a detailed discussion of the community process that helped to create this Specific Plan. In particular, this chapter describes the opportunities for public input as the City worked to identify key issues of concern and the most vital community benefits.
- **Chapter Three: Existing Conditions** provides a brief description of the Specific Plan Area as it was when this Plan was adopted, including existing land use, transportation, and utilities.
- **Chapter Four: Vision and Concepts** includes the Vision Statement that guides the remainder of the Specific Plan. It also discusses the land use, urban design, and public space concepts that are proposed for Ravenswood Business District and 4 Corners.

- **Chapter Five: Land Use Policies** contains general goals and policies pertaining to land use and development in the Plan Area, including best practices to follow and desired outcomes, and are an extension of the General Plan’s goals and policies that focus on the Plan Area.
- **Chapter Six: Land Use and Development Standards** provides the land use, zoning, and development framework for the Specific Plan Area, including the zoning map, the land uses that are allowed in each land use zone, the objective standards that apply in each zone (the rules that must be followed when undertaking new development or significant modifications of existing development), and the supporting design guidelines.
- **Chapter Seven: Open Space, Parks, and Public Facilities.** This chapter describes the vision for a network of parks and open spaces throughout the Plan Area that is well connected, accessible to residents and users of all ages and abilities, consists of both passive and active recreation, and preserves natural, undeveloped open spaces where possible. This chapter includes standards and guidelines to ensure these concepts are implemented.
- **Chapter Eight: Circulation** describes how the movement of pedestrians, vehicles, bicycles, and transit can be improved within the Plan Area. The chapter provides recommendations for specific streets and street types within the Specific Plan Area.
- **Chapter Nine: Utilities** provides recommendations for stormwater, wastewater, and water infrastructure improvements. This chapter also discusses potential improvements to police and fire service, schools, libraries, and parks within the Specific Plan Area that may be necessary as the Specific Plan is implemented.
- **Chapter Ten: Community Benefits** describes the requirements, guidelines, and processes related to community benefits that apply to major office/R&D development projects. This chapter reflects the top priorities for benefits to be provided by entitled projects as articulated during the creation of this Specific Plan.

- **Chapter Eleven: Implementation** discusses the implementation process that will follow immediately upon adoption of the Plan, the requisite physical and programmatic improvements needed to effectively carry out the Plan’s vision, and finally potential funding opportunities and financing strategies for improvements recommended in this Plan.
- **Appendix A: Fiscal Impact Analysis.** This appendix provides employment and fiscal impact analyses for implementation of the Specific Plan *[to be included with final Plan]*
- **Appendix B: Land Use Definitions** *[to be included with final Plan]*
- **Appendix C: Mitigation Monitoring and Reporting Program (MMRP)** *[to be included with final Plan]*



## COMMUNITY ENGAGEMENT

# 2

This chapter describes the public outreach and engagement process, led by the City of East Palo Alto, for the update to the Ravenswood Business District/4 Corners Specific Plan. The process included participation by a wide swath of the community, including residents of nearby neighborhoods including University Village and Weeks, community groups such as Youth United in Community Advocacy (YUCA) and Envision-Transform-Build East Palo Alto (ETB), planners from regional agencies, and groups representing property owners such as the Ravenswood Shores Business District, among many others.

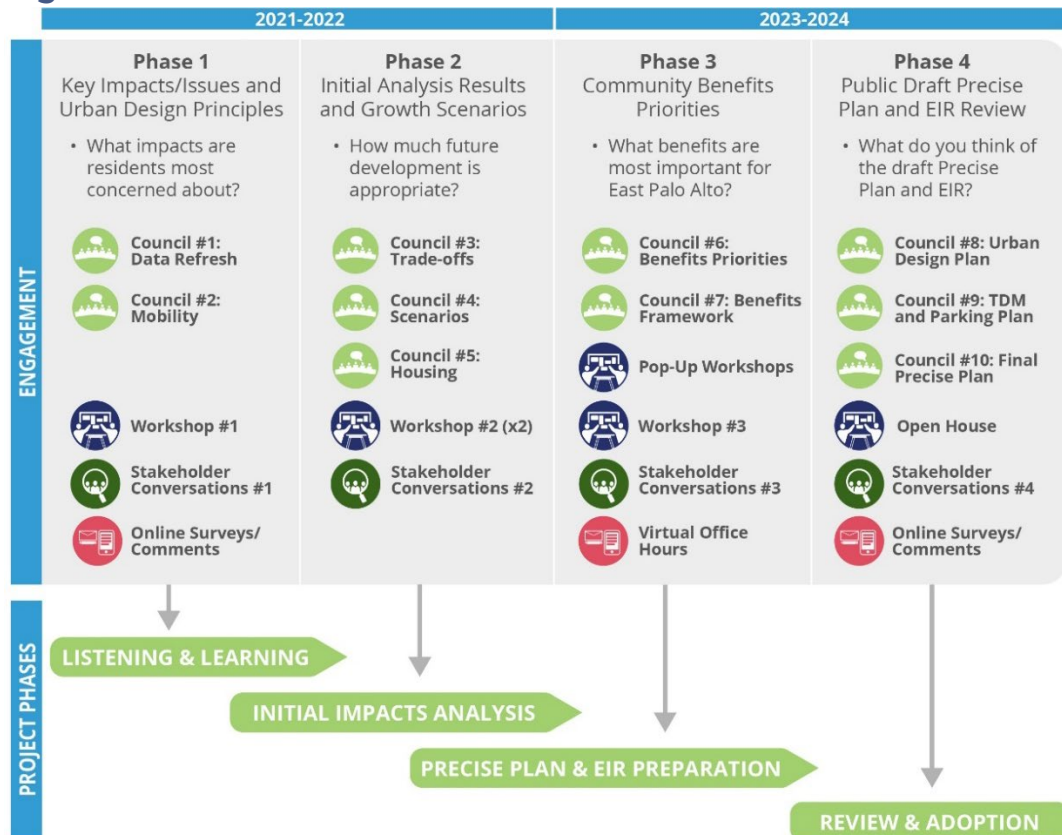
## 2 COMMUNITY ENGAGEMENT

The fundamental goals of this planning and engagement effort were to:

- **Listen and learn from the community about their concerns**, in order to develop a future growth and development scenario that minimizes impacts on existing neighborhoods, businesses, and residents.
- **Identify the key physical design outcomes desired by the community** to help inform new objective design standards, with an overall goal of developing a “complete neighborhood.”
- **Understand the community’s top priorities for benefits** in order to craft a framework and process in the Plan that will assure an effective, sustainable, and fair partnership between the community and the long-term investors/owners in the Plan area.

Figure 2-1 shows how the public process informed the update of the Specific Plan, at key points.

**Figure 2-1: Public Process**

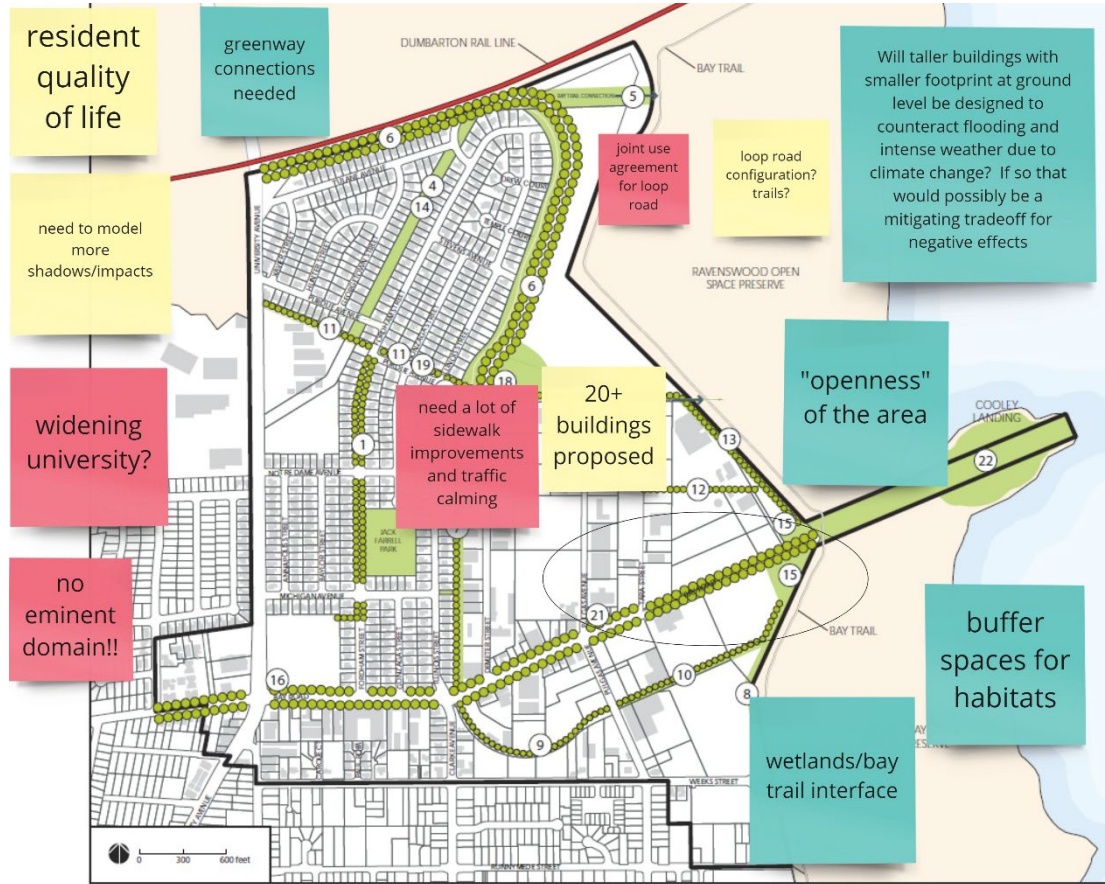


## Summary of Engagement Activities

For the Specific Plan update, the City developed an extensive strategy and plan for public outreach, based around a transparent process that iteratively incorporated feedback from community, organizations and intentionally reached out to underrepresented groups. Between 2021 and 2024, this highly inclusive engagement included all of the following:

- A website with regularly updated project information and a calendar of scheduled public events/hearings.
- A series of public workshops that introduced the community to the Specific Plan Update process and allowed residents and stakeholders to provide invaluable feedback at key points of the process including the generation of the primary CEQA alternative.
- Regular presentations given to City Council and Planning Commission Meetings that provided the City decision-makers and the general public with updates on the project and other important information related to the Plan's land use, urban design, housing, and mobility issues.
- "Pop-Up" workshops held in various parts of the city to engage with the community in an informal setting while providing them with up-to-date information on the Specific Plan effort.
- Regular (at times monthly) meetings between the City team and the key property owners/developers in the Plan Area, to ensure that the Specific Plan is implementable immediately upon adoption.
- Online engagement at various phases of the project, held at multiple times of day in order to maximize accessibility for all populations who live in East Palo Alto. Opt-in web surveys were conducted to mirror in-person workshops, and informal "Office Hours" were offered for follow-up questions after formal events.

Figure 2-2: Community Input Gathered at Workshop #2



- The only hope/improvement is the Marsh/Bayfront expressway getting transformed into a real highway. An on-going project with MenloPark/Caltrans
- Narrowing streets will reduce speed and provide more street parking.
- Bike safety - need improvement on University and connections from East Palo Alto to Palo Alto.
- Would like to reduce traffic within the city, encourage alternative modes to driving.
- Need more than exit from 101 to University.
- don't trust the improvements will come!
- Need to engage regionally.
- TDM ordinance will apply
- how does EPA tie into the regional network?
- where are our regional big money projects...
- Heavy traffic on Pulgas from Embarcadero/Oregon exit

## Community Meetings and Workshops

This section describes the community meetings that the City held as part of the planning process. Due to the COVID-19 pandemic, initial engagement activities were conducted virtually.

### **Virtual Public Workshop #1: Introduction to the Specific Plan Update**

In May 2021, the City virtually held an initial community workshop to share information about the Specific Plan update process and proposed developments in the area. At the workshop, residents and stakeholders were invited to share their ideas, concerns, and vision; and engage with fellow residents, stakeholders, and City staff. Participants worked in small breakout groups to discuss their desired vision for new development in the Ravenswood Business District / 4 Corners.

### **Virtual Public Workshop #2: Maximum Growth Scenarios**

A second virtual public workshop was held in September 2021 to discuss potential growth scenarios for the Plan Area, and the potential impacts and benefits of each scenario on community benefits, transportation, infrastructure, jobs, affordable housing, and open space. The primary goal of this workshop was to give the community an opportunity to provide input on the different growth scenarios before the City began a comprehensive analysis of each scenario. The project team refined the growth scenarios based on input from this workshop.

### **Virtual Public Workshop #3: Community Benefits**

At the Community Benefits Virtual Public Workshop, held in March 2021, residents and stakeholders shared ideas and voted on community benefits in the RBD. After sharing an overview of the status of the Specific Plan Update process and a presentation on required community benefits from RBD developments, attendees participated in small, breakout groups to discuss their priorities for community benefits.

### **In-Person “Pop-Up” Workshops**

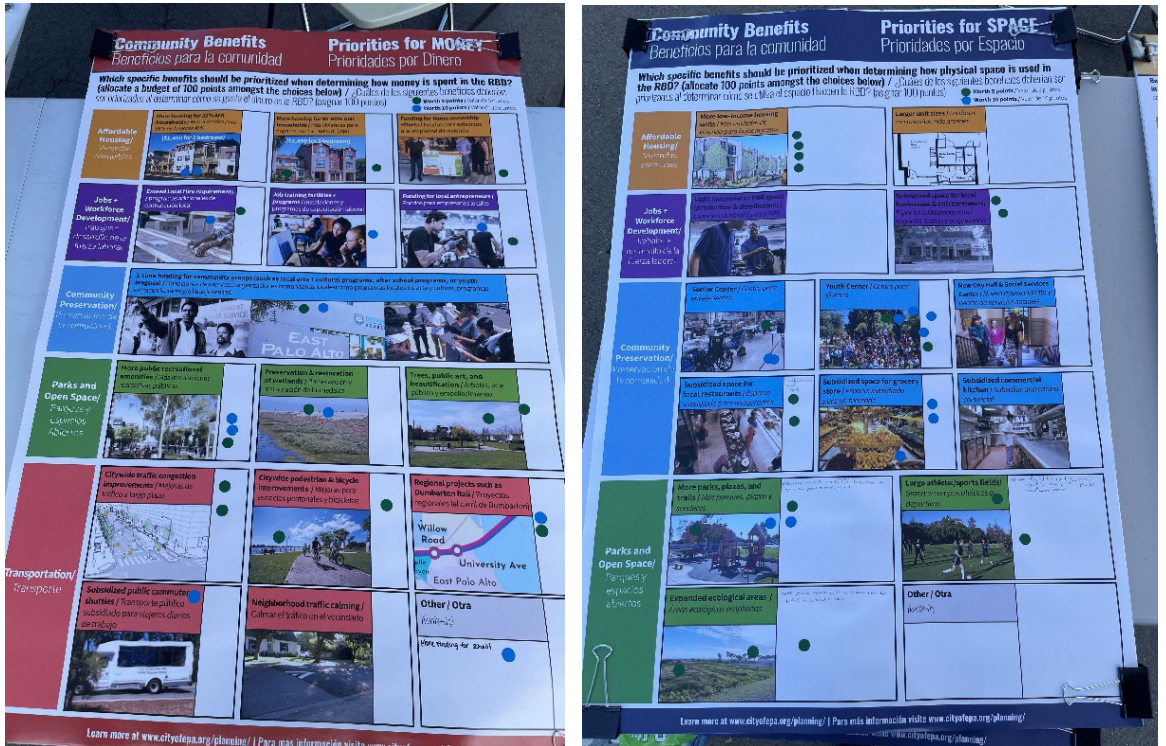
The City held four in-person informational “pop-up” workshops in different areas of the city: two events at Fresh Approach Farmer’s Market, one event at Jack Farrell Park during the 25th Anniversary of the Fordham Street Faire, and one event during the Community Music Festival hosted by Moveable in September 2022.



Figure 2-3: Community Pop-Up at Farmer’s Market



Figure 2-4: Community Pop-Up Feedback at Jack Farrell Park





## Stakeholder Meetings

The City assembled a select group of key stakeholders representing a variety of community interests to help guide the Specific Plan process by providing input at key points in the project; reaching out to members of the community to encourage their involvement; and making recommendations to the Planning Commission and City Council. The CAC held five meetings prior to the publication of the Draft Specific Plan:

Key community organizations that were engaged in the process included:

- YUCA (Youth United in Community Action)
- EPACANDO
- ETB/Renter's Coalition
- Nuestra Casa
- Community Legal Services
- EPACENTER
- The Primary School of East Palo Alto

Key regional environmental groups that were consulted included:

- Midpeninsula Regional Open Space District
- Citizens Committee to Complete the Refuge
- Sierra Club
- Green Foothills
- Canopy
- MTC Bay Trail Program

## Community Outreach

During the course of the project, the City made a concerted effort to reach out to members of the community in a number of different ways in order to inform them about key milestones, , In response to community comments during early phases, the City intentionally expanded the scope of the project's outreach and engagement, including:

- Project website with event calendar, background resource materials, and summaries of all public events

- A large physical billboard located at a major Plan Area intersection that announced project meetings (University Avenue & Bay Road)
- Several rounds of postcard mailers sent to all City addresses
- A listserv containing the emails of thousands of interested residents and stakeholders who received regular electronic updates.

### Planning Commission and City Council Meetings

East Palo Alto's Planning Commission and City Council both took an active role throughout the process of updating the Specific Plan. They contributed their input at the following meetings:

#### 1 City Council Meeting #1: Existing Conditions

On March 23, 2021, the City Council discussed the preliminary findings around key constraints and existing conditions in the Specific Plan Area.

#### 2 City Council Meeting #2: Mobility

On June 8, 2021, the City Council held additional discussions related to mobility challenges and potential solutions in the Specific Plan Area.

#### 3 Joint Planning Commission/City Council Meeting #3: Trade-Offs

On September 28, 2021, the Planning Commission and City Council held a joint meeting to discuss the trade-offs of different amounts of office and R&D development in the Specific Plan area.

#### 4 City Council Meeting #4: Growth Scenarios

On November 18, 2021, the City Council met to render a decision on the maximum growth scenario(s) to be studied under the Specific Plan Update CEQA process.

#### 5 City Council Meeting #5: Housing

On February 1, 2022, the City Council decided on the total number of housing units to study under CEQA in the Specific Plan area, and which locations are appropriate for studying residential uses.

**6 City Council Meeting #6: Community Benefits**

On May 17, 2022, the City Council presented the summary results of resident input related to community benefits from new development and discussed priorities and policy mechanisms related to benefits for East Palo Alto.

**7 City Council Meeting #7: Community Benefits**

On July 26, 2022, the City Council met to discuss community benefits and confirmed the framework of policies and requirements that will guide provision of benefits from RBD developments.

**8 City Council Meeting #8: Land Use and Urban Design**

On April 25, 2023, the City and project team provided the City Council and the public with an update on key Specific Plan issues including urban design standards/concepts, view corridor protections, land use, and transportation/utilities analysis.

**9 City Council Meeting #9: Parking and Mobility**

On July 25, 2023, the City and TDM Program consultant provided City Council with a presentation on a proposed framework for implementing the citywide Transportation Demand Management (TDM) Ordinance, formation of a Transportation Management Association (TMA), and parking policies.

**Key Community Desires**

A number of key requests emerged from the community engagement that form the basis of this Plan’s community benefits framework:

- Ensure that the long-standing East Palo Alto community and its culture are preserved and not lost due to changes brought on by development in the Plan Area.
- While this development offers many opportunities, the most critical one is to seize the chance to redirect outside investment towards reintroducing the founding vision of the City, which was to build something for the people, to create a community with a permanent stake in its own prosperity and flourishing.

## 2 COMMUNITY ENGAGEMENT

- Expand the opportunities for community ownership. Expanding opportunities for local ownership, including both home ownership and business ownership by residents, is critical to the Plan's success.
- Ensure that there is transparency and fairness in the amount/financial value of benefits provided by developers for the community. The community should enjoy direct and long-term benefits from development, and that benefit should be in proportion to the increased entitlement value granted.
- Allow the community to be involved in the future decision-making process about community benefits. The community should have an opportunity to provide recommendations related to the distribution of community benefits funds and spaces provided by developments, rather than leaving all decisions to the City Council.
- Ensure that benefits are sustainable for the long-term. Community members called for clear mechanisms to ensure ongoing benefits accrue to the community and will persist for as long as impacts are felt from new developments.
- Mitigate the impacts of new commercial development on housing affordability. Since new development brings in employees from outside the City and in turn this will intensify the demand for housing in East Palo Alto, the allocation of office space should be tied to the construction or support for new affordable housing.
- Ensure that the most important priorities identified by the community are achieved. These top priorities for benefits are:
  - **Affordable housing.** The community asks that projects build or otherwise enable the construction of new deed-restricted rental housing (primarily for 35 to 60% AMI households) and also provide funding for home ownership or anti-displacement programs. Both of these approaches are necessary to keep existing residents rooted in the City and to attract former residents to return home. New income-restricted apartments should match actual East Palo Alto incomes, with the main focus on 35 to 60% AMI households and a secondary focus on 60 to 100% AMI households to

## COMMUNITY ENGAGEMENT

serve recent college graduates. Promoting home ownership is critical to neighborhood preservation and can be achieved through financial support for City programs such as the Second Unit fund or First Time Homebuyer program.

- **Job training and education.** The community understands a successful economic future is based around upward mobility for residents and gaining access to a mix of middle- and higher-income skilled jobs. Residents want a consistent upskilling pipeline with resource centers, afterschool classes for kids, mentors/training for young adults, internships for high schoolers, and finally leading to subsidized or free incubator spaces for local start-ups/digital entrepreneurs.
- **Attainable, middle-income jobs.** In addition to job training and education to eventually reach higher-skilled professions, the community desires immediate access to a mix of lower- and middle-income jobs that do not require four-year college degrees. This could be achieved through funding and space for local retailers or merchants, trades schools/associate degree programs or vocational education, support jobs and ancillary services related to office and R&D, inclusion of ground-floor flex space in developments, and continuation or expansion of light industrial uses in the area.
- **Support and spaces for community businesses, organizations, schools, and individuals.** Both funding and space should be reserved for use by East Palo Alto residents and businesses, including but not limited to existing or





## 2 COMMUNITY ENGAGEMENT

displaced small businesses, local co-working space, commercial kitchen space, non-profit space, community events/programs, local sports leagues, local artists, organizations that fund educational opportunities, and fabrication/makerspaces. Residents generally preferred that this space be prioritized for community use rather than the local City government.

See [Chapter 4, Vision and Strategies](#), and [Chapter 10, Community Benefits](#) for additional details on the policies, standards, and mechanisms that will ensure that the community receives the benefits that it expects.



## EXISTING CONDITIONS

# 3

This chapter describes the Plan Area as it existed prior to this Specific Plan's adoption. The information in this chapter helps to explain the context within which the Specific Plan was prepared, including a brief overview of demographics in the Area.

Information in this chapter is based on fieldwork and research initially conducted between 2009 to 2011 and refreshed between 2021 and 2023.

*Sources of statistics used in this chapter (and throughout the EIR and Specific Plan) include: the 2022 5-Year American Community Survey, which provides detailed estimates of community structure and is the most recent full dataset available at the time of preparation of this Specific Plan; the U.S. Department of Finance, which provides the most recent overall figures for population and housing units in the City of East Palo Alto; and the Association of Bay Area Governments (ABAG), which provides the most commonly used projections for future growth by year 2040.*



Source: East Palo Alto Community Archive, 2022

## Historic Context

East Palo Alto was first settled by the Ohlone Indians because of its abundance of natural resources, including numerous varieties of acorns; marshland edible plants and shellfish; and game animals such as mule deer and tule elk. It was later settled by Spanish missionaries in the late 1700s. Following Spanish settlement, much of the land that is now East Palo Alto was acquired by Isaiah Churchill Woods in the early 1850s. Woods saw East Palo Alto's potential to become a port for transporting goods from San Francisco to the Peninsula, particularly because of the potential for a wharf at Cooley Landing. There was also speculation that the western terminus of intercontinental rail service would eventually arrive near East Palo Alto. Many of these hopes did not ultimately come to fruition, due in part to the parallel growth and economic success of Redwood City.

Into the early 20th century, East Palo Alto remained a largely rural community with a heavy emphasis on farming. As time went on, the importance of farming diminished and suburban development began to occur. In addition, industrial uses began to emerge within East Palo Alto, particularly in the Plan Area, to take advantage of Ravenswood's rail spur and regional location. The legacy of this shift towards industrial development is still present in the Plan Area today.

## Demographics and Community Profile

During the last decade, there have been a number of demographic changes in the City and Plan Area that reflect regional and national trends. This includes increasing housing prices, changes in population and racial composition, and an expansion of the technology sector in the Bay Area.

### Population and Ethnicity

Since the time of the previous Plan, racial composition in the City has shifted, with a marked decrease in African American residents and a corresponding increase in Pacific Islander, Asian, and White residents. The City and the Plan Area share several characteristics which are distinctly different from neighboring jurisdictions and the broader Silicon Valley region, including aging residents and larger than average household sizes. The City and the Plan Area have experienced a 30% increase in residents aged 45-64 years since 2010. While average household size in and near the Plan Area has decreased slightly to 4.1 persons/household, it is still greater than the Citywide average (3.8 persons/household) and significantly higher than the San Mateo County average of 2.8 persons/household. This suggests that there is a need to develop additional dwelling units (both ownership and rental) to provide increased housing choice for lower-income families experiencing overcrowding. Working residents in the Plan Area are mostly employed outside of the community, and current commuting patterns are dominated by automobile travel, in part because of the lack of convenient and affordable transit options.

### Housing Cost and Demand

Housing is becoming more expensive and more in demand in both the Plan Area and East Palo Alto as a whole. Over the past decade, vacancy rates have declined from 5.5% to 4% in the Plan Area and from 11% to 5.7% in the City. Median home value has increased 40% around the Plan Area and by 30% in the City. Market-rate rents in East Palo Alto have surpassed rents in the County even though they were lower than the County average in 2010. Rental income limits for affordable units in the City have increased significantly by more than 50% for 1-bedroom units and over 60% for 2 bedrooms since 2010. Table 3-1 describes the specific income limits that are affordable for residents in East Palo Alto:

**Table 3-1: Affordable Housing Rent and Income Limits, 2021**

	Household (Unit) Size				
	1 Person (Studio)	2 Person (1 BD)	3 Person (2 BD)	4 Person (3 BD)	5 Person (4 BD)
<b>Market Rents and Utilities</b>					
Average Market-Rate Rent (a)	\$1,849	\$2,332	\$3,216	\$6,105	\$5,051
Utility Costs (b)	\$23	\$28	\$36	\$43	\$51
<b>Maximum Affordable Monthly Rent</b>					
<b>Extremely Low Income (up to 30% AMI)</b>					
Household Income (c)	\$36,550	\$41,800	\$47,000	\$52,200	\$56,400
Max. Affordable Monthly Rent (d)	\$891	\$1,017	\$1,139	\$1,262	\$1,359
Amount Above (Below) Market Rate Rent	(\$958)	(\$1,315)	(\$2,077)	(\$4,843)	(\$3,692)
<b>Very Low Income (31-50% AMI)</b>					
Household Income (c)	\$60,900	\$69,600	\$78,300	\$87,000	\$94,000
Max. Affordable Monthly Rent (d)	\$1,500	\$1,712	\$1,922	\$2,132	\$2,299
Amount Above (Below) Market Rate Rent	(\$350)	(\$620)	(\$1,295)	(\$3,973)	(\$2,752)
<b>Low Income (51-80% AMI)</b>					
Household Income (c)	\$97,600	\$111,550	\$125,500	\$139,400	\$150,600
Max. Affordable Monthly Rent (d)	\$2,417	\$2,761	\$3,102	\$3,442	\$3,714
Amount Above (Below) Market Rate Rent	\$568	\$429	(\$115)	(\$2,663)	(\$1,337)
<b>Moderate Income (81-120% AMI)</b>					
Household Income (c)	\$120,200	\$137,350	\$154,550	\$171,700	\$185,450
Max. Affordable Monthly Rent (d)	\$2,982	\$3,406	\$3,828	\$4,250	\$4,585
Amount Above (Below) Market Rate Rent	\$1,133	\$1,074	\$612	(\$1,856)	(\$466)

Notes: (a) Data reflect average asking rates of units in multifamily properties of five units or more in East Palo Alto as of late March 2021. (b) Housing Authority of the County of San Mateo allowances for tenant-furnished utilities and other services for a multifamily unit that uses gas cooking, heating, and water heating, as well as electricity for lights and appliances. The allowance is based on the number of bedrooms in the unit and a household is assumed to have one bedroom fewer than the number of people in the household. (c) Based on California Department of Housing and Community Development income limits for 2020. (d) These figures are 30% of gross monthly household income, the maximum amount that a household can spend on housing expenses without being considered cost burdened.

Sources: California Department of Housing and Community Development, 2020; CoStar Group, 2021; BAE, 2021.

## Household Income and Economic Conditions

Overall, the City of East Palo Alto is at an economic disadvantage compared to other cities in affluent San Mateo County. East Palo Alto has significantly lower median incomes, higher unemployment rates, higher poverty rates, and fewer jobs per employed resident than surrounding jurisdictions.

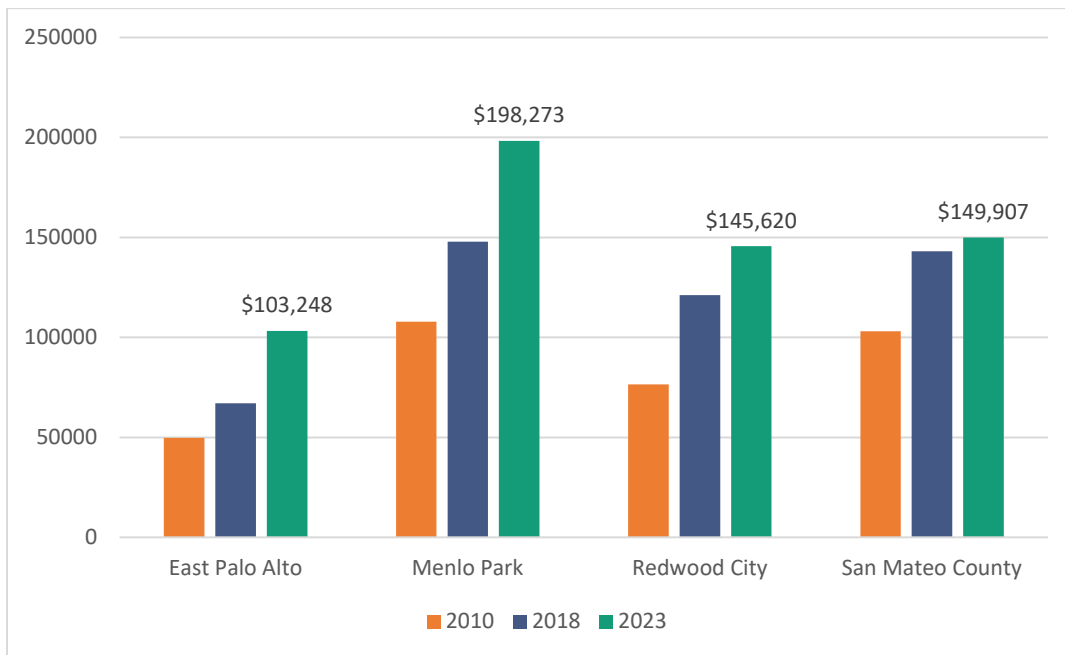
**EPA incomes remain far lower than in surrounding cities.** While income in the City has grown steadily since 2010 (household income more than doubled from \$49,711 to \$103,438), it has not kept pace with income growth in the County at large, where the median income increased from \$103,000 to \$149,907 during that same time. In fact, City income has fallen as a percentage of County income over the past decade. Household



incomes also vary greatly by neighborhood in East Palo Alto; incomes in certain areas are 15-25% higher than elsewhere in the City. For example, the average household income in Weeks and Gardens Neighborhoods is \$98,000 compared to \$57,000 on the Westside.

Most significantly, over one-third of households in the Plan Area and East Palo Alto have annual incomes less than \$50,000, which suggests a need for retailers and services that are affordable to lower- and middle-income family households.

**Figure 3-1 Median Household Income**



### Educational Attainment

For both the Plan Area and East Palo Alto, educational attainment data point to the need for aggressive education and workforce training efforts in the community. Approximately 54 percent of Plan Area residents and 52 percent of East Palo Alto residents do not graduate from high school.

The trends in the workforce do not necessarily align with the educational characteristics of the City and Plan Area residents at large. The workforce in East Palo Alto and the Plan Area has grown larger, aged, and become more educated. In contrast, educational attainment of the City and Plan

# 3

## EXISTING CONDITIONS

Area population is low (and significantly lower than the County average). 32% of East Palo Alto residents and 34% of Plan Area residents have less than a high school or high school education, no college level education compared to 25% countywide (Table 3-2).

**Income in the City is highly correlated to educational attainment.**

Residents with a Bachelor’s degree earn more than double compared to those with less than a high school education (\$63,474 versus \$30,999). Those with a graduate degree earn more than three times those with a high school education (\$100,565).

**Table 3-2 Educational Attainment in the City and County**

<b>Educational Level</b>	<b>City</b>	<b>County</b>
Less than 9 <sup>th</sup> Grade	24.8%	2.2%
9 <sup>th</sup> to 12 <sup>th</sup> Grade	9.7%	8.2%
High School Graduate	24.2%	15%
Some College	17%	16.6%
Associate’s Degree	3.7%	7%
Bachelor’s Degree	12.1%	29%
Graduate Degree	8.5%	22%

### Employment and Market Conditions

The main industries that workers in the Plan Area are employed in have changed since 2010. In 2010, the top industries were Accommodation and Food Services (35.6%), followed by Construction and Manufacturing (17.3%). Currently, Health Care is the number one industry in the Plan Area (comprising 35.6% of jobs), which is nearly twice the proportion of healthcare workers in the City overall (Table 3-3).

**Table 3-3 Top Four Industries in the Plan Area and City**

Rank	Plan Area	Share	City	Share
1	Health Care	35.6%	Retail	22.1%
2	Construction & Manufacturing	20.3%	Health Care	17.4%
3	Accommodation & Food Services	15.1%	Accommodation & Food Services	15.8%
4	Public Administration	12.5%	Professional Services	13.8%

Source: LEHD, *On the Map*, 2022.

During hard economic times, unemployment typically rises faster and higher in East Palo Alto compared to neighboring jurisdictions. In the midst of the 2010 economic depression, unemployment was 19.2% in East Palo Alto, while in adjacent Menlo Park the unemployment rate was 6.7%.

### Jobs-Housing Ratio and Jobs-Housing Fit

East Palo Alto suffers from a jobs/housing imbalance, with far more residents than jobs. A typical surrounding jurisdiction has more jobs than employed residents. East Palo Alto is the opposite, with 0.35 jobs for each employed resident in 2022. This would be one of the lowest rates in the State (compared to 0.82 in San Jose or 1.06 in San Francisco).

Another way of looking at jobs and housing is the number of Jobs Per Occupied Housing Unit. East Palo Alto’s number is at 0.52, which is lower than San Mateo County average of 0.70. Again, it is one of the lowest ratios of the cities in the South Bay/Peninsula (compared to 0.82 in Palo Alto, 0.70 in Menlo Park, 0.72 in Mountain View, 0.64 in Redwood City).

**Table 3-4 Growth Projections for the City and Region**

	East Palo Alto		Menlo Park		San Mateo County	
	2022	2040	2022	2040	2022	2040
Total Population	29,888	36,090	31,700	38,500	76,100	96,200
Households	7,610	8,675	12,850	15,430	28,600	36,260
Total Jobs	5,225	6,660	26,350	35,990	51,930	70,250
Employed Residents	15,101	13,395	16,520	22,930	46,470	66,390
Jobs/Employed Residents	0.35	0.50	1.60	1.57	1.12	1.06

Source: ABAG 2040 Projections.

### Jobs-Housing Fit

Jobs-housing “fit” is an alternative way of exploring the relative mismatch between wages and housing affordability. Fit considers the right alignment between the housing stock and the income level of households in a community. Specifically, it is measured as the ratio of low-wage jobs (<\$3,333/month) to low-cost rental units (<\$1,500/month) in a jurisdiction. On this scale, East Palo Alto scores relatively well, with around 2.1 low-wage jobs per low-cost rental unit. The development envisioned by the Specific Plan would have a significant impact on the jobs housing ratio in the City. ABAG projections suggest that in 2040 East Palo Alto will still have less than half a job (0.52) per employed resident, far lower than other jurisdictions in San Mateo County which will continue to have many more jobs than employed residents.

- Given that the development in the Specific Plan area is anticipated to include substantial office and R&D/lab uses, it will be essential to invest in workforce training to ensure that residents can take advantage of these new jobs. Currently, there is a mismatch between the educational attainment and occupations of residents and the projected occupations/skill requirements of new jobs in the Specific Plan area. Future R&D/life science uses are likely to include occupations that pay livable wages and would be accessible to residents without Bachelor’s or advanced degrees through technical and on-the-job training.

## EXISTING CONDITIONS

- Flex/industrial uses may provide greater opportunities to offer livable wage jobs that are a better match for the resident workforce; however, market conditions do not favor construction of flex/industrial space without public interventions. Flex/industrial jobs usually offer livable wages and upward mobility.
- Retail/amenity education and skills requirements are compatible with a relatively large share of residents, but these jobs pay lower wages and provide fewer benefits. Investing in small business development could be explored as an alternative way to increase economic opportunity for residents in future retail/amenity spaces.

## Land Use

The term “land use” refers to the way that a property is developed and the activities that take place on the property. This section summarizes land use issues in the Plan Area.

## Existing Uses

The Plan Area has a variety of existing land uses, with an emphasis on retail, light industrial, community/special use, and multifamily housing. Relatively few significant land use changes have occurred in the past decade, with the main exceptions being residential development at Courtyard Housing, the Ravenswood Family Health Center, and EPACENTER. Table 3-2 provides totals for each land use in the Plan Area, while Figure 3-2 shows a map of the existing land uses.

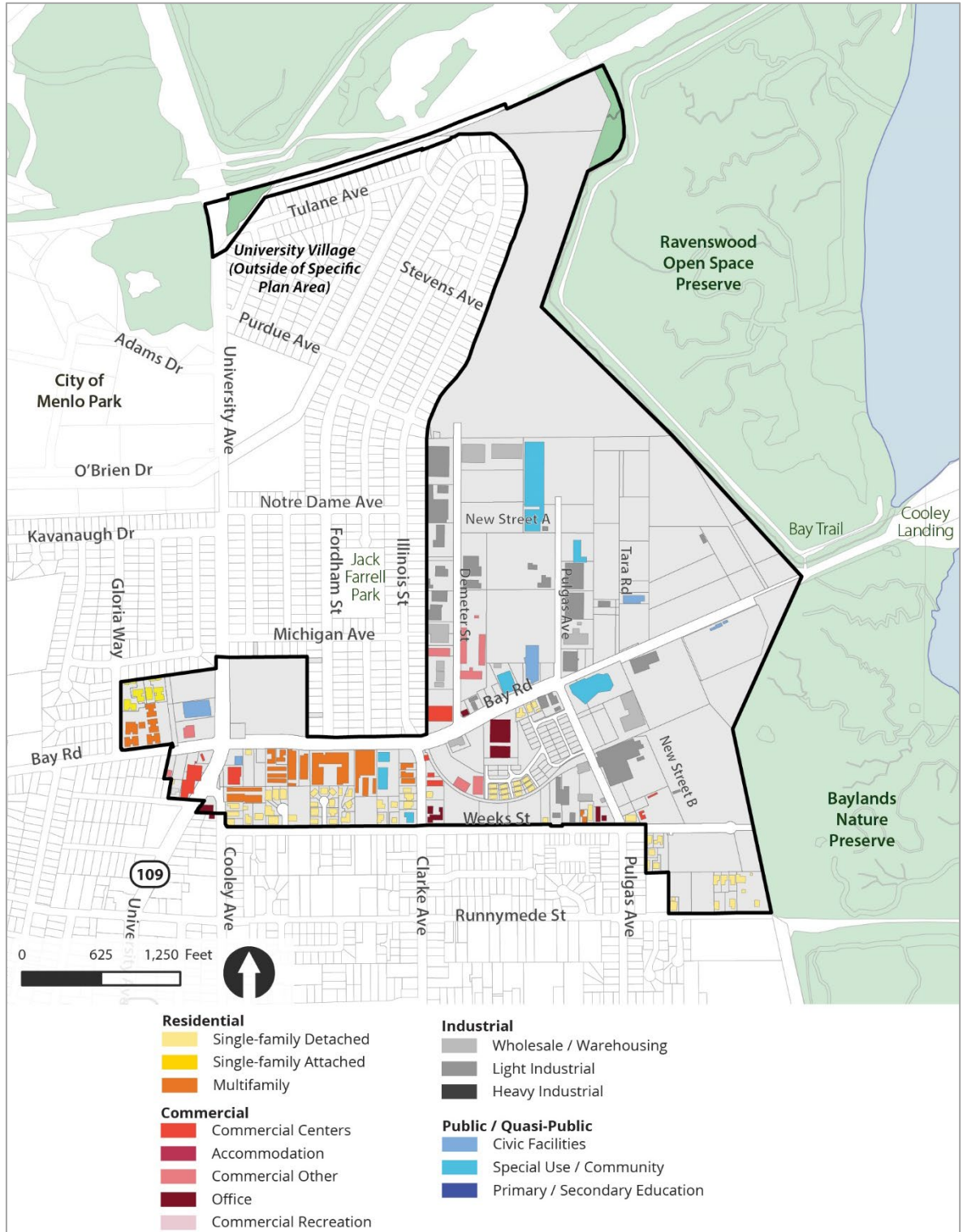
**Table 3-5: Existing Land Use (2023)**

	Non-Residential					Residential
	Office	R&D/Life Science	Light Industrial	Retail	Civic/Community	Housing Units
<b>Existing Plan Area</b>	125,000	0	125,000	200,000	100,000	350 (1,160*)
<b>City Total excluding Plan Area</b>	600,000	0	75,000	350,000	100,000	7,992
<i>City &amp; Plan Area</i>	750,000	0	200,000	550,000	200,000	8,342

(\*including housing units in University Village, formerly within Plan Area)

# 3 EXISTING CONDITIONS

**Figure 3-2: Existing Land Use**





## EXISTING CONDITIONS



Courtyard Housing  
apartments



CENTERARTS



City Hall and County  
Library

- **Single-Family Residential.** A small number of single-family homes are located along the south side of Bay Road, along Weeks Street, and in the southeastern corner of the Plan Area.
- **Multi-Family Residential.** Multi-family residential uses, which include duplexes, triplexes, apartment buildings, condominiums, and townhomes, are generally concentrated along Bay Road.
- **Retail.** Retail uses in the Plan Area include corner stores, salons, restaurants, cell phone stores, clothing stores, and other small, neighborhood-serving businesses. Retail is most heavily concentrated in the 4 Corners area, near the Bay Road/University Avenue intersection.
- **Office.** Office uses are relatively rare in the Plan Area, with the Bloomhouse office building located at the end of Pulgas Avenue and another located on the north side of Bay Road. A future JobTrain office is planned on the west side of Pulgas Avenue.
- **Public/Institutional.** Public and institutional uses include social services, churches, schools, medical/health facilities, and government buildings. These uses are spread throughout the Plan Area. One notable public use in the Plan Area is the San Mateo County East Palo Alto Government Center, located on the west side of University Avenue just north of Bay Road. The building includes East Palo Alto's City Hall, the City Council chambers, a community meeting room, and a public library. A second large public use is the EPACENTER, located at Bay Road and Pulgas Avenue.
- **Industrial.** Industrial uses include manufacturing businesses, repair shops, warehouses that distribute goods, storage facilities, and other similar uses. These uses are generally located in the Ravenswood Business District in the eastern half of the Plan Area.

# 3

## EXISTING CONDITIONS

- **Park/Open Space.** Jack Farrell Park, located in the University Village neighborhood, is the only existing park located in the Plan Area. Additionally, a park is located at Cooley Landing, at the far east end of Bay Road. Open space is found at the bay's edge, where development is prohibited or strictly limited.
- **Infrastructure.** Utility infrastructure includes rail corridors, utility corridors, electrical substations and similar equipment. A major electrical substation is located at the east end of Bay Road, near Cooley Landing. Utility transmission infrastructure is also present in the Plan Area. Most notably, Pacific Gas & Electric (PG&E) towers and transmission lines are highly visible along Purdue Avenue in the University Village neighborhood. Another major infrastructure feature in the Plan Area is the Hetch Hetchy Aqueduct, owned by the San Francisco Public Utilities Commission (SFPUC), which carries water from Yosemite National Park to cities on the peninsula, including East Palo Alto. The Aqueduct runs southeast beneath the University Village neighborhood and passes beneath the Costaño Elementary School site. Additionally, active and former rail corridors are located along the northern boundary of the Plan Area and through the interior of the block bounded by Bay Road, Clarke Avenue, Pulgas Avenue, and Weeks Street.
- **Vacant Properties.** The Plan Area includes many properties that are undeveloped and contain no usable structures. Vacant properties are widespread in the Plan Area, the largest and most concentrated of which are located in the eastern half of the Plan Area. Some are former industrial sites; others appear to have never been developed. The most visible vacant site is located at the northeast corner of the Bay Road/University Avenue intersection. These sites provide no benefit to the City or the community in their current state.



Jack Farrell Park entrance



Bay Road Phase II Improvements

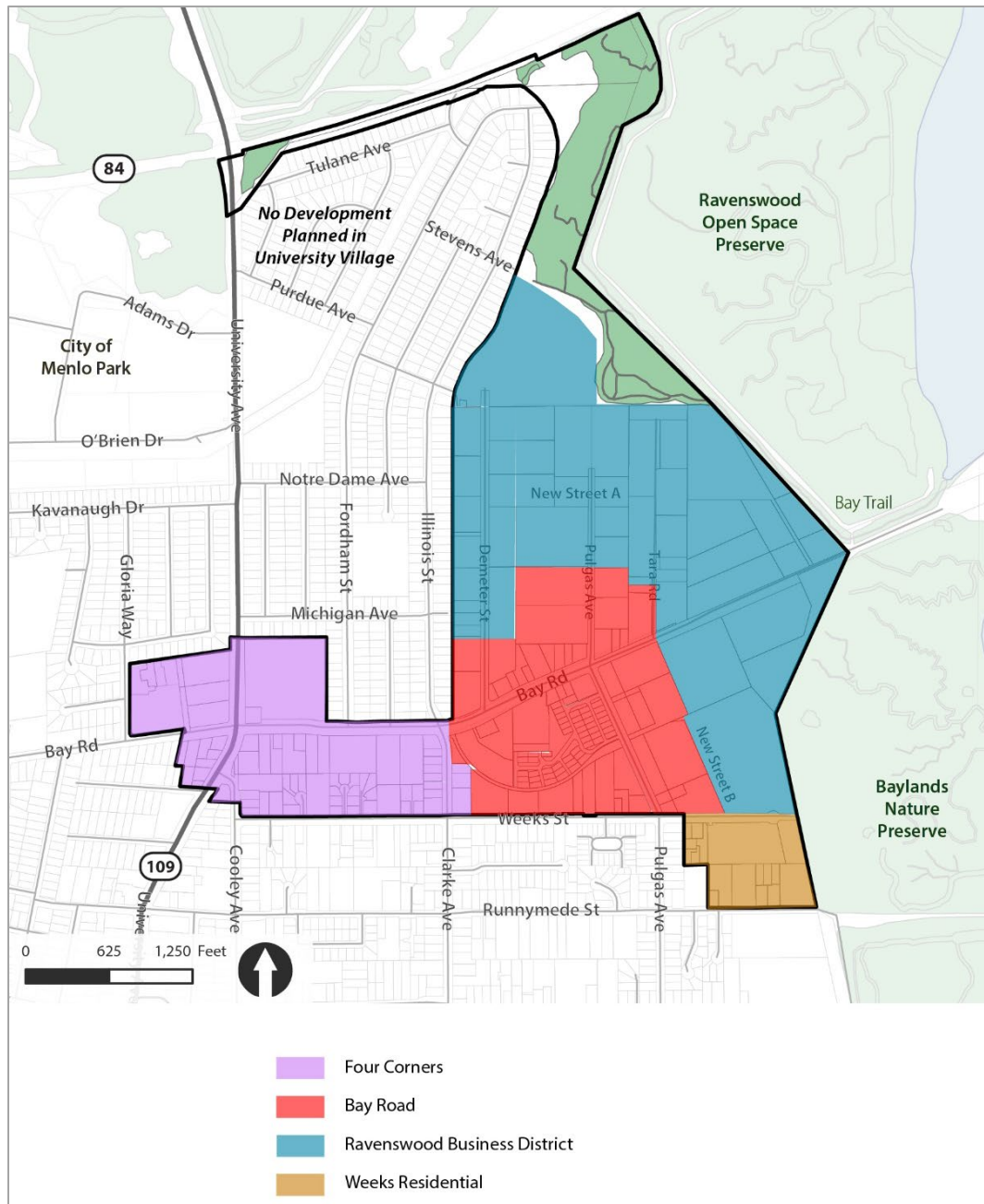


4 Corners vacant site

## Urban Design Character

This section describes the physical form and appearance of the Plan Area’s distinct neighborhoods, districts, and corridors. Figure 3-3 shows a map of these subareas. Locations outside of these four subareas in the Plan Area are not appropriate for urban development.

**Figure 3-3: Urban Design Subareas**





### 4 Corners Subarea

The primary physical feature of the 4 Corners subarea is the intersection of University Avenue and Bay Road. Three corners are developed with one-story structures behind surface parking lots. The fourth corner is a large vacant lot with a fence, creating a void in the built landscape.



Moving away from the primary intersection, the physical environment changes in four different ways. Up University Avenue to the north is the San Mateo County East Palo Alto Government Center building, a three-story building from the 1970s with precast concrete and horizontal windows. It is the home of East Palo Alto's City Hall, as well as the East Palo Alto Branch Library and County offices. Down University Avenue to the south are single-story commercial buildings that line both sides of University Avenue. The buildings on the west side are brightly painted, engage the street, and generally have zero side setbacks and minimal front setbacks, though these are not uniform. On the east side, south of the concrete block Post Office, is a commercial strip that sets back behind parking.

West of the 4 Corners intersection, Bay Road has a number of commercial buildings on its south side, some of them offices in converted houses. Many of these are set back considerably from the street and contain surface parking areas in front. Across Bay Road from these buildings are recently built and well-maintained two-story apartments with landscaped setbacks and prominent trellis features, marking entry to a shared open space. To the east of University Avenue along Bay Road are more apartments, old and new, some well maintained and others not. The apartment buildings generally have pitched roofs, and their façades are composed of brick and concrete materials. These buildings are set back moderately from Bay Road and help to frame the street.

The 4 Corners subarea also includes areas located on the north side of Weeks Street, from Cooley Avenue to Pulgas Avenue. This area generally includes one-story single-family houses, most with approximately three-foot fences in the front. These homes are set back generously from the street and include substantial front yards.

## Ravenswood Business District Subarea

This subarea contains a variety of structures, the majority of which are utilitarian in character and were designed for industrial use. A typical characteristic of this type of development is that each building has space around it on all sides, and most turn their back to the street. The structures are generally single-story, large floorplate buildings greater than 15 feet in height so as to accommodate trucking, loading and shipping activities. For many of these properties, the prominent feature from the street is the fence around the lot, which is often six feet high or more. This type of development is prominent north and south of Bay Road on Demeter Street, Pulgas Avenue, and Tara Street.



Vacant land and outdoor storage areas are also prominent in this subarea. These uses make the visual character of the area seem discontinuous, and property lines are often indistinguishable. However, an exception to this is EPACENTER at the corner of Bay Road and Pulgas Avenue. The EPACENTER (shown at right), is a two-story complex completed in 2022 that houses a creative youth development organization. The complex blends the boxy warehouse character of the surrounding buildings with colorful, modern accents and open elements like glass foyers and long breezeways.



The visual character of the southeast corner of the Ravenswood Subarea is somewhat different. It is defined by vacant lots and some limited residential uses. Single-family homes are generally single-story and set back significantly from the street, as on other parts of Weeks Street. A group of single-family homes, most of which are two stories tall, is located on the north side of Runnymede Street, just east of Veronica Court. The orientation of these homes varies, but most of the homes do not engage Runnymede Street directly. Roofs of these homes are tiled and pitched.

## Bay Road Corridor Subarea

In the western, residential portion of Bay Road from Fordham Street to Illinois Street, multi-family apartment buildings are the predominant use on the south side of the street. A four-story apartment building rises above

### 3 EXISTING CONDITIONS

the south side of the street in this area. It has a contemporary character, with steel and wood siding. It fronts Bay Road with storefront windows and entries at the ground level. Older multi-family apartments are moderately set back from Bay Road by approximately ten feet.

On the northern side of this portion of Bay Road, the street is lined by the side yard fences of single-family homes, which face the north-south residential streets that intersect Bay Road in this area.

Development along Bay Road east of Illinois Street exhibits an industrial character. Buildings are usually one-story and have few windows, which is a result of their industrial function. Buildings are often composed of brick and metal materials. Two Quonset huts are located in a prominent location on the south side of the street at a bend in Bay Road, near its intersection with Demeter Street. These structures' distinctive arched roofs make them stand out within the Bay Road corridor and represent a unique aspect of this subarea's industrial character.

From Tara Street to Cooley Landing, the Bay Road corridor retains a strong industrial character, with large warehouses, outdoor storage, and high fencing around many properties. The lack of buildings defines the character of the street. The area feels open and somewhat neglected due to the presence of undeveloped land and discontinuity in built structures.



*Looking eastward along Bay Road*



## Parks and Open Space

This section describes the public parks and natural open spaces that currently exist in the Plan Area.

### City Parks

Jack Farrell Park is located on Fordham Street between Notre Dame Avenue and Michigan Avenue. Jack Farrell Park sits low in a basin under mature shade trees, surrounded by residential areas. One side is open to the street, while the three other three sides are lined with fences to separate the park from backyards. The site is easily navigated with a steady stream of residents who enjoy taking a walk around the loop. Its program consists of mostly active recreation features, including a baseball field, basketball field, and a perimeter walking loop, alongside a playground and dispersed picnic areas. There are murals on the walls lining the south side of the park, adding art into the East Palo Alto park system.

The 11.5-acre Cooley Landing site is located at the eastern terminus of Bay Road primarily in East Palo Alto and borders tidal marshlands and mud flats at the edge of the San Francisco Bay. Cooley Landing is the newest addition to the East Palo Alto parks system. Located along the Bay Trail and separated from the rest of the city by vast swaths of marsh, it features new buildings, seating, and educational signage. It provides a distinct experience that allows residents to connect more with the natural resources of the shoreline. The park accommodates low-impact recreational uses such as walking, bicycling, picnicking, bird watching, water access, and nature study. Public access for pedestrians and bicyclists is allowed on Cooley Landing from sunrise to sunset. Bay Road is envisioned as the heart of East Palo Alto and will ultimately terminate at the Cooley Landing Park site.

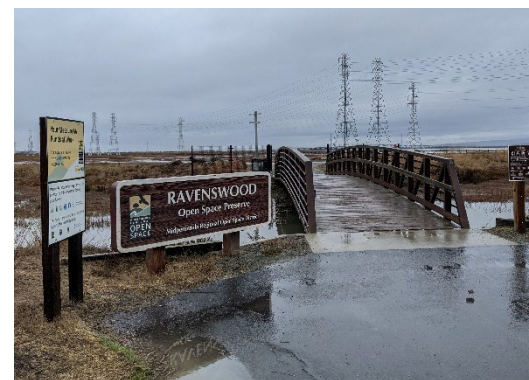
In addition, there is publicly accessible common open space within the Pulte Homes subdivision on Montage Circle and Costano Elementary School has a large track and athletic sports field (which is intermittently available to the public).



Joel Davis Park



MLK Junior Park



Ravenswood Open Space Preserve

### Open Spaces, Preservation Areas, and Trails

Natural open space and wetlands are found at the bay's edge in the form of Ravenswood Open Space Preserve and Palo Alto Baylands Nature Preserve. The Ravenswood Open Space Preserve is owned and managed by the Midpeninsula Regional Open Space District. The 373-acre preserve is largely within the City of Menlo Park and is located north and south of the Dumbarton Bridge. The southern portion of the preserve offers pedestrian and bicycle access along the shore and levees along the marshland. Other nearby open spaces include the Palo Alto Baylands Nature Preserve, which is owned and managed by the City of Palo Alto. The Baylands, located just east and south of the East Palo Alto city limits, include approximately 1,940 acres of salt marsh and mud flat habitats.

The San Francisco Bay Trail, the multi-use public recreation corridor along San Francisco and San Pablo Bays, has two sections within East Palo Alto. The northern section runs approximately along the boundary of the Plan Area and the edge of the Ravenswood Open Space Preserve.

### Traffic and Circulation

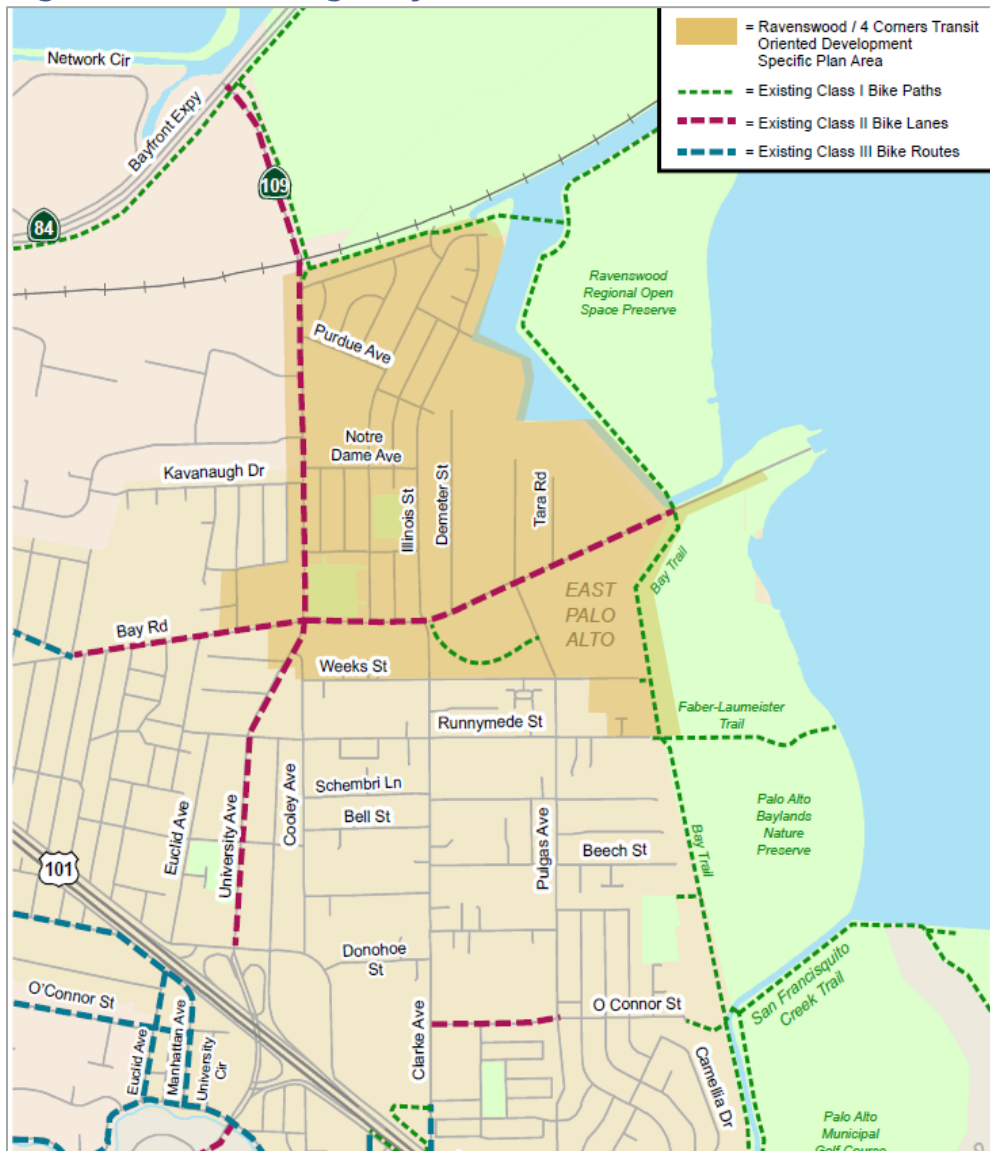
This section describes the existing pedestrian, bicycle, transit, and vehicle circulation in and around the Plan Area.

### Bicycle Facilities

Bicycle facilities are divided into four classes. Class I bike paths offer two-way bicycle travel on a separate path physically separated from motor vehicles and parallel streets. Class II bike lanes are striped bike lanes on roadways marked by signage and pavement markings. Class III bike routes are intended to provide continuity to the bikeway system with bike route signs and optional pavement markings. Class IV bikeways (separated bikeways) are bikeways for the exclusive use of bicycles and includes a separation required between the separated bikeway and the through vehicular traffic. The separation may include, but is not limited to, grade separation, flexible posts, inflexible physical barriers, or on-street parking. Existing bicycle facilities in and around the Plan Area are described below and shown on Figure 3-4.

The City’s Bicycle Master Plan identifies twenty-five segments of Class I, II, and III bike lanes (there are no Class IV bikeways). Thirty-five percent are implemented. The existing bicycle network in East Palo Alto exhibits various gaps, particularly across Highway 101. Planned facilities, such as the bicycle and pedestrian bridge across Highway 101 and bicycle lanes along Pulgas Avenue will improve connectivity, though additional potential new bicycle corridors should be studied, including: University Avenue (buffered lanes), Bell Street, Clarke Avenue, Newell Road, and various connections to the Bay Trail.

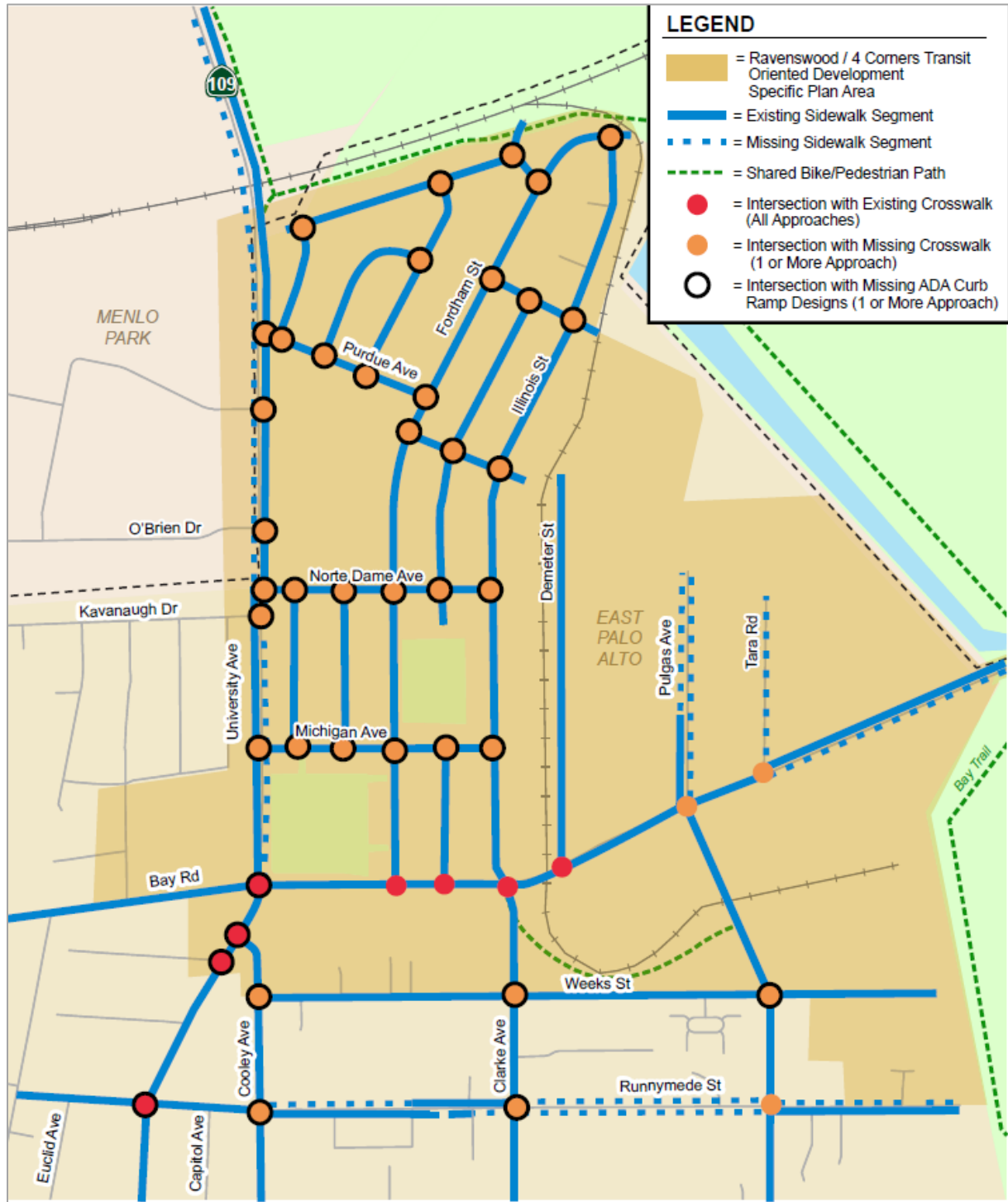
**Figure 3-4: Existing Bicycle Facilities**



**Pedestrian Facilities**

Pedestrian facilities in the Plan Area consist primarily of sidewalks and crosswalks along the streets in the residential neighborhoods and commercial areas in the Plan Area. Sidewalks and crosswalks are found on many roadways, but there are also many street segments within the Plan Area (e.g., portions of Pulgas Avenue, Tara Road, Bay Road, University Avenue, and Runnymede Street) that lack them (see Figure 3-5). Most intersections within and immediately adjacent to the Plan Area lack crosswalks on at least one approach and do not have ADA compliant curb ramps. Additionally, pedestrian connections to the open space north of the Plan Area are inconvenient because sidewalks are currently found on only one side of University Avenue. Similarly, the absence of sidewalks on both sides of Bay Road discourages pedestrian travel to the open space to the east of the Plan Area.

Figure 3-5: Existing and Future Pedestrian Facilities





### Vehicular Circulation

Currently, the eastern portion of Ravenswood has few roadways making circulation difficult since most trips are focused on Bay Road and increasing the length of vehicle trips. Regional access to the Plan Area is provided by US 101 and SR 84. Local access to the Plan Area is provided via Willow Road, University Avenue, Clarke Avenue, Pulgas Avenue, Bay Road, and East Bayshore Road. For the purposes of this study, US 101, East Bayshore Road, and all parallel streets are considered to run east-west, and cross streets, such as University Avenue and Willow Road, are considered to run north-south.

Existing traffic volumes for most study intersections were obtained from manual peak-hour turning- movement counts conducted prior to the pandemic (in 2018 to 2020) while nearby schools were in session. For study intersections where 2018 or 2019 count data are not available, 2017 traffic volumes were used and increased by 1.2% per year to 2019. They were analyzed in terms of their “levels of service” (LOS), a measure of traffic flow through an intersection, where A represents free-flowing traffic and F represents congestion and very slow-moving traffic. The City of East Palo Alto’s minimum standard for intersections is LOS D (signal timing standards are established by San Mateo County).

13 intersections currently operate at unacceptable levels of service:

- Willow Road and Bayfront Expressway
- Willow Road and Newbridge Street
- University Avenue and Bayfront Expressway
- Euclid Avenue and Donohoe Street (unsignalized)
- US 101 NB On-Ramp/University Plaza Phase II driveway and Donohoe Street (unsignalized)
- University Avenue and Purdue Avenue (unsignalized)
- University Avenue and Donohoe Street
- University Avenue and US 101 SB Off Ramp
- University Avenue and Woodland Avenue
- University Circle and Woodland Avenue
- US 101 NB Off Ramp/University Plaza driveway and Donohoe Street
- East Bayshore Road and Donohoe Street
- University Avenue and Adams Drive (unsignalized)

### **SamTrans Bus Service**

Existing bus services to the Plan Area include five SamTrans bus routes with stops along Bay Road, University Avenue, Fordham Street, Notre Dame Avenue, Purdue Avenue, and Pulgas Avenue. The Plan Area is located approximately three miles from two Caltrain stations (Palo Alto Caltrain Station and Menlo Park Caltrain Station). SamTrans routes provide a connection to the Caltrain Stations.

As shown in Figure 3-6, SamTrans operates a variety of bus routes that run through the Plan Area. These routes connect East Palo Alto to the Stanford Shopping Center in Palo Alto, the Onetta Harris Community Center in Menlo Park, and the Redwood City and Palo Alto Caltrain stations, among other destinations. However, only two of these lines provide service through the Plan Area.

In March 2022, SamTrans adopted Reimagine SamTrans, which identifies East Palo Alto as an on-demand zone, where riders call or use a mobile app to request a ride, and a vehicle picks them up and drops them off anywhere within the designated zone. Riders pay a fare and may share the vehicle with other riders, just like riding a regular SamTrans bus.

### **EPX Express Bus Service**

As of 2024, SamTrans now operates an express bus route that runs from East Palo Alto to Downtown San Francisco, utilizing the Highway 101 express lanes to maximize travel speed and efficient delivery of passengers. The service passes through Redwood City (Stanford Redwood City & Caltrain), SFO Rental Car AirTrain, and San Bruno BART. EPX runs on weekdays between around 7am to 7pm, approximately every 50 minutes .

Figure 3-6 Existing Transit Services in the Plan Area

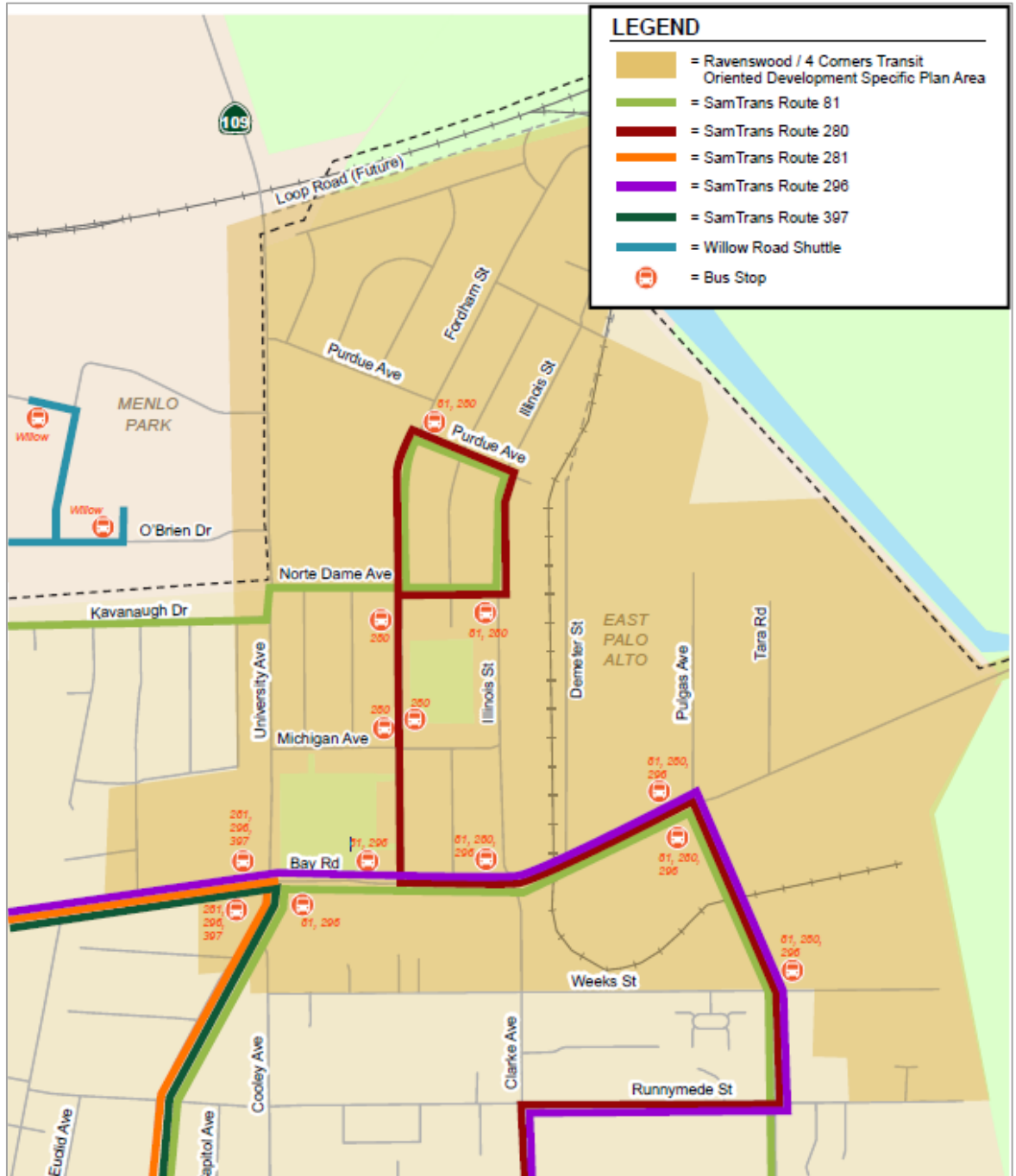
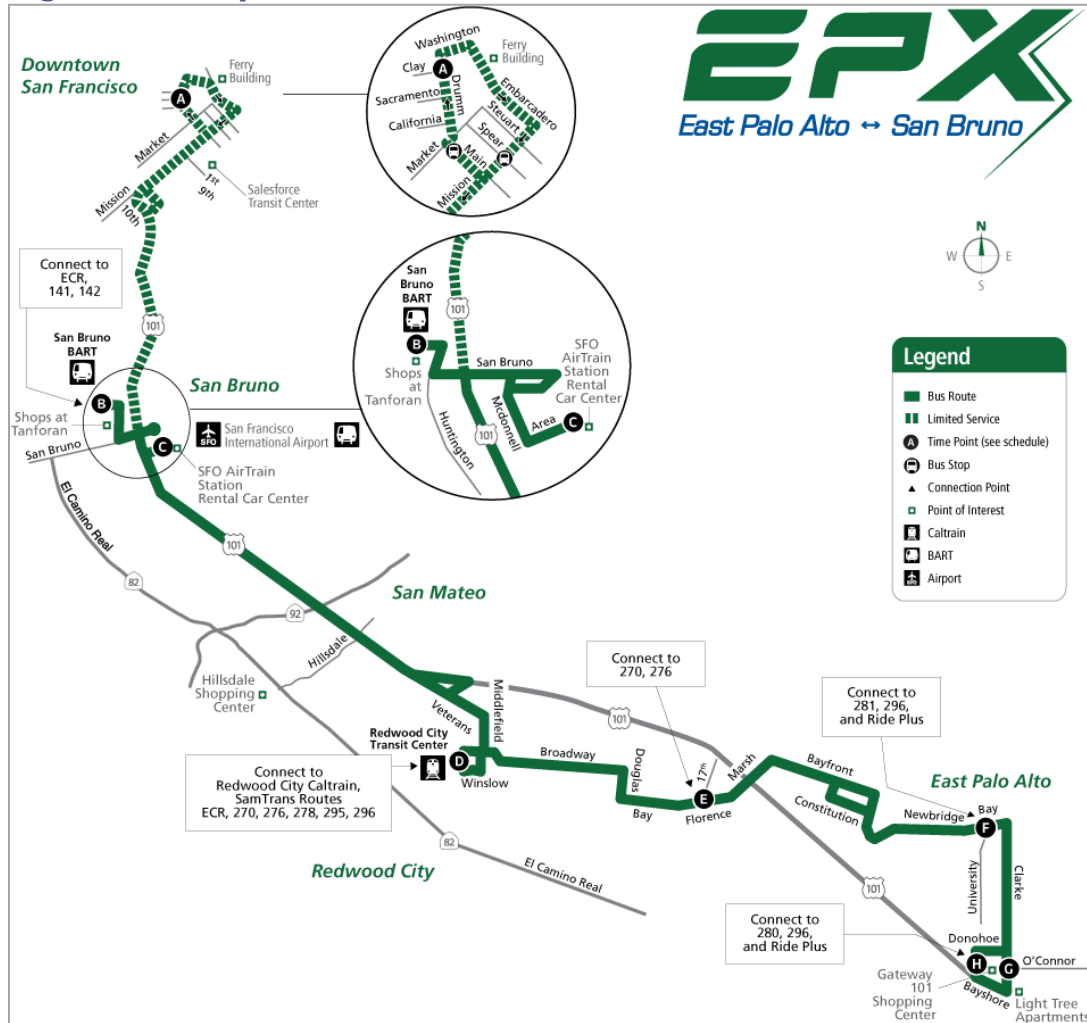


Figure 3-7 Express SamTrans Route



Source: SamTrans, 2024

### Willow Road Shuttle Service

The Willow Road Shuttle is a free shuttle provided by the City of Menlo Park and Caltrain. The shuttle runs between the Menlo Park Caltrain Station and the Willow Road Business Park. The morning shuttle runs between 6:40 AM and 9:25 AM and the afternoon shuttle runs between 4:05 PM and 6:30 PM, with headways of 60 minutes. The closest shuttle stops are just outside of the Plan area at 1200 O'Brien Drive, 1505 O'Brien Drive, and Adams Court.

### **AC Transit Dumbarton Express Service**

The Dumbarton Express Shuttle provides service between Palo Alto and the Union City BART Station via two different routes: DB and DB1. These routes operate on Willow Road, the Bayfront Expressway, Highway 101, and University Avenue. Neither route has a stop in the Plan Area; the nearest stop is at Newbridge Street. The Dumbarton Express operates on 20- to 30-minute headways.

### **Caltrain Service**

Caltrain provides commuter rail service between San Francisco and Gilroy. There is currently no direct access to Caltrain from the Plan Area. The Plan Area is located about 4 miles northeast of the Palo Alto Caltrain station, which is located near the intersection of Alma Street and University Avenue in Downtown Palo Alto. At the Palo Alto station, Caltrain provides service with approximately 20- to 30-minute headways during the weekday commute hours.

### **Proposed Dumbarton Bus Rapid Transit Service**

The San Mateo County Transportation Authority is working to plan and construct the Dumbarton Forward Project, which will provide bus rapid transit service along the existing rail line that passes just north of the Plan Area. This future SamTrans BRT (Bus Rapid Transit) would run between University Ave and Redwood City, with a stop at the northern city limits. SamTrans is conducting a final feasibility study, with a sole focus on the Peninsula side, with a goal of construction within three to five years.

## **Infrastructure**

This section briefly describes the Plan Area's existing water, wastewater, and stormwater systems.

### **Water**

East Palo Alto's municipal water system, which serves the Plan Area, is managed by Veolia North America (Veolia) under a contract with the City that started in 2020. As of 2020, the City serves 4,058 connections within its service area. All municipal water supplied to the City of East Palo Alto is provided to Veolia by the San Francisco Public Utilities Commission (SFPUC). Small areas within the City boundaries are served by the



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O'Connor Tract Cooperative Water Company and the Palo Alto Park Mutual Water Company.

The water system for the City is primarily served with purchased water delivered through the SFPUC Supply Turnouts. The main source of the SFPUC's water, approximately 85 percent, is from the Hetch Hetchy Reservoir in the Sierra Nevada. The remaining 15 percent of the SFPUC's water supply comes from Bay Area reservoirs in the Alameda and Peninsula watersheds.

Per the Water Supply Agreement between the City and SFPUC, the City has a total contracted supply of 1,271 million gallons per day (MGD). The City's need is only a fraction of this, with an average projected demand of 692 MGD for 2025. Considering historical water use, expected population increase and other growth, climatic variability, and other assumptions, water demand within the City is projected to increase to 1,178 MG by 2045, with the increased development in the Specific Plan area accounting for 100 MGD of this total.

A groundwater well located at the intersection of Bay Road and Gloria Way in the City is the only other source of water besides SFPUC. Groundwater is treated at the well site. The City operates and maintains over 66 miles of pipe, as well as a groundwater well and a water treatment facility. The City does not currently have any water storage tanks. It also does not currently supply non-potable or recycled water to customers.

### Wastewater

The East Palo Alto Sanitary District (EPASD) serves the southern half of the Plan Area, which has greater development potential. Wastewater conveyance and treatment services to the northern half of the Plan Area are provided by the West Bay Sanitary District (WBSD).

The EPASD serves portions of the City and the City of Menlo Park through a collection system comprised of approximately 35 miles of gravity sewer mains, ranging from 6-inch diameter to 24-inch diameter pipe. Wastewater collected by the EPASD is treated at the Palo Alto Regional Water Quality Control Plant (PARWQCP). The City of Palo Alto owns, maintains and upgrades the PARWQCP, and the contributing jurisdictions, including East Palo Alto, purchase capacity rights. The EPASD collected approximately 438 MG of wastewater from the City's service area in 2020.

The WBSD serves customers within the northern portion of the City, as well as other customers within the cities of Menlo Park, Atherton, Portola Valley, and Woodside, and unincorporated San Mateo and Santa Clara Counties. The WBSD collection system conveys wastewater to the Menlo Park Pumping Station, where it is then transported to the Silicon Valley Clean Water (SVCW) facilities in Redwood City for treatment and discharge to the San Francisco Bay. The WBSD collected approximately 52 MG of wastewater from the City's service area in 2020.

The SVCW wastewater treatment plant (WWTP) is jointly owned and operated by WBSD and the Cities of Redwood City, Belmont, and San Carlos as a joint powers authority. The water recycled by the SVCW WWTP is reused in Redwood City.

### Stormwater

The East Palo Alto storm drain system is comprised of several different watersheds that primarily gravity discharge to San Francisco Bay. Stormwater in East Palo Alto drains into two major drainage systems: the Runnymede Storm Drain System and the O'Connor Storm Drain System. The Plan Area is closest to the Runnymede Storm Drain System. Stormwater infrastructure within the Plan Area is inadequate. Many of the streets do not have storm drains, and those that do are unable to handle stormwater during peak events.

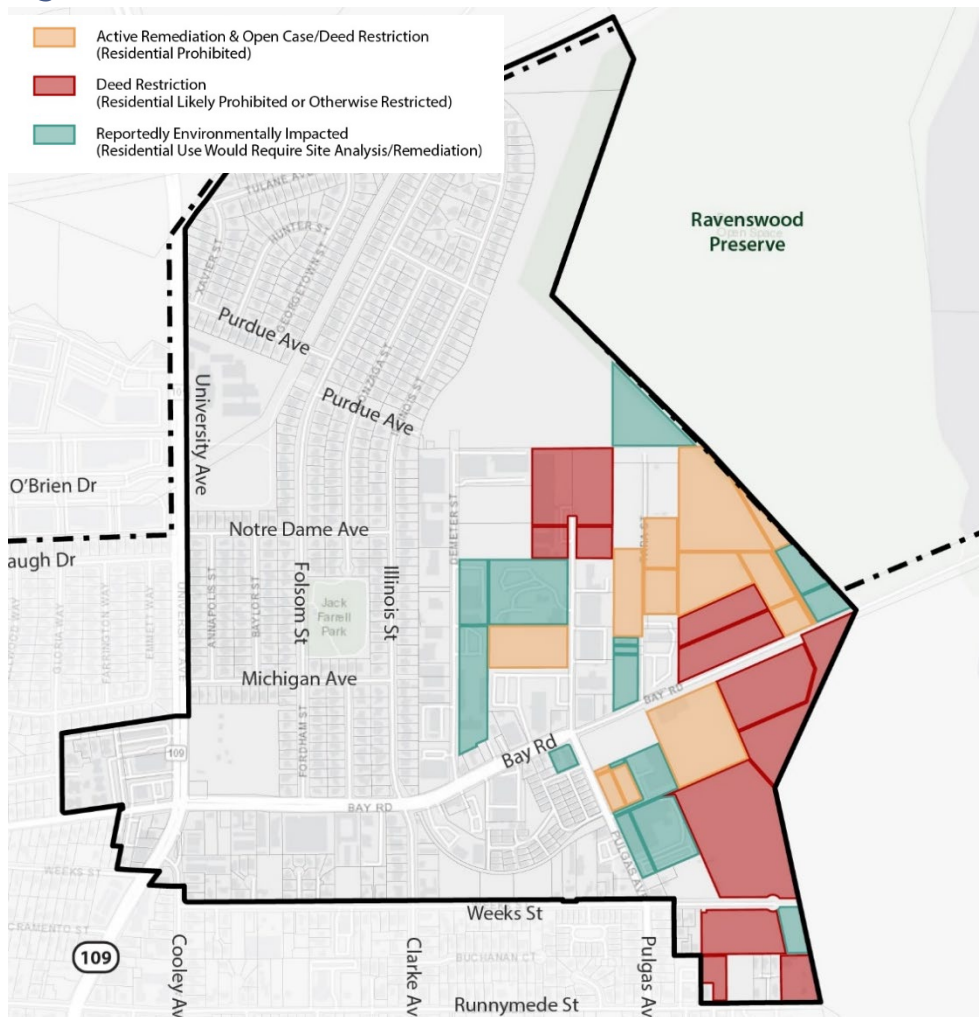
Stormwater for the Runnymede Storm Drain System is carried through a 72-inch reinforced concrete pipe and ultimately flows into the San Francisco Bay. During peak stormwater events and certain high tides, the existing stormwater pipes are unable to handle stormwater flow.

The O'Connor Pump Station receives stormwater from throughout the city via an at-grade canal, which runs along the eastern city limit. The O'Connor Pump Station distributes stormwater outfall into San Francisquito Creek. The 2014 Storm Drain Master Plan (SDMP) improvement program concept eliminates individual local gravity outfalls and conveys storm water south to the existing O'Connor Pump Station, thereby eliminating the influence of SF Bay tides on the storm drain system. The City intends to fully update the Storm Drain Master Plan (SDMP) as soon as funding is available.

## Hazardous Materials

Hazardous materials and contamination are present on many sites within the Specific Plan Area, primarily as a result of industrial uses that did not properly control waste discharge. The amount and type of contamination varies from site to site. Virtually all contaminated sites are now in various stages of cleanup (though some have been granted site closure status), and many have deed restrictions in place that prohibit residential and other sensitive uses (such as schools or daycares). Figure 3-8 gives a general indication of whether remediation is occurring or if deed restrictions are present on a given site. Further details regarding contamination and hazardous materials in the Plan Area can be found in the associated Supplemental Environmental Impact Report.

**Figure 3-8 Land Use Restrictions**



## Community Services

This section describes the existing library, school, police and fire services and facilities that serve the Plan Area. Additionally, the City's Corporation Yard is presently located in the Plan Area on Tara Road.

### Libraries

The East Palo Alto Branch Library of the San Mateo Library System is located in the Plan Area at 2415 University Avenue, at the intersection of University Avenue and Bay Road. In addition to book circulation, the library offers child, adult, and family programming, and has computer work stations that are available for public use. A new site (at 2472 Pulgas Avenue) has been acquired for an anticipated construction of a new library.

### Schools

The Ravenswood City School District (RCSD) chiefly serves students in kindergarten through eighth grade from East Palo Alto. However, the RCSD also operates charter schools that serve ninth through 12th grade. Costaño Elementary School, which is adjacent to the Plan Area, serves students in kindergarten through eighth grade.

Sequoia Union High School District (SUHSD) also serves East Palo Alto residents. Depending on their addresses, East Palo Alto students attend Carlmont High School, Menlo-Atherton High School, or Woodside High School, all of which are located outside of the Plan Area. Some students elect to transfer to Sequoia High School.

### Police

The East Palo Alto Police Department (EPAPD) provides service to a 2.6-square-mile area serving a population of approximately 30,000 people. Responsibilities of the EPAPD include street patrol, investigations, traffic patrol, and emergency services. Additionally, the EPAPD runs several programs that aim to reduce and prevent crime, including the Parolee Reentry Program; Parolee-Job Program; Gang Resistance, Education and Training; and Police Activities League.

### Fire

The Menlo Park Fire Protection District (MPFPD) has a service area of approximately 30 square miles and serves the cities of Atherton, Menlo Park, and East Palo Alto, as well as portions of unincorporated San Mateo

County. The MPFPD's only East Palo Alto station is located within the Plan Area. The MPFPD currently has approximately 150 employees.

MPFPD services include fire suppression, rescue and emergency medical response, and response to hazardous materials incidents, vehicle accidents, severe weather incidents, and other emergency events. The MPFPD also sponsors a cadet training program; runs a Community Emergency Response Training (CERT) program, which trains community members about how to prepare and respond to emergencies and natural disasters; and provides other types of public education.

### Workforce Development Program

Through funds generated by Measure HH, the City is leading a multi-pronged job training pilot program. The Pilot Workforce Development Program is an 18-month program to provide training and job placement services for East Palo Alto residents with focus on employment opportunities in the STEM (science, technology, engineering, and mathematics) and building trades fields, and is a partnership with three local non-profit organizations: JobTrain, StreetCode Academy, and Live In Peace.

### Community Organizations

East Palo Alto is home to a wide variety of nonprofit groups and other community organizations that provide important services to the city's residents. Some of these nonprofit groups are located within the Plan Area itself. Among many others, these community organizations include:

- ▶ **Youth United for Community Action (YUCA)**, 2135 Clarke Avenue. YUCA, which is led and run by young people of color, works to empower young people through grassroots community organizing on environmental and social justice issues.
- ▶ **East Palo Alto Community Alliance Neighborhood Development Organization (EPACANDO)**, 2369 University Avenue. EPA CAN DO works to create and maintain affordable housing in East Palo Alto and to promote community and economic development. Their offices are in the Plan Area.
- ▶ **Ecumenical Hunger Program**, 2411 Pulgas Avenue. The Ecumenical Hunger Program provides emergency food, clothing, case



### 3

## EXISTING CONDITIONS

management, and household essentials to families in need in East Palo Alto, as well as Menlo Park and Palo Alto. Their offices are in the Plan Area.

- **Ravenswood Family Health Center**, 1798A Bay Road. The Ravenswood Family Health Center provides medical care and prevention services for all ages, including the uninsured and new immigrants, regardless of their ability to pay. Their offices are in the Plan Area.
- **Collective Roots**, 1785 Woodland Avenue. Collective Roots works to educate and engage young people about issues related to food systems, nutrition, science, and sustainability.
- **College Track**, 1877 Bay Road. College Track is an after-school college preparatory program that works to increase high school graduation rates, as well as college eligibility and enrollment. Their offices are in the Plan Area.
- **Fresh Approach Farmers Market**. The East Palo Alto Community Farmers Market is held every Wednesday at 2555 Pulgas Ave. between April and November. The market is operated by a non-profit organization and offers fresh produce from three vendors, other local goods, and community compost drop off.
- **Community Archive**. The East Palo Alto Community Archive is an independent community-led initiative whose mission is to collect, share, promote, celebrate, and preserve the unique history of East Palo Alto for generations.
- **Bloomhouse/Center for Economic Mobility**. A non-profit organization with a major community gathering space at the north end of Pulgas Avenue, Bloomhouse has a mission of ensuring that community voice is at the center of the design process of the future development project in this area.
- **JobTrain, StreetCode Academy, and Live In Peace**. Three non-profits that are working in close partnership with the City to support Measure HH workforce development programs.

## **VISION AND STRATEGIES**

# **4**

The Vision and Key Strategies described in this chapter provide the East Palo Alto community's overall vision for the different areas of 4 Corners, the Bay Road Central Core, the Innovation and Tech Employment Districts, and the Urban Residential Edges. This overall vision and the corresponding strategies inform the policies and requirements in the chapters that follow.

## 4.1 Vision Statement

By the year 2045, the Ravenswood Business District and 4 Corners area will become a key destination and source of pride for the East Palo Alto community. Along Bay Road and key public streets, new mixed-use development with lively ground-floor shops will be combined with multimodal transportation enhancements to foster a sense of place, safety, slower speeds, and comfort for pedestrians, bicyclists, and motorists. Active neighborhood-serving uses will be focused at 4 Corners to create a real “Downtown,” while community-owned businesses clustered near Pulgas Avenue and Bay Road will foster a lively “Main Street.” Plazas at key locations linked by promenades and greenways will give people a unique pedestrian experience and a place for relaxation and social interaction as they stroll down Bay Road on their way to the waterfront.

Through a community-vetted process, new buildings will transform the area and bring the district into the 21st century. The eastern portion of the Plan Area will grow into an employment district with a variety of innovative, clean, and advanced new-generation industries. This new development will create many new jobs, a substantial proportion of which will be held by East Palo Alto residents. The construction of new offices, R&D, life science, and light industrial uses will provide funding to support affordable housing and job training. New residential uses will be added in key locations along the edges of the employment district, enlivening the Area’s trails, streetscapes, and businesses. Overall, this Specific Plan will create a more economically and fiscally secure future for East Palo Alto by generating sustainable employment opportunities and additional revenue to support expanded city services.

Impacts on adjacent residential neighborhoods (especially University Village) will be minimized. Current land uses will remain while being enhanced by public capital improvements, such as the redevelopment of the Hetch Hetchy right-of-way into a linear park with outdoor play space, community gardens, and other park amenities and furniture. New buildings near existing single-family homes will have lower heights and reduced massing to protect homeowners’ privacy. A district-wide transportation management association will oversee effective trip reduction measures, public transit programs, and traffic calming efforts to ensure automobile traffic does not detract from the pedestrian experience and daily residents’ commutes.

New major developments will be accompanied by community and public places designed to improve the lives of residents, workers, and visitors alike. Buildings, plazas, parks, and trails incorporating various placemaking elements would be designed, developed, and programmed to celebrate the history, culture, and diversity of East Palo Alto. Subsidized shops or maker spaces will provide a chance for local businesses, vendors, fabricators, and start-ups to get off the ground. New community facilities will create places where people can gather for special events. Pulgas Avenue and Bay Road will be adorned with pedestrian friendly street furniture and emphasized as places for community-oriented activity. Streetscape enhancements that accompany new development will create walkable streets throughout the Plan Area, while recreational facilities will give the city's youth a safe and welcoming place to gather. A continuous waterfront linear park will become a signature amenity for the entire City, connecting to acres of existing and new public open spaces.

### 4.2 Plan Concept

The Plan Concept was created through a collaborative process that took place over the course of three years (Chapter 2 describes in greater detail how the process was built around regular input from community members, property owners, and City leadership). This concept is shown in Figure 4-1; a variety of public, residential, light industrial, and office/R&D land uses along with associated mobility improvements and a comprehensive open space network are depicted within the Plan Area. Key elements of the proposed pedestrian and bicycle network are shown, as indicated by the waterfront promenade and the greenways/multiuse paths. No land use changes are proposed in the University Village residential neighborhood, which is outside of the Plan Area, located east of University Avenue and north of Bay Road. The majority of the planned public amenities, utility and mobility infrastructure improvements, and community benefits are contingent on private development, and therefore would be built out over time as development occurs in future phases/market cycles.

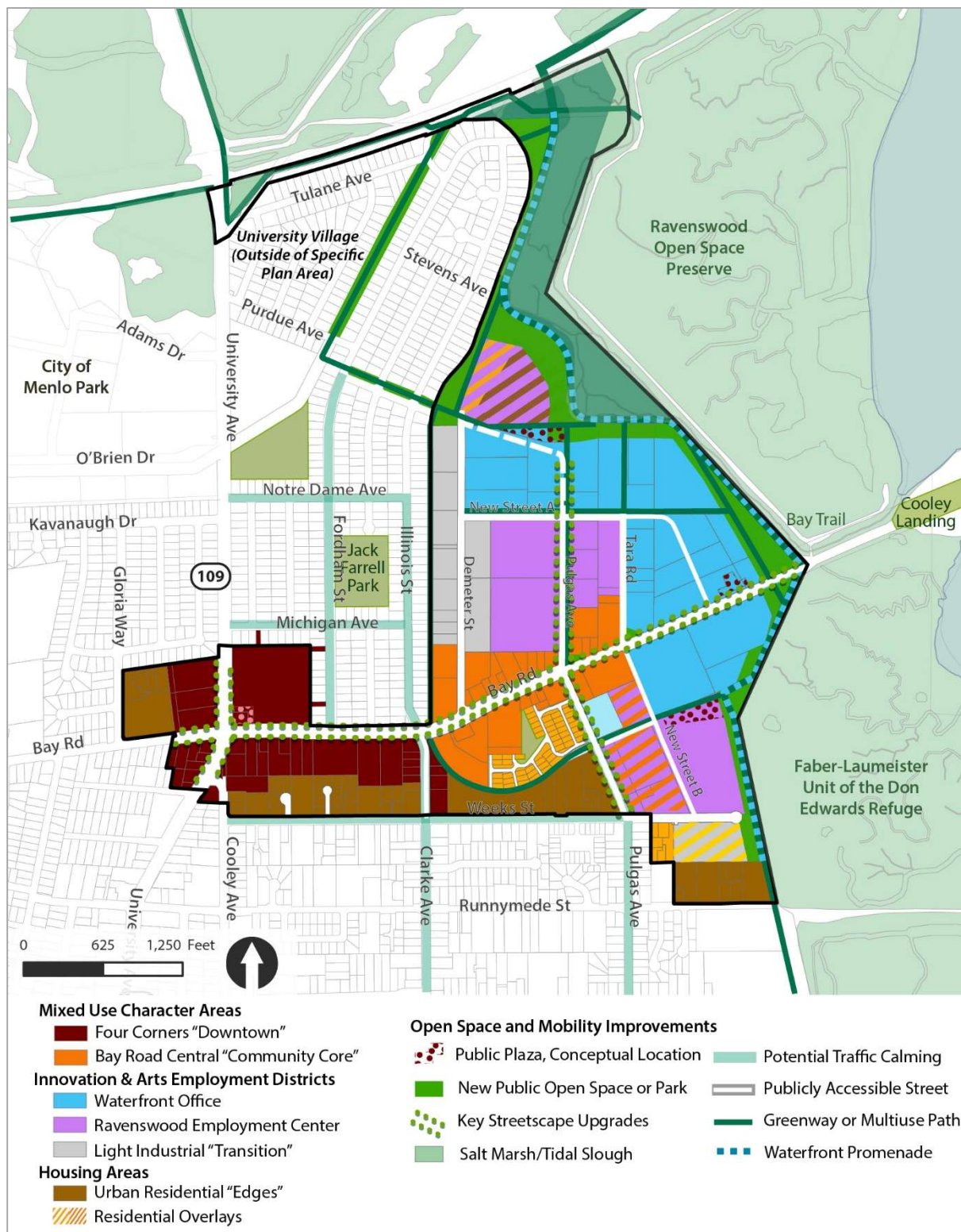
*Note: The Plan Concept is a careful update to the Community's original Preferred Alternative, which was adopted by the City Council in March 2011 and was revised through community input and adopted by City Council on X/X/2024 after certification of the SEIR.*

The different zones and land uses that make up the Plan Concept are as follows:

- Four Corners: an active, urban, mixed-use Downtown for the City
- Bay Road Central Core: a community-serving nonprofit, medical, and local business core anchored around a lively middle segment with some residential uses and a mix of ground floor activities.
- Innovation & Tech Employment: composed of:
  - Waterfront Office: high-tech and higher-intensity job district with active ground floors and ample public spaces
  - Ravenswood Employment Center: middle-intensity job district, with a rich mix of employment-supporting land uses
- Light Industrial Employment: lower-tech and lower-intensity job district that offers middle-income employment and a mix of production/warehousing spaces.
- Urban Multifamily Residential Edges: multifamily housing intended for local residents and workers that serves as a transition between employment uses and existing neighborhoods.
- Public Parks and Recreation: new publicly accessible parks and recreational facilities.
- Restored Wetlands and Open Spaces: areas along the shoreline on the bay side of the future flood control improvement that are reserved for open space and marshes.

*More detail regarding the permitted type and density of development can be found in Chapter Six, Development Standards, where land use zones are described. Additional standards are located in Chapter Seven (Parks, Open Space, and Public Facilities), Chapter Eight (Mobility), and Chapter Nine (Utilities).*

Figure 4-1: Plan Concept





## What distinguishes each of the Plan Concept's areas?

### 4 Corners

Bay Road is envisioned as an active and vibrant spine that serves as a focal point for Ravenswood Business District and 4 Corners, as well as for East Palo Alto as a whole. The mixed-use areas will become a central gathering place for residents and provide a cohesive Downtown experience for East Palo Alto. Storefronts and other active ground-floor uses are to be focused at and around the University Avenue/Bay Road intersection on the west. Mixed use developments will generally consist of ground-floor retail shops or community spaces and upper-floor dwellings or offices. The primary goal for this area is to ensure that uses are developed that foster activity, safety, visual interest, and a sense of community. Active frontage standards create lively façades along ground floors.

### Bay Road Central Core

The Bay Road Central Core is envisioned to have a similar, active character as 4 Corners; a key difference being that the ground-floor uses here would be more a mixture of retail, community, medical office, or non-profit uses, along with individually accessed residential units. These diverse land uses would be located along Bay Road and up and down Pulgas Avenue. Active frontage requirements also apply in this area. Housing above the ground floor will help provide nighttime activity and "eyes on the street" along Bay Road, as well as support for local businesses by providing a strong customer base.

### Innovation and Tech Employment

As shown in the Plan Concept, a variety of medium to high-intensity employment uses is envisioned broadly within the easternmost and central portions of the Plan Area, both north and south of Bay Road, and generally east of Tara Road. Allowed uses include high-quality offices, research and development (R&D), life science, biotechnical research facilities, and advanced manufacturing (subject to performance standards). These developments will offer a large number of jobs to both local residents and people from around the region, helping to bring new tax dollars and fiscal benefits into East Palo Alto.

### Light Industrial Transition Employment

Along both sides of Demeter Street, light industrial uses should remain the intended activity. The Plan Concept assumes that many of the existing industrial uses in this area will remain, but also that newer industrial uses would develop in these areas. The Specific Plan's performance and development standards seek to prevent any potential conflicts between residential and industrial uses. Overall, a rich mix of jobs is desired, ranging from storage and trucking uses to new uses such as light manufacturing, R&D, clean tech, robotics, and final stages of auto/electronics fabrication.

### **Urban Residential Edges**

The Plan Concept shows multi-family residential uses along the edges of the Plan boundary. These areas relate to and extend the existing residential neighborhoods south of the Plan Area, acting as a buffer between lower-density neighborhoods.

### **Community Uses *(not shown)***

Community uses are an anticipated component of any major commercial development. While the Plan does not indicate specific locations for these uses, the Plan Concept indicates conceptual locations for public plazas, which are appropriately situated near community (and civic) uses. Community uses are anticipated to include both space for special events or recreation, spaces to rent for merchants and entrepreneurs, as well as spaces for non-profits, health clinics, and social services, and other uses of this nature. It is envisioned that redevelopment of the large parcel at the northeast corner of the Bay Road & University Avenue intersection would include a meaningful amount of civic/community space. A new recreation center could potentially be located within a new park at the termini of Purdue Avenue and Demeter Street.

### **Restored Wetlands and Open Space**

The Plan envisions continuous wetlands and open spaces along the entirety of the San Francisco Bay edge, on the bay side of the SAFERBAY flood control improvement, with the majority of the Plan Area's open space located north of Bay Road. Existing and future open spaces will be designed and restored with the full participation of City, regional, and State agencies as well as private development. Any buildings would be set back and designed to minimize impact on natural areas and habitats.

### 4.3 Anticipated Development and Growth

Table 4-1 below shows the net development potential anticipated to be built out during implementation of the Specific Plan. The figures below are estimates of likely growth and were also the maximum development totals that were analyzed in the Environmental Impact Report prepared for this Specific Plan. For a more detailed breakdown of potential net new development, employment potential, and other estimates, please refer to the Supplemental Environmental Impact Report.

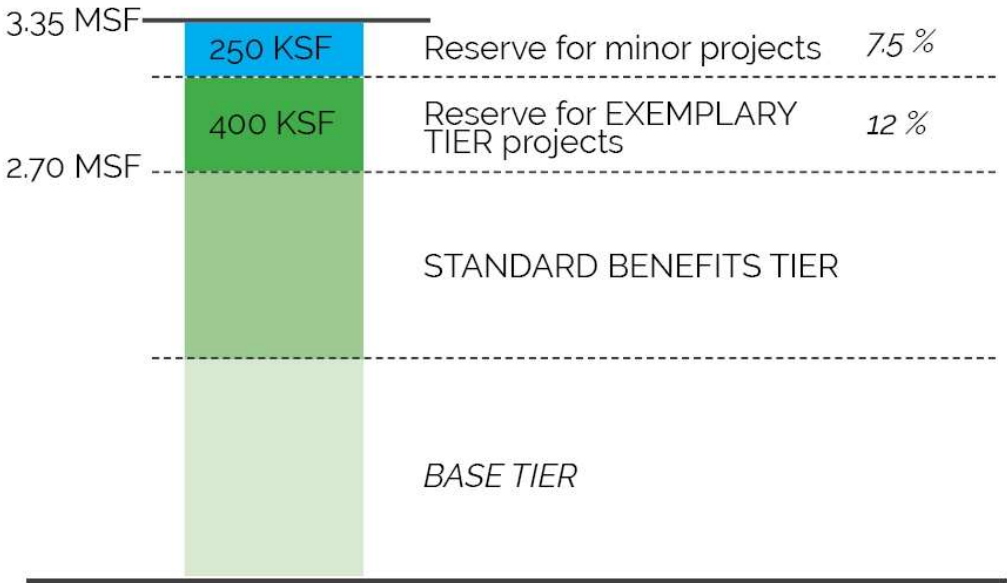
**Table 4-1: Net Development Potential**

Land Use	Growth Scenario #2
<b>Office/R&amp;D</b>	3,350,000 s.f.*
<b>Industrial</b>	300,000 s.f. **
<b>Retail</b>	112,400 s.f. **
<b>Community/Civic</b>	154,700 s.f. **
<b>Tenant Amenity</b>	53,500 s.f. **
<b>All Units</b>	1,600 units
<b>Multi-family</b>	1,472
<b>Single-family/ Townhouse</b>	128

\*See Chapter 11, Implementation, for a detailed breakdown of the Development Capacity and the two Development Reserves.

\*\* The Specific Plan's SEIR analyzed and provided mitigations (or an override of significant impacts) for an envelope of maximum impacts associated with the above land uses. If the total amount of land uses is proposed to exceed any of the non-office/R&D land use categories listed in Table 4-1 (for example, if proposed industrial growth exceeds 300,000 square feet), but the cumulative impacts of growth remain below the maximum impacts studied under CEQA, then project land uses in excess of Table 4-1 may be permitted and entitled by Council. Analysis of additional impacts generated by this development in excess of Table 4-1 (such as greater air quality or noise impacts generated by a greater volume of industrial uses) may be required in project-specific CEQA review.

**Figure 4-2: Maximum Development Capacity and Reserves**



## 4.4 Plan Strategies

The Plan charts a course to unlock this area’s potential as a key part of the East Palo Alto community, through a lasting partnership between residents and property owners/tenants.

### 4.4.1 Community Benefits Framework and Objectives

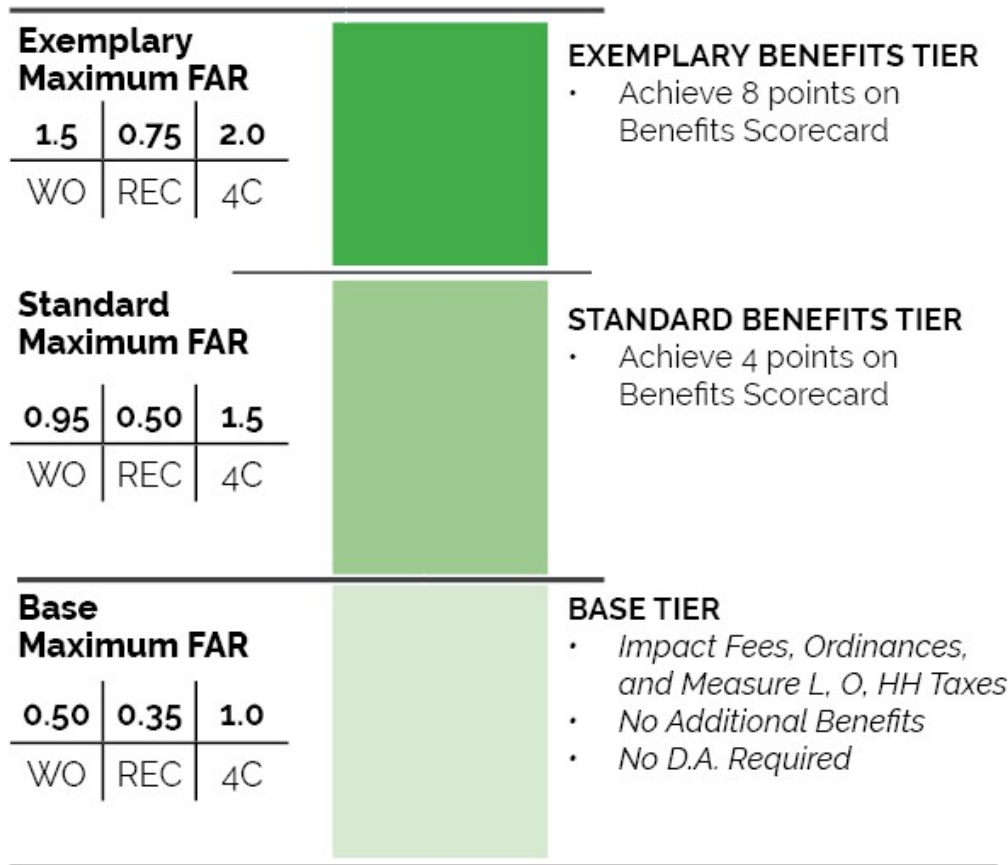
The Plan contains a “framework” of requirements, policies, mechanisms, and targets to ensure that development projects promote the following community benefit objectives:

- Preservation of the local community and cultures,
- Local ownership of housing and businesses,
- Reinforcing the founding vision of the City, with a focus on economic empowerment & self-determination,
- Fair value in community benefits,
- Public parks, open space, view corridors, and shoreline access.

To achieve this goal, the Plan establishes a base and bonus framework that applies to major commercial developments (or mixed-use projects with a significant office/R&D component). Applicants may request entitlements for a “Base FAR” development project without providing additional community benefits, though they must still pay standard impact fees. However, to earn additional or bonus floor area - at a Standard or the higher Exemplary level - applicants must demonstrate how their project will achieve a flexible combination of various benefits targets identified for district utilities, affordable housing, community and workforce development space, parks and open space, and transportation improvements. Figure 4-3 illustrates the Bonus FAR Tiers and their relationship to the Bonus Targets (which are detailed in Table 4-3).

**In other words, for the largest commercial developments, the amount of office/R&D square footage that could be granted by Council to an applicant is tied to the project’s proposed and demonstrated ability to provide the maximum amount of prioritized community benefits.**

**Figure 4-3: Base, Standard, and Exemplary FAR Tiers**



**What is the Community Benefits Framework?**

The Specific Plan contains a ‘framework’ for benefits that establishes an explicit relationship between a project’s provision of community benefits and the allocation of limited development capacity (office/R&D square footage). These clear expectations will guide applicants and the City in negotiating a fair deal through Development Agreements. This framework is comprised of requirements and policies that apply at each step of the development process, to guarantee that the community participates in the distribution and part-ownership of new wealth created in the district. The benefits framework includes the following requirements to apply for an allocation of development capacity:

- a) **Financial transparency analysis of benefits and project value.** Applicants for major commercial entitlements are required to conduct consistent and clear financial analyses in order to: confirm the value of proposed community benefits



and determine whether proposed benefits are adequate relative to the development rights granted to ensure that the community is benefiting sufficiently from any square foot allocation. The City's economist will peer review these analyses of the proposed project & benefits package.

- b) Community benefits scorecard, narrative and phasing plan, local jobs strategy and priorities checklist.** The priority list reflects that certain benefits are more desired by community members than others; specifically affordable housing, local jobs and workforce development, and community facilities/spaces. These are listed in Table 4-2.

Allocation of Development Capacity (office/R&D square footage) is tied to the achievement of community objectives. Council will use its discretion to offer Allocations of Development Capacity to projects that are best aligned with community priorities and achieve the targets:

- a) Bonus FAR Tier Targets.** In order to ensure that the highest priority benefits are provided to the community by development projects, the Plan's benefits framework establishes recommended targets (shown in Table 4-3) to guide structured and consistent evaluations of each project's benefits by Council. These tiers (detailed in Chapter 10) provide the framework for a structured negotiation between Council and the applicants over requested allocations of Development Capacity (office/R&D square footage); projects offering benefits exceeding the base may be granted more height and commercial floor area (FAR).
- b) Allocation of capacity based on Staff/Council evaluation of proposed Community Benefits.** City staff will make a recommendation as to whether a project should receive its requested allocation, in light of the project's proposed benefits, their location, suitability, and alignment with identified priorities.
- c)** After square footage is allocated and/or development agreements are negotiated, the framework is further implemented through the provision of **ongoing revenues** (beyond property taxes), and sustainable community benefits for the City and community.

**Table 4-2: Priority Benefits (in approximate order of priority)**

Type	Description
<b>District Utilities</b>	<ul style="list-style-type: none"> <li>• Construction of and dedication of sites for public utilities facilities (e.g., pump station and water tank)</li> <li>• Support for the SAFERBAY Flood Control/Levee Project</li> </ul>
<b>Affordable Housing</b>	<ul style="list-style-type: none"> <li>• Construction of deed-restricted rental affordable housing for lower-income households earning 35% to 60% of AMI (primary emphasis; onsite is preferred but offsite within City borders would be allowed at City discretion)</li> <li>• <a href="#">Construction of units for “middle-income” households at 60% to 100% of AMI (secondary emphasis)</a></li> <li>• <a href="#">Construction of affordable housing units for vulnerable populations such as low-income seniors, large households, at-risk youths and adults, and persons with disabilities</a></li> <li>• Funding for home ownership programs or for-sale units</li> <li>• <a href="#">Funding for acquisition, rehab, and housing preservation and for rental assistance programs</a></li> <li>• <a href="#">Construction of affordable housing units for vulnerable populations such as low-income seniors, large households, at-risk youths and adults, and persons with disabilities</a></li> </ul>
<b>Jobs and Workforce Development</b>	<ul style="list-style-type: none"> <li>• Funding and subsidized spaces for job training, vocational education, internships, and apprenticeships</li> <li>• Funding and/or below market rate subsidized space for entrepreneurs and other small local businesses, especially those displaced at any time from the City or Plan Area</li> <li>• Jobs reserved for residents or high school seniors</li> <li>• Construction of light industrial, production-oriented spaces or maker, fabricator, or live/work space</li> </ul>
<b>Community Facilities and Local Business Support</b>	<ul style="list-style-type: none"> <li>• Ongoing funding for community projects and programs</li> <li>• Construction of subsidized space for local community use including for community organizations providing services (e.g. legal aid, core services, etc.) to City residents</li> <li>• Funding for local schools and childcare</li> <li>• Funding for library, police station, city offices</li> </ul>
<b>Parks and Public Space and Art</b>	<ul style="list-style-type: none"> <li>• New and renovated public parks and open spaces, including playgrounds and recreational amenities</li> <li>• New and renovated trails and greenways</li> <li>• Urban forestry enhancement and beautification</li> <li>• Restored wetlands and marshland ecosystems</li> <li>• Public art &amp; arts programming</li> </ul>
<b>Transportation</b>	<ul style="list-style-type: none"> <li>• Neighborhood traffic calming and safety enhancements</li> <li>• Multi-modal improvement projects above the impact fee</li> </ul>

- Funding for city/regional transit improvements and programs

- **Standard Tier may be granted by earning a minimum of 4 points.**
- **Exemplary Tier may be granted by earning a minimum of 8 points, with an expectation of at least 1 point in both Affordable Housing and Community Space. Achievement over 8 points will be reflected in the staff's positive recommendation to Council.**

**Table 4-3: Bonus FAR Targets & Expectations**

Category	Base Requirement	Worth 1 point Standard Tier (4-points-needed)	Worth 2 points Exemplary Tier (8-points-needed)	Worth 3 points Exceeds Exemplary
	n/a	Worth 1 point	Worth 2 points	Worth 3 points
<b>1. Utilities*</b>	Impact fees	\$-<	\$\$-<<	\$\$\$-<<<
<b>2. Affordable Housing**</b>	Commercial Linkage Fee ~\$13/s.f. (Commercial Linkage Fee)	\$ Build affordable housing or donate land above Commercial Linkage Fee requirement < (Minimum)	\$\$ Build affordable housing or donate land above Commercial Linkage Fee requirement <<	\$\$\$ Build affordable housing or donate land above Commercial Linkage Fee <b>(Jobs/Housing Target)</b> Build affordable housing (or land) above Commercial Linkage Fee <<< (Jobs/Housing Target)

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Category	Base Requirement	Worth 1 point Standard Tier (4 points needed)	Worth 2 points Exemplary Tier (8 points needed)	Worth 3 points Exceeds Exemplary
<b>3. Community (Civic &amp; Jobs) Space***</b>	0% of total project square footage of total project site square footage	2.5% 2.5% (Minimum)	5% 5%	7.5% 7.5%
<b>4. Public Parks, Plazas &amp; Greenways</b>	WO 5% REC 0% 4C 5% WO 5% REC 0% 4C 5%	WO 10% REC 10% 4C 10% WO 10% REC 10% 4C 10%	WO 20% REC 15% 4C 20% WO 20% REC 15% 4C 20%	WO 30% REC 25% 4C 25% WO 30% REC 25% 4C 25%
<b>5. Transportation*</b>	Impact fees	\$<	\$ \$ <<	\$ \$ \$ <<<

*See Chapter 10 and Table 10-1 for details on how each category is calculated. \*Specific credit for Utilities and Transportation benefits contributions will be negotiated with the City Engineer and City Manager's Office.*

*\*\*Specific \$/s.f. targets for affordable housing are pending the update to the nexus study. The benefit can be provided as constructed deed-restricted units or as land donated to non-profit housing organizations.*

*\*\*\*Projects may receive credit for inclusion of manufacturing, industrial, or maker/flex space in lieu of community or job space (at higher percentages).*

## How does the Framework Support the Community's Priorities?

### Affordable Housing and Anti-Displacement

The Plan supports affordable housing through several mechanisms:

- An ambitious total housing unit target of 1,350 to 1,600 units, enabled by regulations that allow new housing in many areas.
- A framework based around maximizing affordable rental construction, especially at the extremely low-income and very-low-income categories, and categories and building units for especially vulnerable populations to affirmatively further fair housing (including housing for seniors, large households (3+ bedroom units), at-risk youths and adults, and persons with disabilities.
- Funding for affordable home ownership in the Plan Area or in other areas in the City is identified as a priority benefit; providing priority benefits is an expectation of high-density development.
- A Jobs-Housing Linkage target integrated into the bonus framework (equivalent to 3 points of affordable housing contributions), such that additional commercial floor area may be obtained in exchange for building more affordable units than required to promote a healthier balance between jobs and housing.
- Enabling partnerships with affordable housing developers (e.g., non-profit organizations, community land trusts, and housing trust funds) to fund and build affordable housing.
- Support for Housing Element policies and programs and implementing the City's overall Affordable Housing Strategy.

### Local Jobs / Business Support and Workforce Development

The Plan employs a handful of strategies to promote jobs for residents:

- Applicants must comprehensively describe their Local Jobs Strategy, indicating how jobs will be provided across the educational spectrum and describing strategies for matching residents' skills to future jobs.



- Light industrial use is required along ground floors on Demeter Street (such as loading, production/distribution/repair, fabrication, catering, or similar).
- Allowed uses in existing employment zones are expanded to accommodate an uncertain market and unknown future technologies.
- Staff are directed to recommend exemplary bonuses for projects that provide funding or spaces for job training.

### Community Spaces and Facilities

The Plan outlines policies and actions to promote abundant new spaces for the local community:

- Over 150,000 square feet exclusively for community use is anticipated and has been analyzed within the Plan's SEIR, including local community retail storefronts/start-ups (especially formerly relocated or displaced local retailers and small businesses), recreational facilities, resource centers, a library, and similar uses.
- The Plan strongly encourages new community spaces to be provided for free or at subsidized rents (which is one possible source of ongoing community-serving funds/revenues).

### Other Key Plan Mechanisms to Achieve Community Desires

- Community involvement in future decision-making related to benefits distribution. As a key implementation action, the Plan calls for the Council to develop a consistent approach to involving the community in future decision-making, which could take the form of regular public forums, resident surveys, or an advisory body composed of representatives from local organizations that offers recommendations to the Council around the use of community benefits funds or spaces.
- Front-loading of community benefits. To combat fears about promised community benefits not materializing, applicants are expected to agree to build, deliver or pay some portion of total project community benefits during early phases of master-planned developments.
- Ongoing revenue streams for the community. Several different

approaches will be pursued, including:

- The City will collect penalties for not meeting certain requirements of the Plan and its supporting ordinances (i.e., TDM trip reduction targets) to fund ongoing benefits, with a focus on local transportation upgrades in the case of TDM penalties.
- New office and R&D developments will be responsible for significant annual Measure HH and Measure L contributions, representing a major City revenue stream that will fund persistent and ongoing community benefits over time, not just one-time at project approval.
- In the future, the Council may choose to implement other strategies such as collecting funds from development projects to start a revolving loan fund or setting aside a portion of the increase in fiscal revenues to fund key improvements in the area.

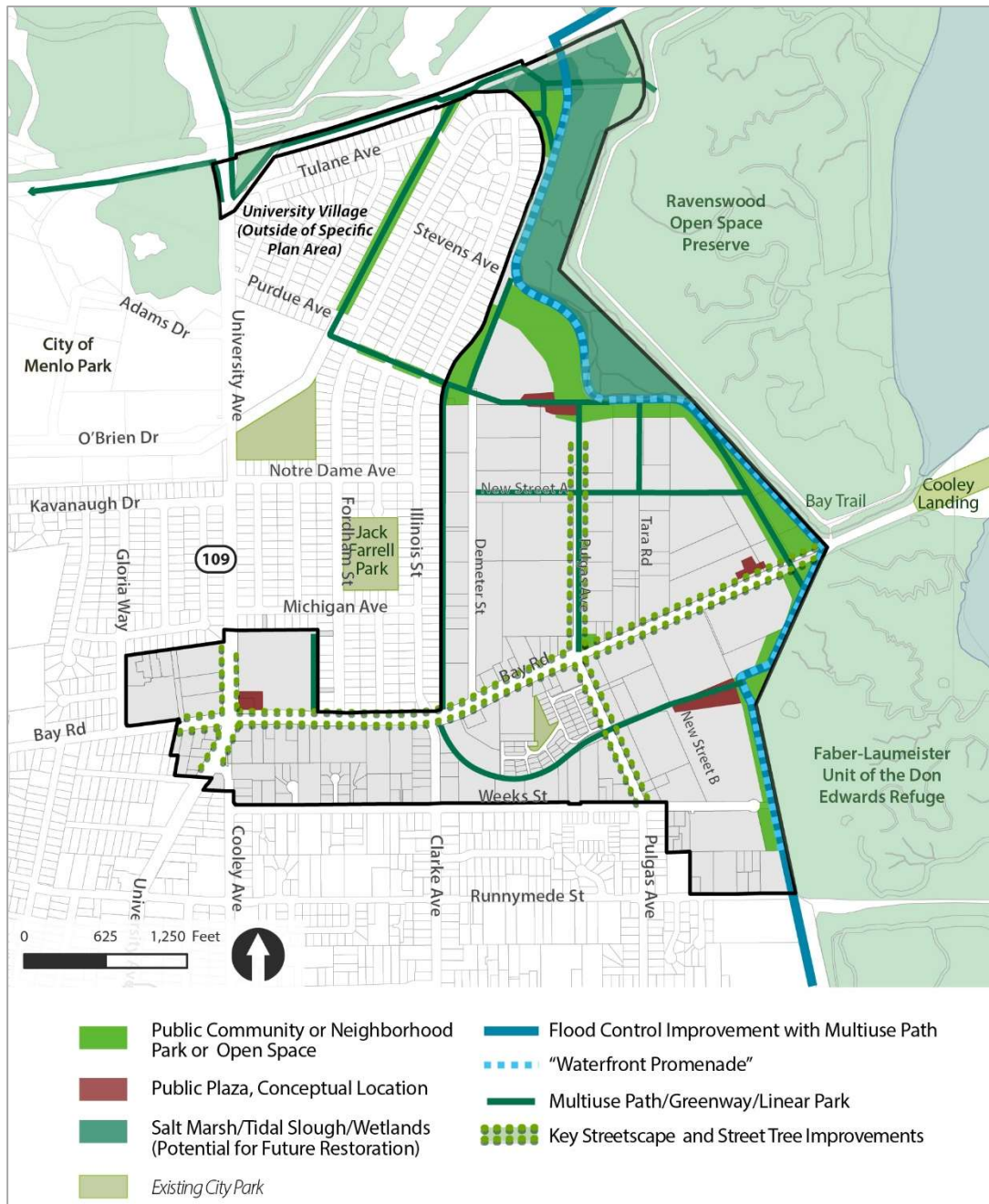
## 4.4.2 Community Design

### Public Parks and Open Space Concept

A key part of the Specific Plan is a network of public outdoor spaces available to residents, workers, and visitors. Figure 4-4 illustrates the Parks and Open Space Concept developed for and by the community. This concept is integrated with the citywide Parks Master Plan and Urban Forest Master Plan. This Plan adds more than 31 total acres of activated and publicly accessible outdoor space to the city. These new public recreational amenities will serve the increased demand from new residents and workers, in addition to the current residents who are underserved by currently available public open space and parks. The Plan calls for:

- **21 acres of public parks, including:**
  - Several large community parks, including at the northerly extension of Pulgas Avenue, at the northern end of Fordham Street, and at the east end of Bay Road on both sides.
  - A handful of smaller neighborhood parks and mini parks, including at the east end of Weeks Street and along the linear Hetch Hetchy property.
- **At least 2 acres of public plazas:** including at least four separate plazas, one within each major commercial development. Two are envisioned as anchors at either end of Bay Road, between University Avenue and the Ravenswood Preserve, while the other two are intended as significant waterfront gathering spaces at the easterly terminus of Weeks Street and northerly terminus of Pulgas Avenue.
- **5.5 acres of trails and waterfront promenades,** including:
  - An integrated waterfront linear park/Bay Trail with amenities to support jogging, recreation, picnicking, biking, and birdwatching.
  - Two new east-to-west greenway connections (one north and one south of Bay Road).
- **2.5 acres of streetscape & street tree improvements,** with a focus on Bay Road, Pulgas Avenue, and University Avenue at Four Corners.
- In addition to publicly usable spaces, over **16 acres of restored wetlands and natural open spaces** would be protected and put under long-term management.

**Figure 4-4: Public Parks and Open Space Framework**

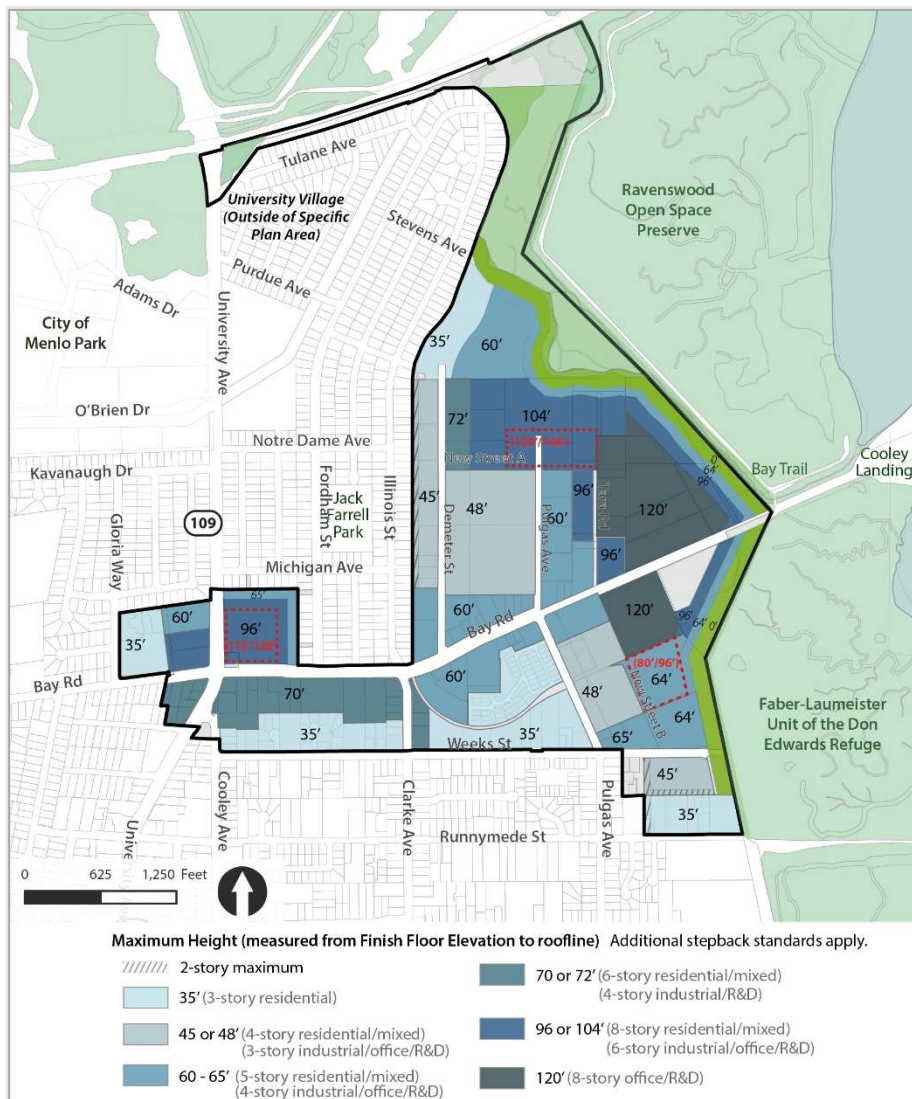


While the figure shows potential locations for parks, plazas, and other open spaces, the map is only a conceptual illustration of where these amenities could potentially be located. The exact location, size, and configuration of new parks and open spaces will be determined as new development occurs and as developers and the City acquire land. Therefore, the majority of the public spaces shown in Figure 4-4 are not specifically zoned as parks or open space but will be implemented through Master Development Plans.

### Building Heights and Form

Community members communicated a desire for buildings at varying scales throughout the Plan area and maintaining privacy for adjacent homeowners. Accordingly, as illustrated in Figure 4-5, the Plan's height standards focus the tallest buildings (seven to eight stories) at the far end of Bay Road, in Four Corners with appropriate transitions, and in the employment core. Four and five-story buildings are allowed along the middle of Bay Road to help activate the street while buffering neighborhoods from taller buildings. In general, maximum heights are significantly lessened as one moves closer to single-family neighborhoods.

**Figure 4-5: Maximum Heights**





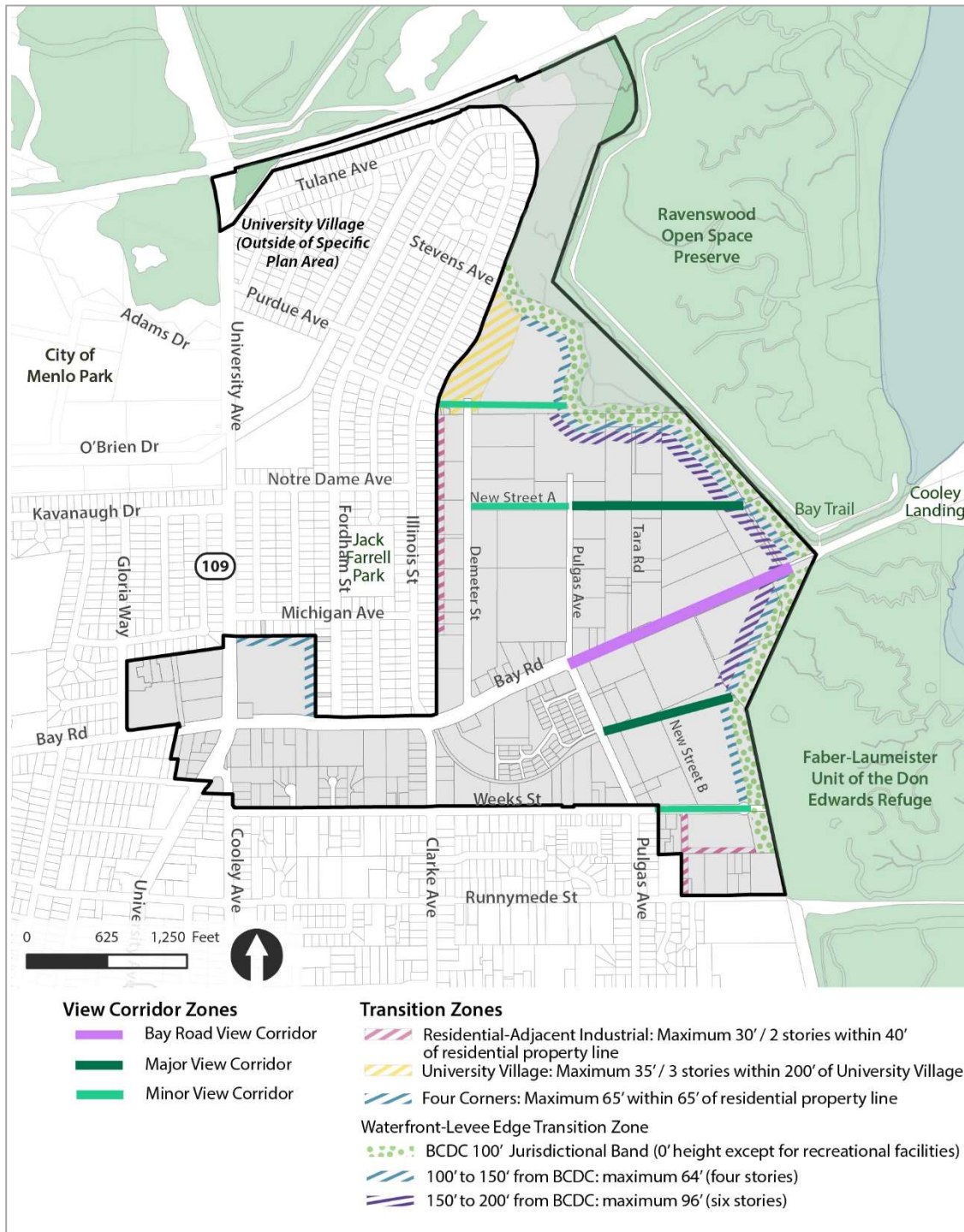
### Stepbacks and View Corridors

To supplement the maximum height standards and to reduce the apparent size of buildings, the Plan includes view corridor policies and stepback zones (shown in Figure 4-6) that are centered around three broad objectives:

1. Protecting existing character, privacy, and access to sunlight for single-family homes, especially in University Village, through:
2. A stepback zone along the back side of 4 Corners.
3. A stepback zone along the back of University Village.
4. A rear stepback zone for uses in Industrial Transition.
5. Additional restrictions on upper portions of high-rise buildings.
6. Minimizing building shadow impacts on wetlands, natural open space, and habitat, through an upper floor stepback zone that extends inward 100' from the edge of BCDC (Bay Conservation and Development Commission) jurisdiction. Heights are progressively restricted to four and six floors.
7. Enhancing public views of the waterfront, by requiring an upper floor stepback for buildings fronting along Bay Road east of Tara Road, and through stepback & minimum building separation standards along major and minor "view corridors."

***Stepbacks are reductions in upper floor building height and massing; the higher floors of buildings are being "stepped back" away from adjacent homes or the waterfront. These are distinguished from setbacks which regulate the distance between the perimeter of the ground floor of a building in relation to property lines.***

Figure 4-6: Stepbacks and View Corridors



### Active Frontages

A critical objective for this Specific Plan is the activation of Bay Road. Achieving this goal will continue to be a challenge due to a lack of retail demand, fragmented ownership, shallow parcels that make structured parking infeasible, and the location of existing buildings. In response, the Plan contains an “active frontages” strategy that indicates the most appropriate street frontages for the limited amount of retail storefronts and active land uses and supports this activation through additional design and land use controls. Planned mobility improvements will be aligned with these priority frontages to support a cohesive urban streetscape environment. See Figure 4-7 below for the most crucial locations where active ground floors shall be located:

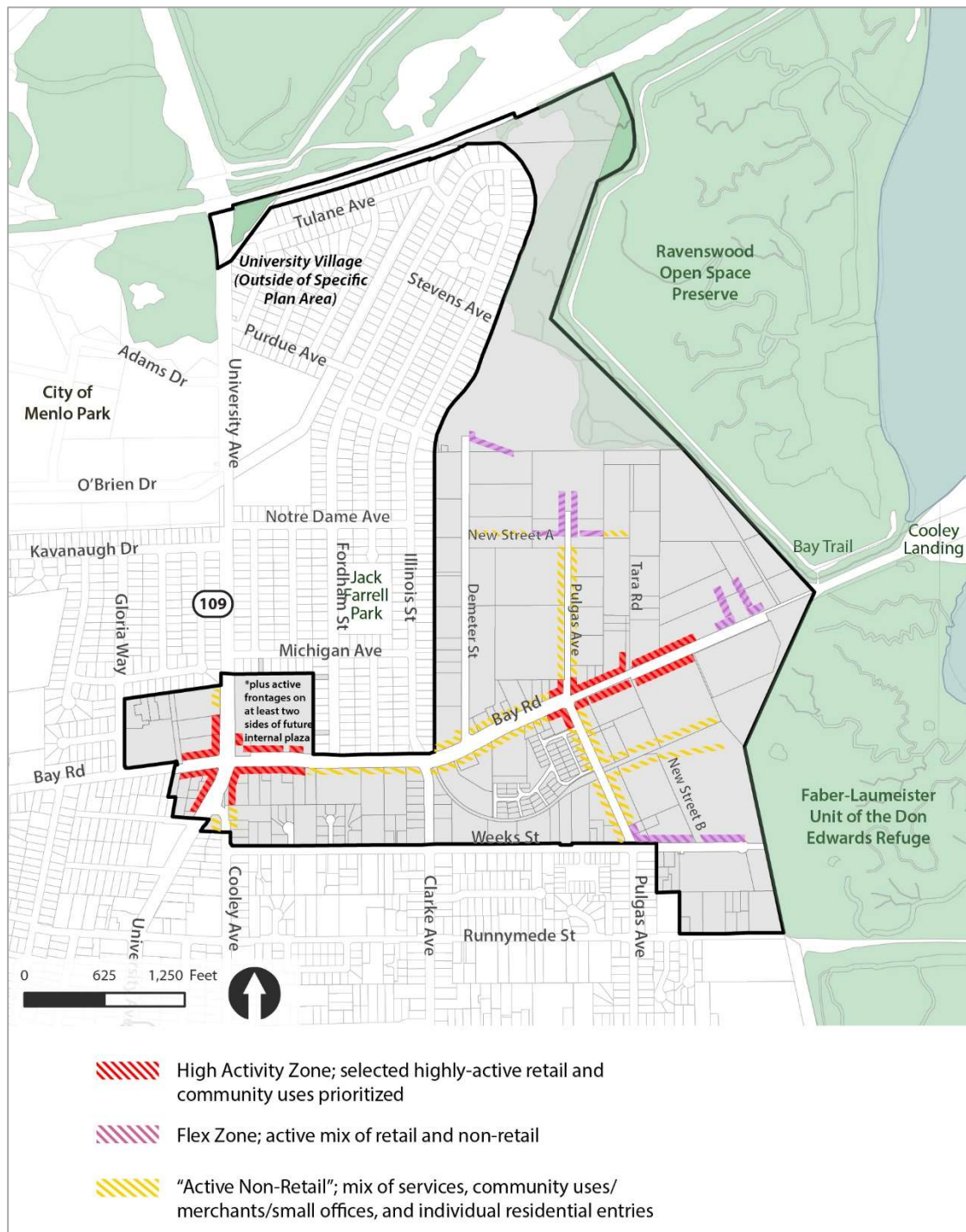
- At 4 Corners; along Bay Road and most of University Avenue, and surrounding any public plaza on the vacant corner site; and
- Along Bay Road near the Ravenswood Health Center and CENTERARTS.

To connect neighborhoods to the most active areas, active frontages are required to a lesser extent in the following areas:

- Along Weeks Street,
- Along the community-oriented corridor of Pulgas Avenue,
- On portions of the future connection between the ends of Pulgas Avenue and Purdue Avenue,
- Along major pedestrian/bicycle greenways, and
- Facing at least two sides of public plazas (three sides in Four Corners).

*See Chapter Six for other detailed design standards applicable to new private development in the Plan Area.*

Figure 4-7: Active Frontages



### 4.4.3 Mobility and Transportation Network

This section presents the vision for enhanced vehicle, pedestrian, bicycle, and transit connectivity in the Plan area. The overarching goal is to create a multimodal network with beautiful pedestrian-oriented streets that enhance the identity and character of the neighborhood, while also increasing access to the waterfront. *Chapter 8 of this Specific Plan illustrates planned mobility improvements in greater detail with cross-sections.*

#### Vehicular Street Improvements

The Future Public Roadway Network diagram below (Figure 4-8) illustrates the new and upgraded existing streets in the Plan Area. Key improvements include:

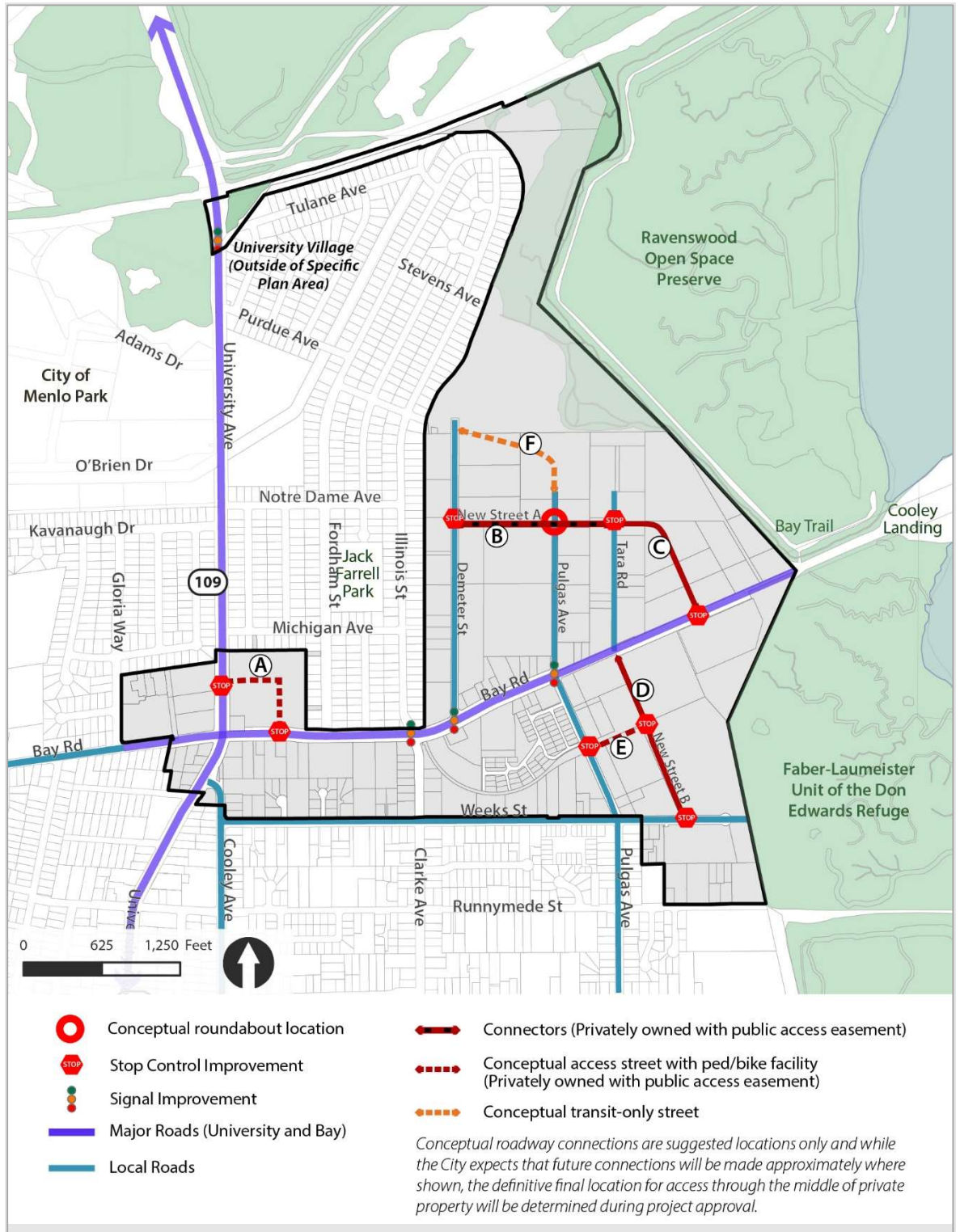
- New Privately Owned Streets with Public Access Easements. Access roads to serve the interior of developments, providing fire access, emergency routes, and public access.
  - A. An internal street at Four Corners between University Ave & Bay Road.
  - B. New Street A, which is a new east-west street to improve circulation and reduce vehicle trips on Bay Road.
  - C. A new street running southeast from Tara to Bay Road
  - D. New Street B, a southern extension of Tara Road to Weeks Street.
  - E. An east-west street south of Bay Road between the Tara Road extension and Pulgas Avenue.
  - F. *Conceptual Transit-Only Street.* Depending on future transit service ~~and the design of the Loop Road~~, a transit-only (no private vehicles) connection may be built between Pulgas Avenue and Purdue Street.
  - G. ~~Optional Loop Road.~~ While no longer a required project, the Plan maintains the option to construct a loop road around University Village to connect University Avenue to Demeter Street.

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- New Slow or Shared Streets. Unique pedestrian-friendly street environments where street and sidewalk grades are equal. Locations for these are not identified on the network diagram.
  
- Improvements to Existing Streets
  - H. Bay Road Widening. Bay Road east of Pulgas Avenue will be improved to address pedestrian safety and widened to accommodate on-street parking on one side and left turn lanes where needed.
  - I. Pulgas Avenue. Pulgas Avenue will be enhanced as an important community-oriented spine, with expanded sidewalks and a cycle track, street trees, and street furniture. A single-lane roundabout is planned where Pulgas intersects New Street A (the “East-West Connector”).



Figure 4-8: Future Public Roadway Network

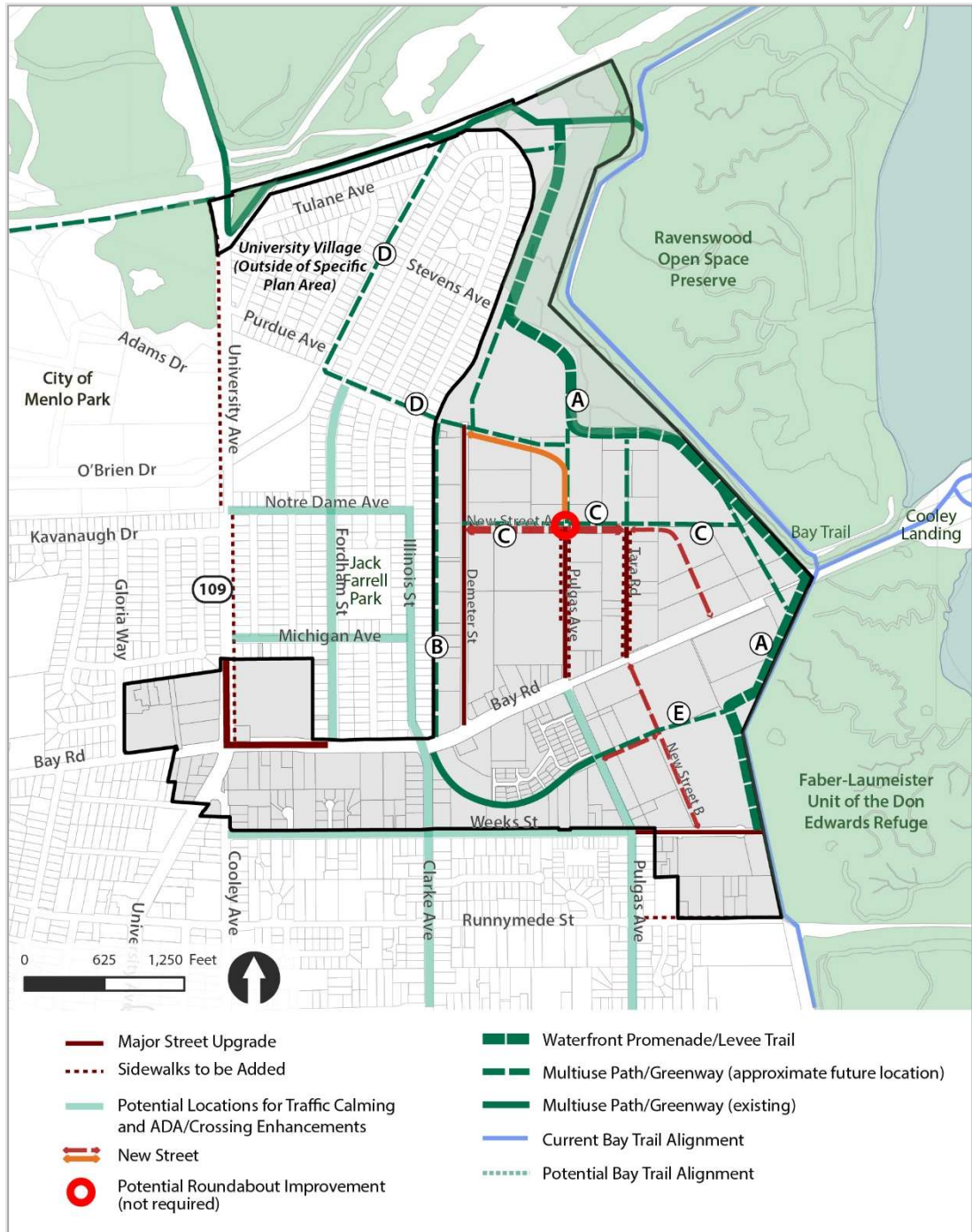


## Pedestrian Network

As shown in Figure 4-9, the pedestrian network is envisioned as a cohesive system of pedestrian connections and trails linking retail, amenities, and parks together that collectively provides an alternative to driving. Key elements include:

- Specific Improvements (letters below correspond to the figure)
  - A. Waterfront Promenade/Bay Trail. A continuous recreational trail flanked by public amenities stretching from University Avenue to Weeks Street within the Plan Area (and beyond).
  - B. Union Pacific Rail Spur Pedestrian/Bicycle Path, North of Bay Road. Segment of an old railroad right-of-way to be converted into a continuous multi-use pedestrian trail with the northern segment running parallel to Illinois Street from Purdue Avenue down to Bay Road.
  - C. East-West Greenway. This connector between Demeter and the Bay Trail would support enhanced mobility and waterfront access.
  - D. SFPUC Hetch Hetchy Linear Park/Purdue Avenue Path. A continuous pedestrian/bicycle trail running along the Hetch Hetchy right-of-way and then turning east along Purdue Avenue under the electrical lines. It would extend further east to connect with the Waterfront Promenade/Bay Trail.
  - E. UP Rail Spur Pedestrian/Bicycle Path, South of Bay Road. Segment of an old railroad right-of-way to be converted into a continuous multi-use pedestrian trail with the southern segment running between Pulgas Avenue and the Bay Trail.
- District-Wide Improvements
  - New Sidewalks. All sidewalk gaps will be closed within the Plan Area. In addition, any new or reconstructed vehicle roadway will include high-quality pedestrian facilities.
  - Traffic Calming Improvements. To prevent local roads from being used as cut-through routes and impacting resident quality of life, the Plan envisions traffic-calming measures on: Fordham Street, Pulgas Street, Weeks Street, Clarke Street, & Illinois Street. The location of specific improvements will be determined by City Public Works over time.

Figure 4-9: Pedestrian Network and Improvements



## Bicycle Network

As shown in Figure 4-10, the Plan recognizes the need for enhanced bicycle facilities to encourage bicycle use and improve multimodal transportation in the Plan Area:

### Class I Bike Paths:

- A. North-south connection along the waterfront, SAFERBAY and the various waterfront-adjacent properties, parallel to (or in replacement of) the Bay Trail, running from Fordham to Weeks Street. Several options for alignment at the northern end are shown.
- B. East-west connection between Pulgas Avenue and the Bay Trail, south of Bay Road
- C. North-south connection parallel to Demeter Street between Bay Road and Purdue Avenue
- D. East-west bicycle connection along Purdue Avenue, east of the public utilities corridor to its terminus
- E. Bike path along the public utilities corridor parallel to Fordham Street between Purdue Avenue and the east-west Class I path on the north side of [the Loop Road](#) [the University Village neighborhood](#).
- F. Bike path connecting from Tara Road to the waterfront promenade/Bay Trail.

Flexible Connections, like multiuse paths or shared streets with bicycle access are also proposed in the Plan area.

- G. East-west path/shared street between the eastern end of Purdue Avenue and the Bay trail, connecting Pulgas to Demeter Street
- H. Two north-south paths/shared streets in the 391 Demeter St property, between New Street A and the Bay Trail
- I. North-south internal connection between Tara Road and Bay Road
- J. North-south multiuse path connecting Bay Rd to Weeks along New Street B

### Class II bike lanes:

- K. Pulgas Avenue, south of Bay Road

# 4

## VISION AND STRATEGIES

L. Bay Road, Pulgas to the eastern end

Class III bike routes:

M. Fordham Street, between Bay Road and Purdue Avenue

N. Weeks Street, between Cooley Avenue and Bay Trail

O. Clarke Avenue, south of Bay Road

P. Notre Dame Avenue, between University Avenue and Fordham Street

Class IV cycle track/protected bike lanes:

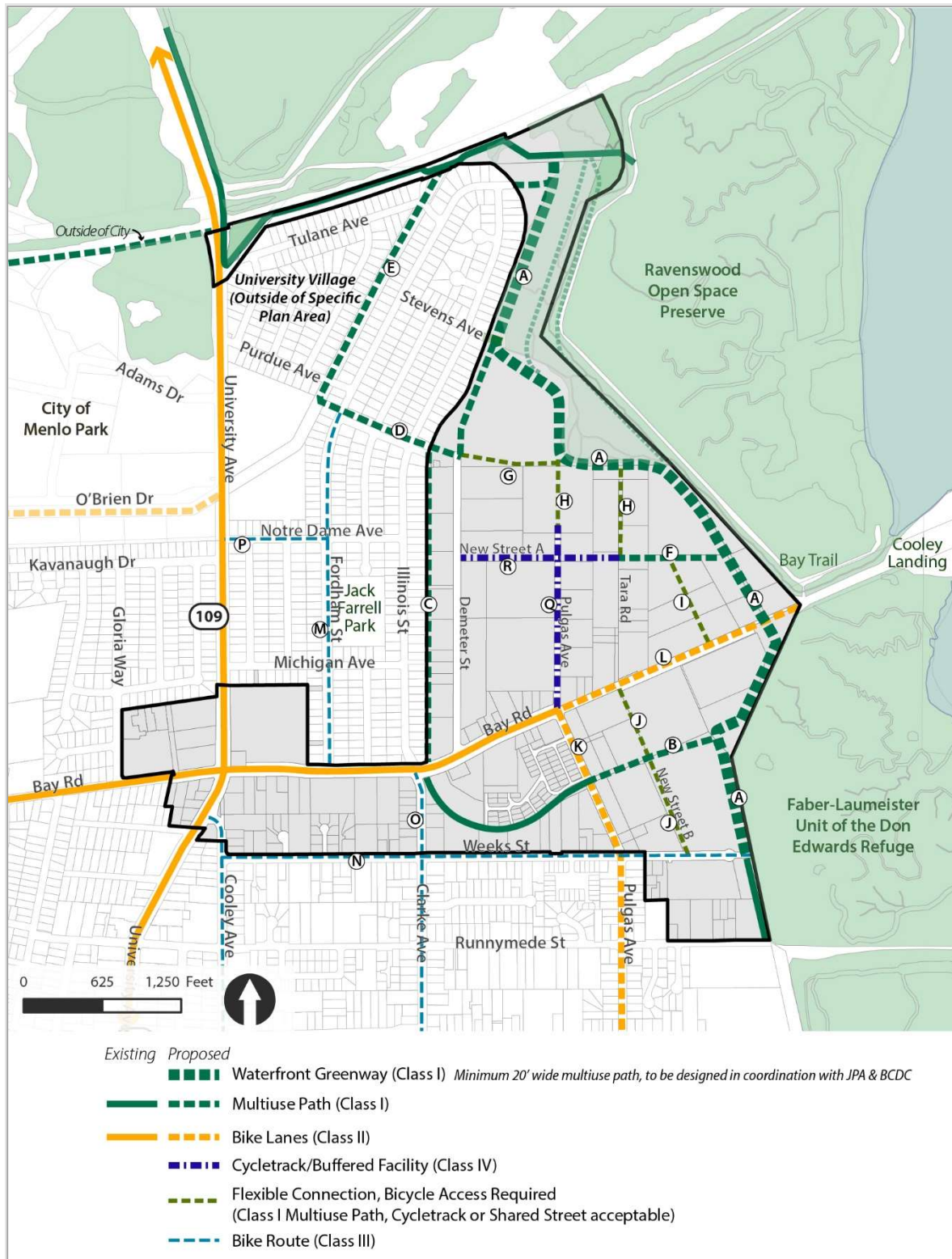
Q. North-south connection along Pulgas Avenue between Bay Road and Street B

R. East-west connection along Street B between Demeter Street and the Bay Trail

*Chapter 8 of this Specific Plan identifies all improvements to the Plan Area's bicycle network.*



Figure 4-10: Bicycle Network





#### 4.4.4 Reducing Trips & Traffic

The community desires to limit traffic impacts from new developments. The Plan includes several elements to achieve this objective:

##### Transportation Demand Management (TDM)

TDM consists of a combination of programs, policies, and infrastructure designed to reduce overall vehicle trips. TDM seeks to provide incentives and options for the Plan Area employees and residents to choose alternative modes such as walking, bicycling, transit, carpooling/ridesharing (or not driving at all by working remotely). Per the City's TDM ordinance, daily trips generated by new developments in the Area are required to be 40% below ITE trip estimates. Through a joint transportation management association (a "TMA"), ~~a single trip cap will be applied across all large developments to ensure the Plan Area as a whole meets the daily trip reduction goal. trip reductions efforts and programs will be coordinated.~~ Penalties for failing to meet trip reduction targets include financial penalties in addition to programmatic or operational changes. Citywide programs funded by the TMA may qualify for trip reduction credit.

##### Parking

The Plan manages parking through a set of multi-faceted requirements:

- Maximum parking standards intended to be "right sized," providing an adequate amount of parking to maintain market competitiveness but not so low as to undercut the aggressive trip reduction target.
- The configuration, location and landscaping of surface and structured parking is regulated to produce attractive, pedestrian-friendly streets.
- Parking structures located on Bay Road or within residential mixed-use buildings must include ground-floor liner uses.

##### Future Transit Improvements

The Plan envisions several improvements to transit within the area:

- The first is incremental reductions in headways on SamTrans routes.
- The second is enhanced access to future BRT, either via a station at University Avenue or a Class I multi-use path to Willow Village.

- The third is a public shuttle to Caltrain which the TMA may be required to expand into a more robust, looped system.
- Finally, several long-term improvements have been discussed for University Avenue, including a transit-priority lane, a peak hour reversible lane, bus rapid transit, or congestion pricing/tolling).

### 4.4.5 Climate Adaptation and Resilience

#### SAFER Bay Flood Control Project

To protect against sea level rise, the City of East Palo Alto (in partnership with the SFC Joint Powers Authority and major waterfront-adjacent property owners) will construct an integrated flood control improvement along its shoreline, in the approximate location shown in Figure 4-11. Beyond safeguarding against repetitive water damage, this project would reduce or eliminate the need for flood insurance for residents and property owners. The vision is for a seamless transition between private development, future flood control structures, and the Bay Trail, with private development sites being raised to meet the levee grade (or close to it). This integration will transform the City's previously inaccessible edge into a beautifully landscaped open space and recreational amenity. The design of the SAFER Bay project will vary based on site conditions, with most segments built as wide earthen berm levees and other segments built as narrow floodwalls. Projects will be required to:

- Dedicate land and/or provide easements for construction and maintenance,
- Respect the 100' BCDC building setback,
- Implement upper floor setbacks to reduce shadow impacts,
- Be consistent with the Bay Plan, which requires maximum feasible public access to the shoreline and adaptation to sea level rise.

#### Sustainability

The City of East Palo Alto is committed to advancing sustainability in the Plan Area, in support of the City's recently adopted Climate Action Plan. The following sustainability concepts will be implemented in the Plan:

- Applying relevant portions of the City's current building codes,
- Restrictions on stormwater run-off from development sites,
- Improvements to the storm drainage system to reduce flooding,

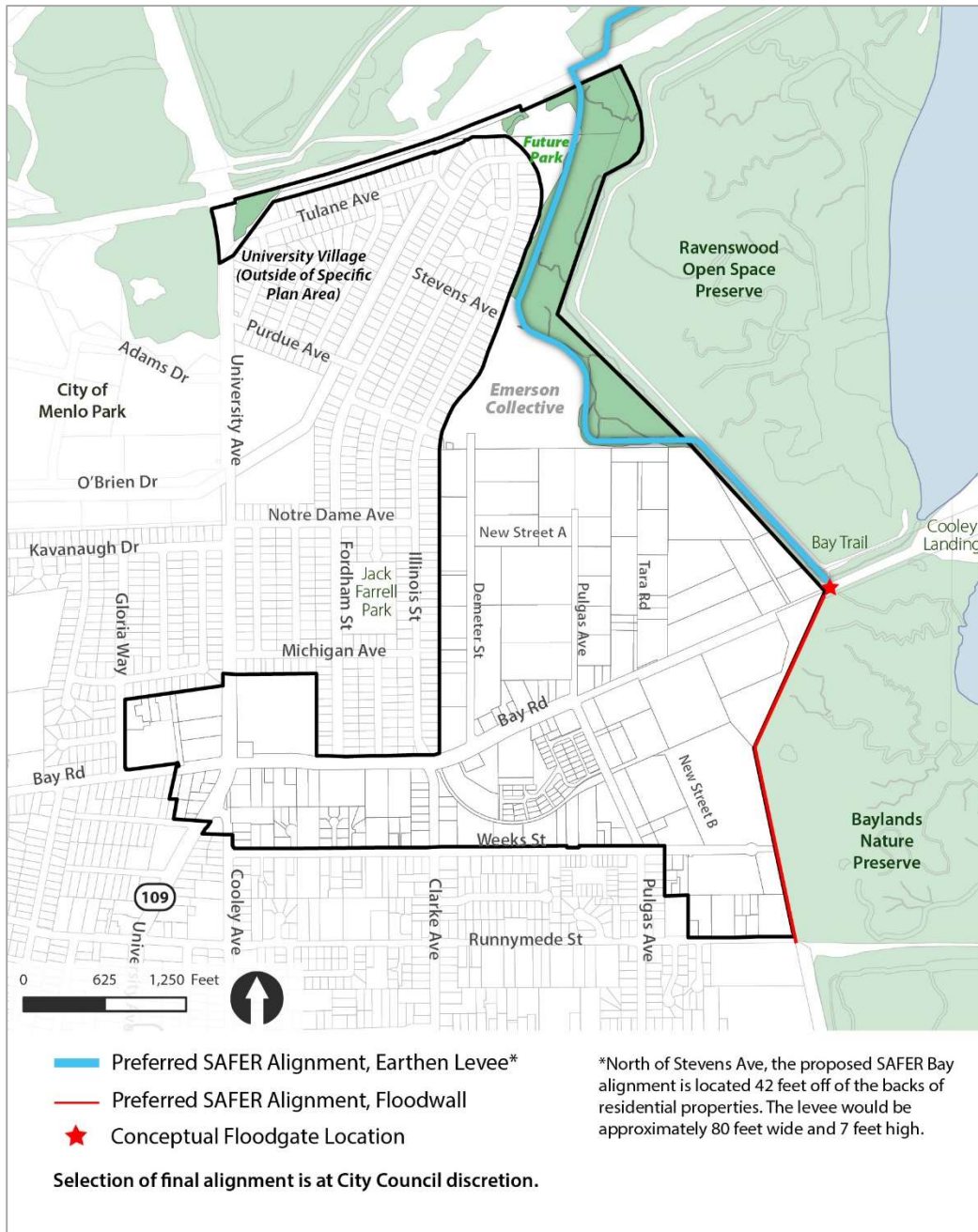
# 4

## VISION AND STRATEGIES

- Environmental clean-up of past contamination/hazards,
- Hundreds of new trees to reduce urban heat island effects,
- Expansive use of rooftop photovoltaic (enabled through flexible rooftop standards), and
- Updated bird-safe design standards for new buildings.

**Figure 4-11: SAFER Bay Flood Control Project, Alignment Options**

## VISION AND STRATEGIES



## **LAND USE GOALS AND POLICIES** 5

This chapter outlines land use goals and policies for the Specific Plan. These goals and policies reflect input from the community, City staff, and other key stakeholders. These are an extension of the General Plan goals and policies that focus on the Plan Area. The Specific Plan's policies provide clear parameters by which City staff and decision-makers can review proposed development projects. Specifically, the policies in this chapter are meant to support the vision outlined in Chapter 4, Vision and Major Strategies.

## Land Use & Community Character Goals and Policies

<b>Goal LU-1</b>	<b>A balance of land uses that satisfies residents' needs for a complete mix of residential, retail, commercial, industrial, and public uses.</b>
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- Policy LU-1.1 Foster a series of districts with different characters and land uses that collectively create a place that is 'more than the sum of its parts:'
- 4 Corners Gateway; an active, urban, mixed-use area that is a destination for the whole City.
  - Bay Road Central Core; a community-serving nonprofit, medical, and local business core.
  - Innovation & Tech Employment; composed of:
    - Waterfront Office: high-tech and higher-intensity job district with ample public spaces and amenities.
    - Ravenswood Employment Center: middle-intensity job district with active ground floors or makerspaces.
  - Industrial Transition (Light Industrial); lower-tech and lower-intensity job district with a mix of production spaces.
  - Urban Residential; multifamily housing intended for local residents and workers that serves as a transition between employment and housing.
- Policy LU-1.2 Provide a variety of attached and stacked housing types, with an emphasis on mixed-use buildings with apartments or condominiums, standalone midrise housing, and townhomes. Serve a mix of income levels and diversity of household needs.
- Policy LU-1.3 Strive to maximize new residential uses at 4 Corners, along Bay Road Central, and at the edges of the Innovation and Tech Employment district. The latter will serve as a buffer between new office/industrial development and existing lower-scale residential neighborhoods.



## LAND USE GOALS AND POLICIES

- Policy LU-1.4 Through the FAR and Community Benefits Framework, ensure that major office/R&D developments include complementary land uses such as retail, restaurants, community amenities/facilities; public parks and trails; and high-quality affordable housing (where permitted) to foster a diverse built environment in the Plan Area.
- Policy LU-1.5 Support the development of new employment uses that bring access to a wide range of high-quality jobs (that pay a livable wage) to people with a variety of skill levels, including life science/laboratory, R&D, community retail, light industrial, makerspace, and advanced manufacturing.
- Policy LU-1.6 Maintain and expand light industrial space and uses along Demeter Street to provide a diversity of jobs in the Plan Area, for instance jobs related to light manufacturing, technical skills, building trades, tech business support, start-up businesses, maker/flex.
- Policy LU-1.7 Locate active frontages, neighborhood-serving commercial uses, and public open spaces in close proximity to each other.
- Policy LU-1.8 Focus the highest level of ground-floor activity in two key areas along Bay Road: at 4 Corners and around CENTERARTS, with slightly lower levels of ground-floor activity located at major entrance points into the employment district. Generally, this ground-floor activity should consist of retail, eating establishments, personal services, and similar commercial uses, but makerspaces and community-serving uses are also desirable on ground floors.
- Policy LU-1.9 Ensure that major development projects construct spaces within the Plan Area that directly serve the community, including daycare and childcare, community centers, space for nonprofits and community organizations, subsidized local merchant

spaces, shared makerspaces, coworking space, resource or navigation centers, and/or job training and workforce development centers.

Policy LU-1.10 Encourage and allow community-serving programming such as arts, live music, entertainment, and similar uses.

Policy LU-1.11 Maintain adequate separation between potentially incompatible land uses.

Policy LU-1.12 Support development of housing sites designated in the Plan Area to accommodate a portion of the City's Sixth Cycle Regional Housing Needs Allocation and meet Housing Element goals and objectives.

Policy LU-1.13 Verify that all development projects meet the current Green Building standards in effect in the City at the time of approval. Encourage major projects to go beyond the City's minimum building energy efficiency code requirements and achieve LEED certification at Gold or Platinum level.

<b>Goal LU-2</b>	<b>An activated Bay Road that enhances the city's image and identity.</b>
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Policy LU-2.1 Ensure that development along Bay Road helps reinforce the corridor's importance as the primary "activity spine" within the Plan Area.

Policy LU-2.2 Ensure well-maintained public plazas and privately-owned publicly-accessible spaces are provided in all major development projects that front onto Bay Road, ideally directly adjacent to or within a short walk of Bay Road.

Policy LU-2.3 Ensure that all development in the Plan Area adheres to the Specific Plan's 'active frontage' design standards and guidelines. These require active ground-floor uses on key street segments and

## LAND USE GOALS AND POLICIES

facade design that promotes strolling, socializing, and community vibrancy.

- Policy LU-2.4 Facilitate the acquisition of sites to implement needed mobility improvements including widening of Bay Road, consistent sidewalks, and a high-quality public realm. Project applicants shall take the lead in acquiring sites.
- Policy LU-2.5 Seek to maximize redevelopment of underutilized commercial sites along Bay Road.
- Policy LU-2.6 Emphasize Pulgas Avenue as a secondary activity spine that complements Bay Road, with a focus on active residential, institutional, and other public-serving uses.

<b>Goal LU-3</b>	<b>Strengthened and enhanced residential neighborhoods.</b>
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- Policy LU-3.1 ~~Prohibit~~Restrict the use of eminent domain by the City on any residentially-zoned property in the Plan Area which is vital for maintaining neighborhood's structure, cohesion, and identity.
- Policy LU-3.2 Ensure that new development throughout the Plan Area improves sidewalks, streetscapes, landscaping, roadways, lighting, storm drainage and utilities where appropriate in adjacent neighborhoods.
- Policy LU-3.3 Require that all new developments immediately adjacent to existing homes be designed with screening, landscaping, setbacks, stepbacks, and/or transitions in building height, materials, scale, and character. The design intent is to ensure that new development is scaled appropriately and is relatively compatible from a massing and architectural standpoint.

- Policy LU-3.4 Focus the tallest buildings at the far eastern end of Bay Road and in the Innovation and Tech employment core, farthest from single-family residential areas. At 4 Corners, taller buildings are allowed if appropriate context-sensitive transitions to the adjacent neighborhood are provided, including stepbacks, setbacks, and screening. Moderately scaled buildings are encouraged along central stretches of Bay Road and as a buffer between new development and existing homes.
- Policy LU-3.5 Ensure that new developments respect the major and minor view corridors which run east to west within the Employment District or provide functionally similar viewsheds for the community. *(More information is provided in Chapter Six.)* As much as possible, the design intent is that these corridors widen as they approach the Bay.
- Policy LU-3.6 Ensure that construction impacts on the community are minimized to the greatest extent practicable.

<b>Goal LU-4</b>	<b>A community that is appropriately protected from potential hazards generated by new employment uses.</b>
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- Policy LU-4.1 Prohibit the development of heavy industries that have hazardous impacts on the health of the community. Promote the safe development of industries that are clean and advanced in the Plan Area by enforcing performance standards for these uses. Advanced industries include clean, low-impact manufacturing of major electronics and auto-related technologies/assembly.
- Policy LU-4.2 Monitor and control the type and quantity of chemical use by businesses that are located adjacent to mixed-use and residential sites to minimize exposure in the event of accidental chemical releases to the environment.

## LAND USE GOALS AND POLICIES

- Policy LU-4.3 Ensure that a Health Risk Assessment is prepared in accordance with Bay Area Air Quality Management District (BAAQMD) permit requirements for facilities producing new potentially hazardous air emissions in the Plan Area. If the health risk assessment concludes that an unacceptable risk would be posed to nearby sensitive receptors, including schools, ensure adequate mitigation is provided to reduce the emissions to the fullest extent possible and to an acceptable level of risk.
- Policy LU-4.4 Follow the regulations pertaining to siting of new schools in California described in Public Resources Code Section 21151.8 and Education Code Section 17123 to identify facilities within a quarter-mile radius of a proposed school site that might emit hazardous air emissions and require a Health Risk Assessment to ensure these emissions do not pose an unacceptable risk to the school, or if there is no suitable alternative site, that these risks are mitigated to the extent possible and publicly acknowledged.
- Policy LU-4.57 Ensure that schools proposed to be constructed in Waterfront Office or REC zones follow all environmental precautions and regulatory requirements (schools are conditionally allowed in these zones).
- Policy LU-4.6 Applicants proposing development of projects within 1,000 feet of existing sensitive receptors as defined by the BAAQMD (e.g., residential uses, schools) shall prepare a site-specific construction health risk assessment (HRA). If the HRA demonstrates, to the satisfaction of the City, that the health risk exposures for adjacent receptors will be less than BAAQMD project-level thresholds, then additional mitigation would not be required. However, if the HRA demonstrates that health risks would exceed BAAQMD project-level thresholds, additional feasible on- and off-site mitigation shall

- be identified to further reduce risks to the greatest extent practicable.
- Policy LU-4.8 New development with sensitive receptors, such as housing or schools, within a quarter mile of existing industrial uses that may produce potentially hazardous air emissions, shall include a targeted assessment of health risks through the project-specific CEQA process.
- Policy LU-4.9: All diesel stand by emergency generators shall meet U.S. EPA Tier 4 engine standards. Permanent stationary emergency generators installed on-site shall have engines that meet or exceed U.S. EPA Tier 4 standards for particulate matter emissions, and shall obtain appropriate permits to operate from BAAQMD, as applicable.
- Policy LU-4.10 When project-level development information, such as site plans, building elevations, floor plans, and the position of buildings and outdoor use areas within the Specific Plan area are known, site-specific project-level acoustical studies shall be completed by future project applicants, subject to City approval. An acoustical study shall be completed, by future project applicants' qualified acoustical consultants, when an application is received for a development project that could be exposed to noise greater than that deemed acceptable by the maximum noise levels specified in Table 10-1 of the City of East Palo Alto's General Plan for any given land use proposed on a site. The study shall determine compliance with the noise and land use compatibility standards, identify potential noise impacts, and propose site-specific measures to reduce exposure to exterior and interior noise levels that exceed maximum permissible levels.
- Policy LU-4.11 A project-specific acoustical analysis shall be prepared by future project applicants' qualified



## LAND USE GOALS AND POLICIES

acoustical consultants, in compliance with State Building Codes and City noise standards, to ensure that the design incorporates controls to reduce interior noise levels to 45 dBA CNEL or lower within the residential units and to 45 to 65 dBA Leq(12) or lower, depending on the specific land use, within nonresidential interiors. The future project applicants shall conform with any special building construction techniques requested by the City's Building Department, which may include sound-rated windows and doors, sound-rated wall constructions, and acoustical caulking.

Policy LU-4.12 The City of East Palo Alto, Community and Economic Development Department, Planning Division will complete outreach to members of the Native American community identified by the Native American Heritage Commission (NAHC) in association with City for Initial Studies/Mitigated Negative Declarations and other higher level environmental review during the development permitting process. Project specific AB 52 consultation shall be required if tribes that are traditionally and culturally affiliated with the City's geographic area request a formal consultation.

Policy LU-4.13 If the City determines a project has potential to cause a substantial adverse change to a tribal cultural resources identified through project-specific AB 52 consultation, and measures are not otherwise identified in the consultation process required under PRC Section 21080.3.2, the project applicant shall implement the following measures to address site specific impacts to avoid or minimize potentially significant impacts:

- Avoidance and preservation of the identified tribal cultural resource(s) in place, including but not limited to: planning and construction to avoid the resource(s) and protect the cultural

and natural context, or planning greenspace, parks, or other open space, to incorporate the resource(s) with culturally appropriate protection and management criteria.

- Treatment of the resource(s) with culturally appropriate respect with an emphasis on the tribal cultural values and meanings of the resource, including but not limited to: a) Protecting the cultural character and integrity of the resource; b) Protecting the traditional use of the resource; c) Protecting the confidentiality of the resource; and d) Permanent conservation easements or other interests in real property, with culturally appropriate management criteria for the purposes of preserving or utilizing the resources or places.

**Goal LU-5**

**Development that remediates existing soil and groundwater contamination.**

## Policy LU-5.1

Prior to the development or redevelopment of site parcels, a property-specific Phase I ESA shall be completed in accordance with ASTM Standard Designation E 1527-21 (or most recent version) to identify Recognized Environmental Conditions, evaluate the property history, and establish if the property is likely to have been impacted by chemical releases. Soil, soil vapor and/or groundwater quality studies shall subsequently be conducted, if warranted based on the findings of the property-specific Phase I ESAs, to evaluate if remedial measures are needed to protect the health and safety of site occupants and construction workers. For all new development or substantial renovation or rehabilitation (greater than 20 percent of assessed valuation), require a Phase I Environmental Site Assessment (ESA), and, if recommended by the Phase I ESA, a Phase II ESA to include soil and

## LAND USE GOALS AND POLICIES

~~groundwater sampling and analysis. Share the results of the Phase I/II ESA with appropriate regulatory agencies to enable an appropriate remediation plan to be developed. The remediation plan may include soil and groundwater cleanup, engineering controls such as vapor barriers or venting systems, and institutional controls such as deed restrictions or activity use restrictions.~~

Policy LU-5.2

Prior to the start of earthwork activities (e.g., excavation, trenching, grading, etc.) on properties with known contaminants of concern (COC) exceeding the lower of the current California Department of Toxic Substances Control (DTSC), San Francisco Bay Regional Water Quality Control Board (RWQCB) or U.S. Environmental Protection Agency (U.S. EPA) residential screening levels, an appropriate corrective action/risk management plan [e.g., RAP, removal action workplan (RAW )or Site Management Plan (SMP)] shall be prepared that reflects the results of the on-site investigations. The corrective action/risk management plan shall describe measures necessary to protect the health and safety of future site occupants, and establish appropriate management practices for handling and monitoring of impacted soil, soil vapor and groundwater that potentially may be encountered during construction activities. The corrective action/risk management plan shall be prepared by an Environmental Professional and be submitted to an appropriate overseeing regulatory agency (e.g., DEH, DTSC or RWQCB) for review. Regulatory agency approval shall be obtained prior to commencing earthwork activitiesFor all projects located on sites with known or potential contamination, including all sites east of Demeter Street/Clarke Ave, a Risk Management Plan (RMP) shall be prepared and submitted to the California Department of Toxic Substances Control (DTSC) and/or the San Francisco Regional Water Quality

	<p><del>Control Board (RWQCB) for review and approval before applying for entitlements from the City. Applicants shall submit an application to both the DTSC and the RWQCB with enough site information to allow the agencies to determine the appropriate lead agency. The lead agency, DTSC or RWQCB, will review all future development plans, provide comments, and approve final plans before commencement of construction.</del></p>
<p>Policy LU-5.3</p>	<p><u>A Health and Safety Plan (HSP) shall also be prepared to establish health and safety protocols for personnel working at the future project site. All remedial measures shall be completed under regulatory agency oversight and meet all applicable federal, state and local laws, regulations and requirements. Following completion, a report documenting compliance with the provisions of the corrective action/risk management plan and describing the work completed shall be submitted to and approved by the overseeing regulatory agency.</u></p>
<p>Policy LU-5.4</p>	<p><u>Groundwater monitoring wells associated with the identified open leaking underground storage tank (LUST) and cleanup program site (CPS) cases are located on some Site parcels. These wells must be protected during construction. Upon written approval from the overseeing regulatory agency and the well owner, the wells would be destroyed under permit from the DEH prior to development activities. Relocation of the wells may be required. Monitoring wells that are no longer in use, or any unidentified wells (such as former agricultural wells) encountered during construction activities, shall be properly destroyed in accordance with DEH requirements.</u><del>Proposed developments in the Plan Area adjacent to active remediation systems or groundwater monitoring systems shall notify the lead agency in charge of remediation.</del></p>

## LAND USE GOALS AND POLICIES

- Policy LU-5.5 If a future development requires importing soil for property grading, the source and quality of imported soil shall be documented and reported to the appropriate overseeing regulatory agency prior to the start of earthwork activities.
- Policy LU-5.6 As part of the facility closure process for project site occupants with permits for storage of hazardous materials and/or generation of hazardous waste, facility closure activities (such as removal of remaining hazardous materials, cleaning of hazardous material handling equipment, decontamination of building surfaces, and waste disposal practices) shall be coordinated with the San Mateo County Department of Environmental Health (DEH) to ensure that required closure activities are completed prior to redevelopment of site parcels or change in use.
- Policy LU-5.7 Prior to issuance of demolition permits, an asbestos survey shall be completed on all structures proposed for demolition that are known or suspected to have been constructed prior to 1978 in accordance with National Emission Standards for Hazardous Air Pollutants (NESHAP) guidelines. NESHAP guidelines require the removal of potentially friable asbestos-containing materials (ACMs) prior to building demolition or renovation that may disturb the ACM.
- Policy LU-5.8 Prior to demolition, future project applicants shall submit a letter of approval that includes a Job Number (J#) shall be issued by BAAQMD, as proof of notification. The applicant shall notify BAAQMD of any demolition or renovation requiring the removal of 100 square feet or more, 100 linear feet or more, or 35 cubic feet or more of asbestos, at least 10 days prior to demolition or renovation. For residential buildings of four or fewer dwelling units, future

applicants can notify BAAQMD 72 hours in advance with the payment of an additional fee.

- Policy LU-5.9 Prior to issuance of a demolition permit, a lead-based paint (LBP) survey shall be completed on all structures proposed for demolition that are known or suspected to have been constructed prior to 1978. If LBP is identified, then federal and state construction worker health and safety regulations shall be followed during renovation or demolition activities. If loose or peeling LBP is identified at the building, it shall be removed by a qualified lead abatement contractor and disposed of in accordance with existing hazardous waste regulations. Requirements set forth in the CCR Title 8, Section 1532.1 shall be followed during demolition activities, including employee training, employee air monitoring, and dust control. Any debris or soil containing LBP or coatings shall be disposed of at landfills that meet acceptance criteria for the waste being disposed.
- Policy LU-5.10 Prior to future projects disposing of any demolition waste (e.g., as fluorescent lamps, PCB ballasts, lead acid batteries, mercury thermostats, and lead flashings), the demolition contractor shall coordinate with DEH to determine if the waste is hazardous and ensure proper disposal of waste materials.
- Policy LU-5.11 All projects proposing residential, medical, community, civic, or institutional uses shall conduct a site assessment or screening for vapor intrusion risk, per State Water Board guidance. Groundwater solvents in particular shall be investigated at all sites. If vapor intrusion risk exceeds the established thresholds, then a risk management plan shall be determined. Remediation should be the preferred response action. For sites where site-specific



## LAND USE GOALS AND POLICIES

conditions prevent remediation, mitigation may be necessary as a long-term measure.

<b>Goal LU-6</b>	<b>Development that complies with regulations and standards from regional agencies.</b>
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- Policy LU-6.1 Follow the land use planning and approval processes outlined in the Palo Alto Airport Land Use Compatibility Plan (ALUCP). Avoid land uses that negatively affect air navigation as described in the ALUCP or are in excess of maximum heights identified in the ALUCP from the Traffic Pattern Zone.
- Policy LU-6.2 Ensure that the Menlo Park Fire Protection District (MPFPD) reviews construction plans for roadway modifications, internal circulation, and establish, if needed, temporary alternative emergency routes to be used for the duration of the construction project. During design review, ensure that roads and driveways are established that meet all applicable code requirements for emergency access, potentially including signal preemption mechanisms. Ensure that MPFPD reviews building plans for compliance with the Fire Code and establishes a future inspection schedule.
- Policy LU-6.3 Ensure that projects subject to Bay Conservation & Development Commission (BCDC) jurisdiction receive permit approval from BCDC after being granted planning entitlements from the City. Encourage applicants to engage in the pre-application process with BCDC; the pre-application process will typically include a project review by the Commission's Design Review Board and/or Engineering Criteria Review Board. All final development plans will be approved by BCDC.
- Policy LU-6.4 Require preparation of a geotechnical report calculating the building load and placement of fill for each development. Verify that environmental review

of this report includes an assessment of flood risks to the building itself, the risks related to shallow groundwater if applicable, and the impacts on neighboring structures from displacement of flood waters. Require the report to consider the cumulative flood risks to other structures from the building in addition to other known, planned, and reasonably foreseeable development.

Policy LU-6.5

As per Chapter 15.52 of the Municipal Code, ensure that at the time a project is proposed in the Plan Area that each proposed new structure in the 100-year flood plain as identified in the current Flood Insurance Rate Map (FIRM) is elevated so that the bottom of the lowest floor is at least one foot above the base flood elevation (1 BFE) for residential structures, flood-proofed to 1 BFE for nonresidential structures, or granted a Variance pursuant to the procedures outlines in Section 15.52080 (a) to (k). See Figure 6-4 for minimum design flood elevations.

**Goal LU-7**

**Maintenance and conservation of historic, archeological, and tribal cultural resources.**

Policy LU-7.1

Ensure that City, State, and Federal historic preservation laws, regulations, and codes are implemented, including State laws related to archaeological resources, to ensure the adequate protection of historic and prehistoric resources.~~Ensure that City, State, and Federal historic preservation laws, regulations, and codes are implemented, including State laws related to archaeological resources, in order to protect historic, cultural, and prehistoric resources. This may include preparation of a project-specific Archaeological Resources Assessment (ARA); see the Mitigation, Monitoring, and Reporting Program (Appendix C) for more details.~~

## LAND USE GOALS AND POLICIES

- Policy LU-7.2 Require preparation of a project-specific Historic Architectural Resources Assessment (HARA) by a professional Architectural Historian for any buildings or structures that are over 45 years in age that could be affected by a project. The HARA will provide background context, identify any architectural resources including standing buildings and structures, and provide an evaluation using the criteria of the California Register of Historic Resources. Follow the HARA recommendations to avoid and minimize damage to these resources. These may include additional research, measured drawings and photographic recordation with deposition of any research materials with a historical society or repository. In the event that a potential impact to a tribal cultural resource is identified, projects shall develop appropriate protection and/or mitigation measures to reduce potential impacts to a less than significant level to identified and significant resources eligible for inclusion on the California Register of Historical Resources (CRHR).
- Policy LU-7.3 Future project applicants shall engage a qualified archaeologist to complete a site-specific review and evaluation of a development site within the Specific Plan area as part of the discretionary permitting process in regard to archaeological resources. The identification, review, and evaluation shall be completed by qualified professional archaeologists. The results shall be presented in a Cultural Resources Assessment Report (CRAR) or similar document format that provides the results of the identification and evaluation effort with site specific mitigation recommendations. The CRAR shall be reviewed and approved by the City as part of the discretionary permitting process. Upon the discovery of Native American human remains during construction, development activity will cease until professional archaeological examination confirms

~~that the burial is human. Non-invasive testing is recommended. If the remains are determined to be Native American, applicable State laws shall be implemented.~~

Policy LU-7.4 Future project applicants shall implement site-specific mitigation measures or recommendations presented in the CRAR as determined necessary by the City. Mitigation or recommendations could include:

- Completion of an archaeological testing program to determine the potential for the presence/absence of subsurface cultural deposits and develop further recommendations for cultural resource avoidance/preservation;
- Implementation of cultural resources monitoring during subsurface construction for project sites within or adjacent to a recorded cultural resource; and
- Recordation of any significant built environment resources including but not limited to systematic photographic recordation and architectural measured drawings as well as additional detailed archival research.

Policy LU-7.5 Future project applicants, in consultation with the City, shall contact the Native American Heritage Commission (NAHC) for environmental reviews during the development permitting process to determine if resources listed on the Sacred Lands File are within or adjacent to a project specific site. Outreach to members of the Native American community identified by the NAHC shall be undertaken to determine if they can provide information on tribal cultural resources within or adjacent to the project site.

Policy LU-7.6 Future project applicants shall note on any plans that require ground disturbing excavation that there is a potential for exposing buried cultural resources and

## LAND USE GOALS AND POLICIES

tribal cultural resources including prehistoric Native American burials.

Policy LU-7.7 Future project applicants shall retain a Professional Archaeologist (PA) on an "on-call" basis during ground disturbing construction to review, identify, and evaluate cultural resources that may be inadvertently exposed during construction. The archaeologist shall review and evaluate any discoveries to determine if they are historical resource(s) and/or unique archaeological resources or tribal cultural resources under CEQA.

Policy LU-7.8 Prior to ground disturbing activities, a PA shall complete in-person Worker Awareness Training (WAT) for cultural resources. Training shall be required for all construction personnel participating in ground disturbing construction to alert them to the cultural sensitivity of the project site and provide protocols to follow in the event of a discovery of archaeological materials. The Principal Archaeologist or Project Archaeologist shall develop and distribute an "ALERT SHEET" summarizing potential finds that could be exposed and the protocols to be followed as well as points of contact to alert in the event of a discovery.

Policy LU-7.9 If the PA determines that any cultural resources exposed during construction constitute a historical resource and/or unique archaeological resource or tribal cultural resource under CEQA, the PA shall notify the project proponent and Community Development Director, or their designee, of the evaluation. The PA shall recommend mitigation measures to mitigate to a less than significant impact in accordance with California Public Resources Code Section 15064.5. Tribal cultural resources shall be evaluated with the assistance of Native American tribes and/or individual tribal members who have previously been contacted and responded to

outreach efforts made by the project proponent. Mitigation measures may include, but would not be limited to, avoidance, preservation in-place, recordation, additional archaeological testing, and data recovery. The completion of a formal Archaeological Monitoring Plan (AMP) and/or Archaeological Treatment Plan (ATP) that may include data recovery may be recommended by the PA if significant archaeological deposits are exposed during ground disturbing construction. Development and implementation of the AMP and ATP and treatment of significant cultural resources and/or tribal cultural resources shall be completed by the project applicant in consultation with any regulatory agencies and Native American tribes and tribal individuals.

Policy LU-7.10 The project applicant shall submit a Monitoring Closure Report to the City at the conclusion of ground disturbing construction if archaeological and Native American monitoring was undertaken.

Policy LU-7.11 In the event that human remains are discovered during excavation and/or grading of the site, all activity within a 50-foot radius of the find will be stopped. The San Mateo County Coroner will be notified and shall make a determination as to whether the remains are of Native American origin or whether an investigation into the cause of death is required. If the remains are determined to be Native American, the Coroner will notify the Native American Heritage Commission (NAHC) immediately. Once the NAHC identifies the most likely descendants, the descendants will make recommendations regarding proper burial, which will be implemented in accordance with Section 15064.5(e) of the CEQA Guidelines.



## LAND USE GOALS AND POLICIES

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## LAND USE AND DEVELOPMENT STANDARDS

# 6

This chapter provides land use regulations and standards applicable to all future Development Projects in the Specific Plan Area (as defined in the Municipal Code). The development standards in this section specify basic physical requirements for new construction and substantial improvement projects, including building placement on single sites, the three-dimensional form of buildings, and public access to and through development sites. The chapter covers the following topics:

- 6.1 Land Use Standards
- 6.2 Building Height and Stepback Standards
- 6.3 Active Frontage Standards
- 6.4 Site Design Standards
- 6.6 Building Design Standards
- [6.76](#) Additional Development Standards
- [6.78](#) Ecological [and Sustainability](#) Development Standards

## 6 LAND USE AND DEVELOPMENT STANDARDS

The standards are meant to ensure that the use and physical character of development achieves the vision outlined in Chapter 4 by creating an active urban business and arts district with appealing architecture, welcoming public open space, and a safe pedestrian environment. Furthermore, the standards are designed to promote financial feasibility and land use flexibility in potential new development.

Citywide regulations in the [East Palo Alto Development Code](#) not in conflict with the Specific Plan will continue to apply to the Plan Area. When in conflict, the land use and development standards in this document supersede the standards in Chapter 18 of the Municipal Code. Existing and previously entitled developments in the Plan Area may have their own approvals and requirements, which may supersede the requirements in this plan, unless additional approvals are required or these pre-existing entitlements have expired, in which case the standards of this Plan shall apply.

This chapter contains both objective development and design standards and design guidelines. Objective standards are those that do not involve subjective judgement and are uniformly verifiable by reference to an external and uniform benchmark available and knowable by both the applicant and the public. All development projects shall comply with objective standards or seek exceptions/variances. Non-residential projects should demonstrate how they meet the intent of design guidelines; however, residential, and mixed-use residential projects that qualify for SB330 or SB35 or other state mandated ministerial review are not required to comply with design guidelines (though objective standards still apply).

### How to Use this Chapter:

#### **What is the zoning for a given parcel?**

See Figure 6.1, Land Use Zones to identify the zone in which the parcel is located. The desired character in each zone is described in Section 6.1.1.

#### **What land uses are allowed in each zone?**

Review Table 6-1 to identify allowed uses [*P means a permitted use, AUP means administrative use permit required, and CUP means a conditional use permit is required, i.e. the use may be permitted if certain conditions are met*]. See Section 6.1.2 for additional land use standards and regulations. For all properties in the Plan Area, the City's requirements for nonconforming uses will govern the continued existence of land uses that do not match the underlying zone.

<b>What is the maximum allowed development intensity/density?</b>	See Table 6-2 for the maximum allowed floor area ratios and residential densities by zone. These may be exceeded through State density bonus for residential uses, and through achievement of a Standard or Exemplary bonus for major office or R&D developments.
<b>What are the maximum heights allowed?</b>	See Figure 6-3 for maximum allowed heights in feet. Heights are not strictly regulated by land use zone but rather by the height map. Additional stepback standards apply, see Section 6.3.3.
<b>What are the special rules for active ground floors?</b>	Review Figure 6-15 to determine where active frontages are identified. See Section 6.4 for special requirements for specific land uses and ground-floor building design that apply along the identified frontages.
<b>What other requirements in this Chapter apply?</b>	<ul style="list-style-type: none"> <li>• Review Section 6.5 for site design standards, such as block size and on-site open space requirements.</li> <li>• Review Section 6.6 for building design standards, such as articulation and massing breaks.</li> <li>• Review Sections 6.7 and 6.8 for all other standards, including for green building and sustainability.</li> </ul>
<b>What other chapters should be reviewed for standards?</b>	<ul style="list-style-type: none"> <li>• Review Chapter 7 for standards for privately-owned public open space and shoreline-adjacent development.</li> <li>• Review Chapter 8 for standards relating to street design, multimodal design, and TDM/parking standards.</li> <li>• Review Chapter 10 for requirements (including fiscal impact and residual value analysis), priorities, and targets related to Community Benefits.</li> <li>• Review Chapter 11 for project review procedures, procedures for obtaining an Allocation from the Development Capacity, Reserves, and Trip Cap.</li> </ul>
<b>What other City requirements apply?</b>	Comply with the Planning <a href="#">Pre-Submittal Process</a> Follow the City's <a href="#">Community Outreach Guidelines</a> Review the latest <a href="#">Development Impact Fee Schedule</a> Design Review by the Director or Planning Commission may apply per <a href="#">Chapter 18.86</a> .

## 6.1 Land Use

### 6.1.1 Land Use Zones

The Plan Area has been divided into seven land use zones that are intended to capture the community's desires for Ravenswood Business District/4 Corners. In addition, three residential overlay zones implement the vision for maximizing development of housing in the Plan Area. Each land use zone regulates allowable land use, floor area ratio, residential density, and other design standards. The standards that follow are organized by zone.

The Specific Plan includes the following land use zones:

- 1) 4 Corners Gateway.** Intended to support an enlivened, thriving "downtown" for East Palo Alto focused on and around the intersection of University Avenue and Bay Road. Accommodates multi-story mixed-use buildings that have retail stores or community facilities on the ground floor, with housing and/or offices [or research and development \(R&D\)](#) above.
- 2) Bay Road Central.** Intended to make Bay Road a lively, inviting place that creates a strong connection between 4 Corners and Cooley Landing. Accommodates multi-story mixed-use buildings that have individual residential entries, retail stores, or storefront-type offices on the ground floor, with housing (or offices to a lesser extent) on upper floors.
- 3) Ravenswood Employment Center.** Intended to support the development of a variety of job-creating uses, including high-quality research and development (R&D) facilities and associated offices. Also accommodates businesses that fabricate and produce goods, distribute merchandise, or repair equipment, provided that they do not negatively affect surrounding uses or properties.
- 4) Industrial Transition.** Accommodates low-intensity light industrial, manufacturing, and repair businesses that do not attract large amounts of traffic or adversely affect nearby homes. Provides spaces for local businesses. Serves as a transition between single-family homes and more intense employment areas.
- 5) Waterfront Office.** Intended to create a higher-intensity, urban office district within the Plan Area. Accommodates professional offices, research & development facilities, limited light industrial uses, and supporting retail or similar uses.
- 6) Urban Residential.** Intended to provide for the development of a variety of housing types at moderate densities. Accommodates

attached single family (such as townhomes, duplexes, triplexes, and fourplexes) and multi-family apartments or condominiums. [Other uses such as community-supporting/non-profit uses and certain light industrial uses such as distribution and repair may be allowed if they are compatible and do not impact nearby residences.](#)

- 7) Parks and Recreation.** Intended to be placed on those parcels dedicated to conservation of existing open space and development of traditional parks, greenways, recreational/community facilities, and other “public” spaces within the Plan Area.

Additionally, the Specific Plan provides for the following **Residential Overlay** zones which are regulated according to their respective provisions in the City’s [Development Code](#) (see Figure 6-1: Land Use Map for where overlays apply):

- R-MD-1: 2.5 stories, 15 du/acre base; up to 22 du/acre potentially achievable with standard 50% State Density Bonus (SDB) for inclusionary affordable housing
- R-MD-2: 3 stories, 22 du/acre; up to 33 du/acre with 50% SDB
- R-HD-5: 5 stories, 43 du/acre; up to 65 du/acre with 50% SDB

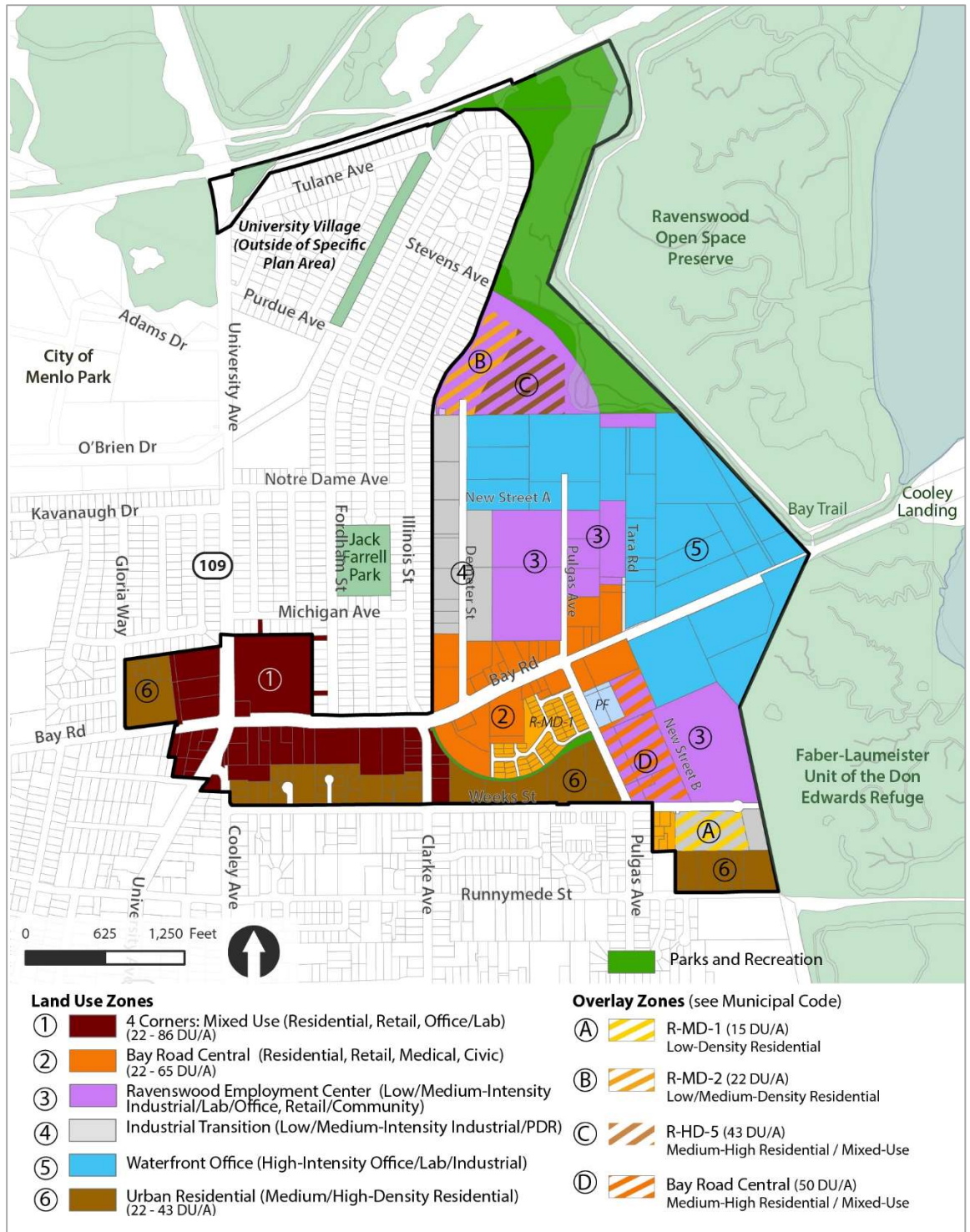
*(The actual density bonus achievable through SDB will depend upon the amount and type of inclusionary housing proposed, on a project-by-project basis, and could potentially exceed the numbers shown here)*

For residential portions of projects, allowable land uses and maximum density regulations from the overlay zones will apply as provided in Chapter 18 of the Development Code (for R-MD-1, R-MD-2, and R-HD-3) as it pertains to residential uses. Other development standards of this Plan, including setbacks, stepbacks, and active frontages, still apply.

The Plan Area’s land use zones and overlays are shown in Figure 6-1:



Figure 6-1. Land Use Zones Map



## 6.1.2 General Land Use Standards

- 1 Allowed Uses.** Permitted uses in each zone are provided in Table 6-1. All uses not permitted by right, AUP, [SUP](#), or CUP are prohibited.
- 2 Land Use Definitions.** See use type definitions in Appendix B.
- 3 Active Neighborhood-Serving Uses.** Active uses shall be required in ground floor spaces as shown on Figure 6-11. These ground floor spaces shall comply with Active Frontage Design and Land Use Standards in Section 6.4.
- 4 Affordable Housing.** Development projects with residential uses are subject to the City's Inclusionary Zoning Ordinance which requires 20% of units to be dedicated to Extremely Low-, Low-, and Moderate-income households or 100% below market rate projects.
- 45 Ministerial Approval and Streamlining.** [Qualifying residential projects shall be provided streamlined, ministerial review \(subject only to the Specific Plan's objective design standards\) and could be exempt from CEQA review. See Chapter 18.34 of the Code.](#)
- 56 Community Benefits Requirements.** Development projects requesting an allocation of office/R&D Development Capacity at the Standard or Exemplary Tier are required to submit a Community Benefits Narrative/Scorecard and related analyses (see Chapter 10 for details). This includes an affordable housing program.
- 67 Existing City Fees and Programs.** As applicable, all development projects must provide the City-specified impact fees and satisfy other statutory requirements and ordinances.
- 78 Required Provision of Open Space.** Where open space types are identified in the Parks and Open Space Network (see Chapter 7), developments are required to provide publicly accessible open space which will be credited toward the park dedication requirements and/or Parks and Trail impact fees as applicable.
- 89 Parks and Recreation Zone.** For parcels zoned as Open Space in Figure 6-1, the regulations shall be as provided in the [Zoning Ordinance—Development Code](#) for Parks and Recreation (PR) districts.
- 910 Biosafety Lab Uses.** Tenants proposing biosafety laboratories shall provide a list of chemicals and biosafety accident prevention practices when obtaining a conditional use permit and/or business license for operation in the City of East Palo Alto and with all planning and building permit applications. Tenants

## 6 LAND USE AND DEVELOPMENT STANDARDS

shall also contact Menlo Fire Protection District for additional approvals. See Table 6-1 under Research and Development (Restricted) for additional BSL standards.

**1011 Hazardous Materials.** Building and Fire Codes shall apply at the building permit review stage for hazardous uses and hazardous material storage. Other outside regulatory requirements may apply.

Land Use	4 Corners Gateway/Bay Road Central		Ravenswood Employment Center	Industrial Transition	Waterfront Office	Urban Residential	Other Additional Requirements
	Ground (1)	Upper					
<b>Residential (2)</b>							
Accessory Dwelling Units	=P	P	–	–	–	P	Muni Code Chapter 18.96
Agriculture, Community Gardens Only	P	–	P	P	P	P	
Animal Keeping, Noncommercial	–	–	–	P	–	P	Muni Code Section 18.48.050
<u>Corporate Housing</u>	<u>P</u>	<u>P</u>	<u>–</u>	<u>–</u>	<u>–</u>	<u>CUP</u>	
Duplex (Two-Family Dwellings)	=CUP	–	–	–	–	P	
Emergency Shelters	–	–	–	P	–	–	
Family Day Care Home	=AUP	P	P	–	P	P	Gov Code § 1597.40
Home Occupation / Home Business	=HBP	HBP	–	–	–	HBP	Muni Code Section 18.48.100
Live/Work Units (or Work/Live)	P	AUP	CUP	P	–	AUP	See Section 6.6.2
Multiple-Family Dwellings	AUP	P	–	–	–	P	
Single-Family Dwelling, Attached	=CUP	=CUP	–	–	–	P	
Single-Family Dwelling, Detached—Lot Size No Greater Than 5,000 Square Feet	–	–	–	–	–	CUP	
Single Room Occupancy Facilities (SROs)	–	–	–	–	–	P	
Supportive Housing (includes LBNCs)	–	P	–	–	–	P	Gov Code § 65583(a)(5)
Transitional Housing	–	AUP	–	–	–	AUP	Gov Code § 65583(a)(5)
Visitor Accommodations - Bed & Breakfast Inn or Short-Term Lodging	=CUP	CUP	–	–	–	CUP	
<b>Care Uses</b>							
Adult and Child Day Care	P	P	P	CUP	P	P	Muni Code Section 18.48.050
Congregate Care Homes	–	–	–	–	–	CUP	
Convalescent Facilities	–	–	–	–	–	CUP	

# 6 LAND USE AND DEVELOPMENT STANDARDS

**Table 6-1: Allowed Land Uses**

Land Use	4 Corners Gateway/Bay Road Central		Ravenswood Employment Center	Industrial Transition	Waterfront Office	Urban Residential	Other Additional Requirements
	Ground (1)	Upper					
Day Care, Accessory Use Only	CUP	P	P	CUP	P	P	
Residential Care Facility–Seven or More	–	CUP	–	–	–	CUP	Gov Code § 6515.1 et seq.
Residential Care Facility– Six or Fewer	–	AUP	–	–	–	P	Gov Code § 6515.1 et seq.
<b>Public &amp; Quasi-Public</b>							
Clubs, Charitable Institutions and Organizations	P	P	P	P	P	CUP	
Community Use, Assembly	P	P	P	P	P	=CUP	
Community Use, Non-Assembly	P	P	P	P	P	P	
Community Facilities and Institutions	P	P	P	P	P	P	
Public Assembly/Meeting Facilities	AUP	AUP	AUP	–	AUP	AUP	
Religious Assembly/Church	CUP	CUP	CUP	CUP	CUP	CUP	
Park, Plaza, or Recreational/ <u>Sports</u> Facility	P	–	P	P	P	P	Allowed in PR zone with AUP.
Public or Quasi-Public Facilities and Uses	P	P	P	P	P	P	
Public Safety Facility	P	P	P	P	P	P	
Temporary Uses	TUP	TUP	TUP	TUP	TUP	TUP	Muni Code Chapter 18.94
School, Private	CUP	CUP	CUP	–	CUP	P	
School, Public	CUP	CUP	CUP	–	CUP	P	
<b>Commercial</b>							
Alcoholic Beverage Sales (on-site and off-site, and accessory use) (32)	CUP	–	CUP	CUP	CUP	–	Gov Code § 6506 Section 18.480.030
Animal Sales and Services–Boarding Allowed	CUP	–	–	CUP	–	–	
Animal Sales and Services–No Boarding	P	–	–	P	–	–	
Automated Teller Machine (ATM)	P	–	P	P	P	–	

Land Use	4 Corners Gateway/Bay Road Central		Ravenswood Employment Center	Industrial Transition	Waterfront Office	Urban Residential	Other Additional Requirements
	Ground (1)	Upper					
Bank or Financial Service/Institution	AUP	AUP	AUP	–	P	–	
Business Support Service	P	–	P	P	P	–	
Catering Services	–	–	P	P	=AUP		
Commercial Recreation, Indoor	P	CUP	CUP	CUP	CUP	–	
Commercial Recreation, Outdoor	–	–	P	P	P	–	
Dry Cleaning Establishments (Retail Only)	AUP	–	AUP	–	–	AUP	
Drive-Through Establishment	–	–	–	–	–	–	
Food and Beverage Sales, Convenience	P	–	P	CUP	P	–	
Food and Beverage Sales, Supermarket	P	CUP	P	CUP	P	–	
Health/Fitness Facility (Small)	P	P	AUP	AUP	AUP	–	
Health/ Fitness Facility (Large)	AUP	AUP	AUP	CUP	AUP	–	
Hospitals	–	–	–	–	–	–	
Artist, Instructional or Production Studio	P	P	P	P	P	–	
Medical Clinic or Lab (including Emergency Health Care Facilities/Urgent Care)	CUP	CUP	CUP	CUP	=CUP	–	
Medical/Dental Office	CUP/AUP	AUP	P	P	P	–	
Personal Services, Low-Impact/General (Nail/Beauty Salon, Laundromat, Massage)	P	CUP	P	P	P	–	
Personal Services, Moderate-Impact/Restricted	AUP	–	AUP	AUP	AUP	–	
Printing and Shipping Services	P	P	P	P	P	–	
Office - Business (Small)	P	P	P	P	P	–	
Office - Professional and Corporate (Large)	AUP (34)	AUP (34)	P	–	P	–	
Food Service (No Alcohol, Fast Food, or Late Hours)	P	P	P	P	P	–	
Food Service (With Alcohol Sales, Fast Food, or Late Hours), at a Bonafide Eating Establishment	P	AUP	AUP	AUP	AUP	–	



# 6 LAND USE AND DEVELOPMENT STANDARDS

**Table 6-1: Allowed Land Uses**

Land Use	<b>4 Corners Gateway/Bay Road Central</b>		<b>Ravenswood Employment Center</b>	<b>Industrial Transition</b>	<b>Waterfront Office</b>	<b>Urban Residential</b>	<b>Other Additional Requirements</b>
	<b>Ground (1)</b>	<b>Upper</b>					
General Retail Sales (less than 10,000 sq. ft.)	P	CUP	P	P	=P	–	
General Retail Sales (10,000 sq. ft. or greater)	CUP	CUP	CUP	P	=P	–	
Shopping Center	=CUP	–	CUP	–	–	–	
Vehicle Service and Repair	–	–	–	CUP	–	–	
Vehicle/ Equipment Rentals, Office Only	–	–	–	CUP	–	–	
Visitor Accommodations - Hotels + Motels	P	P	CUP	–	CUP	–	
<b>Industry, Manufacturing and Production, and Warehousing Uses</b>							
Manufacturing and Production–Heavy	–	–	–	–	–	–	
Manufacturing and Production –General, Small (Less than 5,000 sq. ft.)	–	–	P	P	P	–	
Manufacturing and Production –General, Large	–	–	AUPP (5)	P (5)AUP	P (5)AUP	–	
Manufacturing and Production –Light, Small	CUP	–	P	P	P	–	–
Manufacturing and Production –Light, Large	=CUP	–	P (5)AUP	P (5)AUP	P (5)AUP	–	
Maintenance and Repair	–	–	P	P	=SUP	–	
Handicraft Industry	P	P	P	P	P	–	
Storage (Mini Storage)	–	–	CUP=	CUP	–	–	
Recycling Facility, Small Collection	–	–	CUP	CUP	–	–	
Recycling Facility, Large Collection	–	–	–	CUP	–	–	
Research and Development, General	P=	P	P	P	P	–	
Research and Development, Restricted (Laboratory) (46)	–	CUP	AUP	=AUP	AUP	–	
Water Storage Facilities	–	–	P	P	P	P	
Warehousing, Wholesaling, and Distribution	–	–	AUP	P	AUP	(7)=	
<b>Transportation, Communications, and Utilities</b>							

Land Use	4 Corners Gateway/Bay Road Central		Ravenswood Employment Center	Industrial Transition	Waterfront Office	Urban Residential	Other Additional Requirements
	Ground (1)	Upper					
Communication Facilities	–	P	P	P	P	–	
Heliports and Helistops	–	–	–	–	–	–	
Outdoor Advertising Structures/Signs							Muni Code Chapter 18.32
Outdoor Storage and Display	–	–	–	–	–	–	
Parking Facility <u>(8)(9)</u>	CUP <del>(5)</del>	CUP	CUP	CUP	CUP	–	
Public Utilities–Major	CUP	–	CUP	CUP	CUP	CUP	
Public Utilities–Minor	P	–	P	P	P	P	
Public Utility Antenna and Satellite Dishes	<del>(610)</del>	<del>(610)</del>	<del>(610)</del>	<del>(610)</del>	<del>(610)</del>	<del>(610)</del>	Gov Code § 6518.1 et seq.
Vehicle Depot	–	–	CUP	–	–	–	
Wireless Telecommunication Facilities							Muni Code Chapter 18.42

(1) For additional use regulations that apply to ground floors in identified frontage zones, see Section 6.2 Active Frontages.

(2) Qualifying 100% affordable housing projects and mixed-income residential projects are ministerially allowed in office and retail districts per AB 2011/SB 6, subject to non-industrial adjacency and adherence to specified prevailing wage/labor standards.

(23) Alcohol Beverage Service that is on-site/on-sale in conjunction with a bonafide eating establishment is considered as ancillary to the primary business and is not subject to a separate CUP or other use permit.

(34) Office - Professional and Corporate is not allowed in Bay Road Central.

(5) Manufacturing & Production, Large is permitted by right in REC, IT, and WO; however, an AUP is required if the manufacturing use is proposed adjacent to residential zones or within 100 feet of the bay.

(46) Special standards apply for developments proposing Biosafety Level Facilities. BSL 1 and BSL 2 are permitted with an AUP in REC, WO, and Industrial zones and are conditionally permitted in Upper floors in 4 Corners Gateway. BSL 3 is conditionally permitted in REC, WO, and Upper 4 Corners Gateway zones, subject to findings by staff that the proposed use is buffered adequately from residential uses and will be subject to an annual safety compliance inspection by the relevant County agency and/or the Fire Department. BSL 4 is prohibited in all zones.

(7) Other uses such as community-supporting/non-profit uses and certain light industrial uses such as distribution and repair may be allowed if they are compatible and do not impact nearby residences

(58) Parking structures located on Bay Road or within residential mixed-use buildings shall be wrapped with another ground-floor use along all [public](#) street frontages; the ground-floor use shall have a depth of at least 20 feet. [Murals/art and landscaping are allowed on parking structure frontages facing service streets, alleys, rear lot lines, or private open spaces.](#) This requirement also applies to the frontage of any parking structure along the East-West Connector. See Section 6.4.1 for details.

(9) [Parking Facility is permitted without a CUP as an accessory use to other development.](#)

(610) Permit requirement determined according to the provisions in Chapter 24.5 of the Zoning Ordinance.

### 6.1.3 Development Intensity

#### STANDARDS

- 1 Allowed maximum non-residential floor area and residential density.** Maximum allowed floor area is defined for each Land Use Zone in Table 6-3, and minimum/maximum densities are defined for each Zone in Table 6-2. Allowed floor area and density is based on the gross parcel area.
- 2 Non-developable areas.** Maximum allowed floor area is not reduced by non-developable portions of a site, except for portions of a site located in the Parks and Recreation zone.
- 3 FAR Exemptions.** Calculation of maximum floor area ratio does not include neighborhood-serving retail or [deeded/subsidized community space](#) provided to satisfy the Active Frontage requirements. [Civic space is also exempted.](#) The total floor area exemption shall not exceed 10% of the project's development gross square footage. Tenant amenity space is not exempted from FAR calculations.
- 4 Aggregated FAR.** At city discretion, floor area ratio can be aggregated over two or more different land use zones using a weighted average, provided the site's total Maximum FAR and the maximum allowable building height in each zone is not exceeded. [A weighted average is derived by calculating the maximum floor area times acres for each different land use zone, summing the total floor area, and dividing by the total parcel acreage.](#)
- 5 Transportation, park, and open space dedications and easements.** Any new dedication or easement for a street, path, or other transportation connection or open space shall not be deducted from a site's gross lot area for the purposes of calculating FAR. Setbacks shall be measured after dedications are provided. See Implementation Chapter Figure 11-4 for a map of desired dedications and easements.

**Table 6-2. Residential Density Standards (dwelling units per acre)**

Land Use Zone	4 Corners Gateway	Bay Road Central	Ravenswood Employment Center	Industrial Transition	Waterfront Office	Urban Residential
<b>Minimum Density</b>	22	22	--	--	--	22
<b>Maximum Density</b>	86	65	--	--	--	43

*Qualifying housing projects may exceed the above maximum densities per the State Density Bonus Law and the City's Development Code with possible waivers and exceptions to the objective development standards in the Specific Plan necessary to improve project feasibility.*

**Table 6-3. Non-Residential Intensity Standards (floor area ratio, by Tiers)**

	4 Corners Gateway	Bay Road Central	Ravenswood Employment Center	Industrial Transition Zone	Waterfront Office	Urban Residential
<b>Base Maximum FAR</b>	1.0	0.50 (office/retail) 1.0 (hotel and medical office)	0.35	0.75	0.5	--
<b>Standard Tier Maximum FAR</b>	1.5	0.75 (office/retail) 1.5 (hotel and medical office)	0.50	--	0.95	--
<b>Exemplary Tier Maximum FAR</b>	2.0	1.0 (office/retail) 2.0 (hotel and medical office)	0.75	--	1.5	--

See Chapter 10 for standards and targets associated with the Standard and Exemplary Tier.

### 6.1.4 Setbacks

#### STANDARDS

- 1 Required setbacks.** All developments shall meet the minimum setback requirements as established in Table 6-4 for building frontages along streets and public open spaces.

- a. Front setbacks are measured from defined property lines. Setback standards assume the lot is measured from the new property line after dedication, which will typically coincide with the back of the publicly dedicated sidewalk. Side and rear setbacks where no transportation facility is provided are also measured from the property line.
- b. For new privately owned publicly accessible streets, front setbacks are measured from the edge of the public access easement or public right-of-way as established on each section's dimensional standards in the Mobility Chapter.
  - ~~c.~~—Levee setbacks are measured from the BCDC jurisdictional line, as established by individual project applicants in consultation with BCDC.

## 2 Special Build-to Requirements.

- a. Four Corners Gateway: 65% of building frontage shall be built to within 20' of the Bay Road or University Avenue-facing property line, after any required dedications. ~~Public open space/plazas at least 20' wide~~
- b. Bay Road Central: 50% of building frontage shall be built to within 20' of the Bay Road-facing property line, after any required dedications.

**3 Change in grade.** Applicants that raise their building development pads to meet Design Flood Elevations shall provide for usable, pleasant, and ADA-compliant grade changes between the sidewalk and the finish grade. This includes at least 10' wide sidewalk/planter strip before grading up through ramps, stairs, or other strategies. Buildings with finish grades four feet or higher from the sidewalk grade shall have multiple access points from the sidewalk, at least one per 75 feet of frontage.

**4 Parking in setbacks.** Surface parking (excepting ADA-required parking) is generally prohibited within ~~30'-25'~~ of the back of publicly accessible sidewalk. ~~Driveways parallel to the street frontage are prohibited within the minimum setback.~~ Limited surface parking (occupying no more than 40% of the total street frontage) is allowed in front setbacks in REC, WO, and Industrial Transition zones with appropriate screening and/or landscaping.

~~4~~—

**5 Dedications for public right-of-way/sidewalk.** The City may, at its discretion, request dedication of up to 10' of frontage for portions of developments fronting onto existing public roads for public right-of-way, sidewalk,

and/or landscaping. Where required to achieve critical transportation improvements, Public Works may request more than 10' of frontage.

**6 ROW Encroachments.** Awnings, canopies, and similar non-structural elements located at least 9' above grade may encroach into the public right-of-way, subject to City approval.

**7 Projections and Overhangs.**

- a. Major architectural elements, such as balconies and bay windows, may encroach into the front setback areas a maximum of 4', provided the total area of all elements does not exceed 35% of the building façade area. This encroachment is subject to design review.
- b. Minor architectural elements, such as building overhangs or cantilevers, may encroach into the front setback areas a maximum of 8', provided the total vertical dimension of the overhang is less than 4' and is located at least 14 feet above grade.

**8 Underground Parking Encroachment.** Underground parking shall not encroach under public streets or dedicated public parks and shall not be located under Public Utility Easements (PUEs). Underground parking, when fully below grade, may encroach into setbacks and below privately held open areas, subject to development review.

**9 Paving in Usable Open Spaces.** Asphalt paving is not permitted in private or common usable open spaces.

**10 Setback Area Design.** Setback areas in front of multifamily and mixed-use buildings shall be landscaped according to the following standards:

- a. Building setbacks abutting ground floor residential uses shall be landscaped or include planters for a minimum of 75% of the required setback area excluding areas for patios, porches, stoops, and required walkways. For street frontage locations where the setback between the back-of-walk and building façade is 15 feet or greater, a minimum 1 tree per 40 linear feet of building frontage shall be planted within that setback area.
- b. Building setbacks abutting other ground floor non-residential uses (other than retail uses) shall be landscaped a minimum of 60% of the setback area.



**Table 6-4. Setback and Build-To Development Standards**

Standard	4 Corners Gateway	Bay Road Central	Ravenswood Employment Center	Waterfront Office	Industrial Transition	Urban Residential
<b>Front</b> (Pulgas, Tara, Demeter, Emerson)			Min 10'	Min 10'	Min 10'	Min 5'
<b>University Ave</b>	Min 8'   Max 25'					
<b>Bay Road</b>	Min 6'; Min 12' for residential or storefront   Max <u>25'30'</u>		Min 30' * (average)   Max 60'	Min 30' * (average)   Max 60'	<u>n/a</u>	Min 15'
<b>Exterior Side**</b>	Min 10'	Min 10'	Min 10'	Min 20'	Min 10'	Min 10'
<b>Rear</b>	Min 30' (plus transition)	Min 30'	Min 20'		Min 30'	Min 20'
<b>Inner levee edge/toe</b>	Min 50'					
<b>Adjacent to major greenway***</b>	Min 15'					

\*Front setbacks may be reduced to 25' where 10'+ of right-of-way is provided to the City for widening Bay Road.

\*\*For interior side setbacks, see Building Separation Standards within 6.2.3 Stepbacks.

\*\*\*See 6.2.3 Stepbacks for locations of major greenways.

## 6.1.5 Lot Coverages

### STANDARDS

- 1 Maximum and minimum coverages.** All developments shall adhere to the coverage standards in Table 6-5. Permeable paving may be excluded from paving coverage calculations, at City discretion.

**Table 6-5: Landscaping and Paving Coverage**

	<b>4 Corners Gateway</b>	<b>Bay Road Central</b>	<b>Ravenswood Employment Center</b>	<b>Waterfront Office</b>	<b>Industrial Transition</b>	<b>Urban Residential</b>
<b>Landscape Area (Minimum)</b>	10% of lot area	0% of lot area	5% of lot area	10% of lot area	5% of lot area	5% of lot area
<b>Paving Coverage (Maximum)</b>	<del>15</del> 25%	N/A	<del>30</del> 45%	<del>25</del> 40%	<del>35</del> 50%	N/A

## 6.2 Community and Local Employment Uses

The East Palo Alto community has expressed the need for certain land uses to be provided through the development of the Plan Area. These favored or desired uses are described and defined below. Certain uses have additional design or performance standards, due to their unique nature; see Table 6-6 below.

### STANDARDS

- 1 Community Benefits.** To count as a community benefit for achievement of Standard or Exemplary targets, these spaces shall be leased to a local resident, locally owned enterprise, or non-profit organization; and tenants shall pay below-market rents in perpetuity (or the space shall be deeded to the City).
- 2 Off-Site Facilities.** Subject to City discretion, a project shall receive equal credit for community spaces/uses constructed off-site.

**Table 6-6. Community and Local Employment Land Use Framework**

Category	Land Use Correlation	Guidance
<b>Community Space</b>		
Local Retail/Startup	<ul style="list-style-type: none"> <li>• Eating and Drinking (Restaurant/Bar)</li> <li>• Personal Services</li> <li>• Convenience Sales &amp; General Retail Sales</li> <li>• Dance Hall</li> <li>• Commercial Recreation, Indoor</li> <li>• Fitness/Health</li> <li>• Production Studio</li> <li>• Medical/Dental Office</li> </ul>	6.4 Active Frontage
Community Center, Library/Civic Space, Club/Non-Profit Organization, Workforce Training	<ul style="list-style-type: none"> <li>• Public or Quasi-Public Facility</li> <li>• Community Assembly and Non-Assembly</li> <li>• Community Facilities and Institutions</li> <li>• Clubs, Charitable Institutions &amp; Organizations</li> <li>• Office (Business/Small)</li> <li>• Adult/Childcare</li> </ul>	7.4 Community Facilities
<b>Local Employment Space</b>		
Maker/Flex Small-scale fabricating spaces, less than 5,000 square feet per space	<ul style="list-style-type: none"> <li>• Manufacturing/Production – Light, Small</li> <li>• Manufacturing/Production – General, Small</li> <li>• Maintenance and Repair</li> <li>• Handicraft Industry</li> <li>• Production Studio</li> <li>• Live/Work</li> </ul>	6.2.1 Flex Space
PDR/Light Industrial Medium-scale light industrial space, at least 30,000 total square feet	<ul style="list-style-type: none"> <li>• Warehousing, Wholesaling, and Distribution</li> <li>• Manufacturing/Production – Light, Large</li> <li>• Manufacturing/Production – General, Large</li> <li>• Maintenance and Repair</li> </ul>	

## 6.2.1 Maker and Flex Spaces

Maker or “flex” spaces are intended to foster a diversity of smaller, locally owned and operated businesses in the Plan Area. They are intended to enhance the creativity and ingenuity of East Palo Alto residents by providing creation space with floor area designed for and leased to production, distribution, repair businesses, art or crafting, clean manufacturing, construction industries, start-up spaces, or other similar flex or maker spaces.

### STANDARDS

- 1 Design and Location.** Spaces shall be located on the ground floor, have easy loading access (close proximity to a warehouse door or loading dock), and have a floor-to-floor height of at least 18 feet.
- 2 Entrances.** Roll-up doors, large bay doors, or other similar treatments should be employed to facilitate loading, pick-up, and delivery of materials.
- 3 Size.** Creation space leases shall be limited to 30,000 square feet per lessee and shall be subdividable into approximately 10,000 square feet or smaller spaces.
- 4 Uses.** See Table 6-6 for allowed land uses under Local Employment Space.
- 5 Residential Adjacency.** Creation space shall not be located directly adjacent to residential uses (or within 40’ of a residential property line).

## 6.2.2 Live/Work Standards

### STANDARDS

- 1 Floor area requirements.** The net total floor area of a live/work space shall be a maximum of 3,000 square feet (minimum of 1,500 square feet).
- 2 Separation and access.** Each live/work unit shall be separated from other live/work units or other uses in the structure. Access to each live/work unit shall be provided from shopfronts, directly from the street from common access areas, corridors, or halls; and the access to each unit shall be clearly separate from other live/work units or other uses within the structure.
- 3 Active frontage.** Live/work units shall have a frontage designed to the minimum design standards of the Active Non-Retail.
- 4 Facilities to accommodate commercial or light industrial activities.** A live/work unit shall be designed to accommodate commercial or industrial uses as evidenced by the provision of ventilation, interior storage, flooring, and other physical improvements of the type commonly found in exclusively commercial or light industrial facilities used for the same work activity.
- 5 Building and fire code compliance.** Any building which contains a live/work occupancy shall comply with the latest edition of the CBC and applicable building and life safety policies for such occupancies.

Figure 6-2: Example Live/Work Floor Plan



Example site plan of a three-story live/work unit, with office and maker space situated below a residential townhouse (Probuilder.com)

## 6.3 Building Heights & Stepbacks

Future development in the Plan Area will be designed to minimize the impact of tall, bulky buildings.

### 6.3.1 Maximum Building Height

#### STANDARDS

- 1 **Allowed Maximum Height.** Heights are regulated by Figure 6-3. For reference, maximum height is based on assumed height of 15' for office floor, 16' per R&D/life science floor plus 24' for a loading/service ground floor, or 10' per residential floor plus 15' for a mixed-use ground floor. This is an average height per floor, inclusive of space between floors.
- 2 **Height Measurements.**
  - a. Maximum building height is measured from the Design Floor Elevation (DFE) / finish floor grade to the roofline or roof edge. Maximum height does not include parapets less than 4' in height.
  - b. Base Floor Elevation (BFE) and Design Floor Elevation (DFE) are measured from sea level (NAD 83 / NAVD 88).

**3 Floor-to-Floor Heights.** For Urban Residential, the minimum floor-to-floor heights shall be 10 feet and the maximum shall be 14 feet on the ground floor for a non-residential use such as a school or meeting space.

**4 Rooftop Amenities.** Trellises, pergolas or other amenity uses of the rooftop are limited to 20% of the total rooftop area (and each individual element may not exceed 400 square feet), must be set back by at least 10' from the roof edge, and may exceed the maximum building height by no more than 15'.

~~3—~~

**45 Rooftop Mechanical Exception Standards.**

- a.** All rooftop equipment shall either be:
  - i. Set back from the parapet or roof edge at a ratio of at least 1:1.15 (the height of equipment closest to the edge compared to its distance from the edge), and no less than 5' from edge regardless of height or
  - ii. Screened with parapet walls or other architectural features such that the equipment is not visible from any point below the roof level. Screening in excess of 12' in height that is flush with the building façade shall be counted towards the maximum height.
- b.** Roof-mounted equipment greater in height than the parapet wall shall be screened to a height equal to the height of the equipment.
- ~~**a.**—set back from the parapet or roof edge at a ratio of at least 1:1.15 (the height of equipment closest to the edge compared to its distance from the edge), and no less than 10' from edge regardless of height.~~
- ~~**b.**—Maximum of 30% total roof coverage for rooftop equipment that exceeds the maximum height by more than 15', and a:~~
- ~~**c.** Mmaximum of 15% total roof coverage for equipment that exceeds the maximum height by more than 20'. Rooftop equipment that exceeds 30' in height (excepting electrical or external communication equipment) shall count towards the building's maximum height. Rooftop equipment that exceeds the maximum coverages above shall also be counted towards the maximum height.~~
- ~~**c.**—~~
- ~~**d.** Rooftop Mmechanical Eequipment may protrude into the levee stepback zone for no more than 10' in any dimension provided that it is screened from the view of the Bay Trail. Rooftop equipment facing a marsh and located within a levee stepback zone (per Section 6.3.3) shall adhere to the 1:1.15 setback requirement (i) and may not be flush with the building façade (ii).~~
- ~~**d.**—~~
- e.** All roof-mounted mechanical, electrical, and external communication equipment, such as satellite dishes and microwave towers, shall be screened from public view or architecturally integrated into the building.



f. ~~Roof-mounted equipment greater in height than the parapet wall shall be screened to a height equal to the height of the equipment. Mechanical equipment less than two feet in height, solar panels, wind generators, or green roof features shall be exempt from these requirements.~~

f.g. ~~All rooftop equipment is subject to the City's Noise Ordinance.~~

**56 Design Flood Elevation (DFE).** DFE, or the minimum elevation of the finish floor of buildings above Base Floor Elevation (BFE), is per Figure 6-43. All buildings shall have a ground floor finish grade elevation of at least 11 feet above sea level (NAD 83 / NAVD 88). Buildings located in portions of the Flood Zone shall have higher DFEs as indicated on Figure 6-3 equaling the Base Flood Elevation of 11' plus a minimum of 2.5'-4'-5' of expected sea level rise; this Design Flood Elevation (DFE) increases as buildings are located closer to the shoreline. Areas subject to flooding from the 100-year storm should be elevated in conformance with FEMA flood protection standards and buildings shall meet all current FEMA Flood Zone standards (subject to change).

**67 Ground Floor Residential.** Ground floor residential units that are not elevated above sidewalk grade shall be setback a minimum of 12 feet from back of walk. Ground floor residential units greater than 8 feet above sidewalk grade shall be set back a minimum 15 feet from back of walk.

**78 Palo Alto Airport Comprehensive Land Use Plan Compliance.** Applicants shall demonstrate compliance with the PAA Comprehensive Land Use Plan (CLUP). Regardless of maximum building heights allowed in Figure 6-2, all buildings shall meet the height standards set forth by the PAA ALUC, unless permitted to override these regulations by a 4/5ths vote of Council.

### 6.3.2 High-Rise Buildings

#### STANDARDS

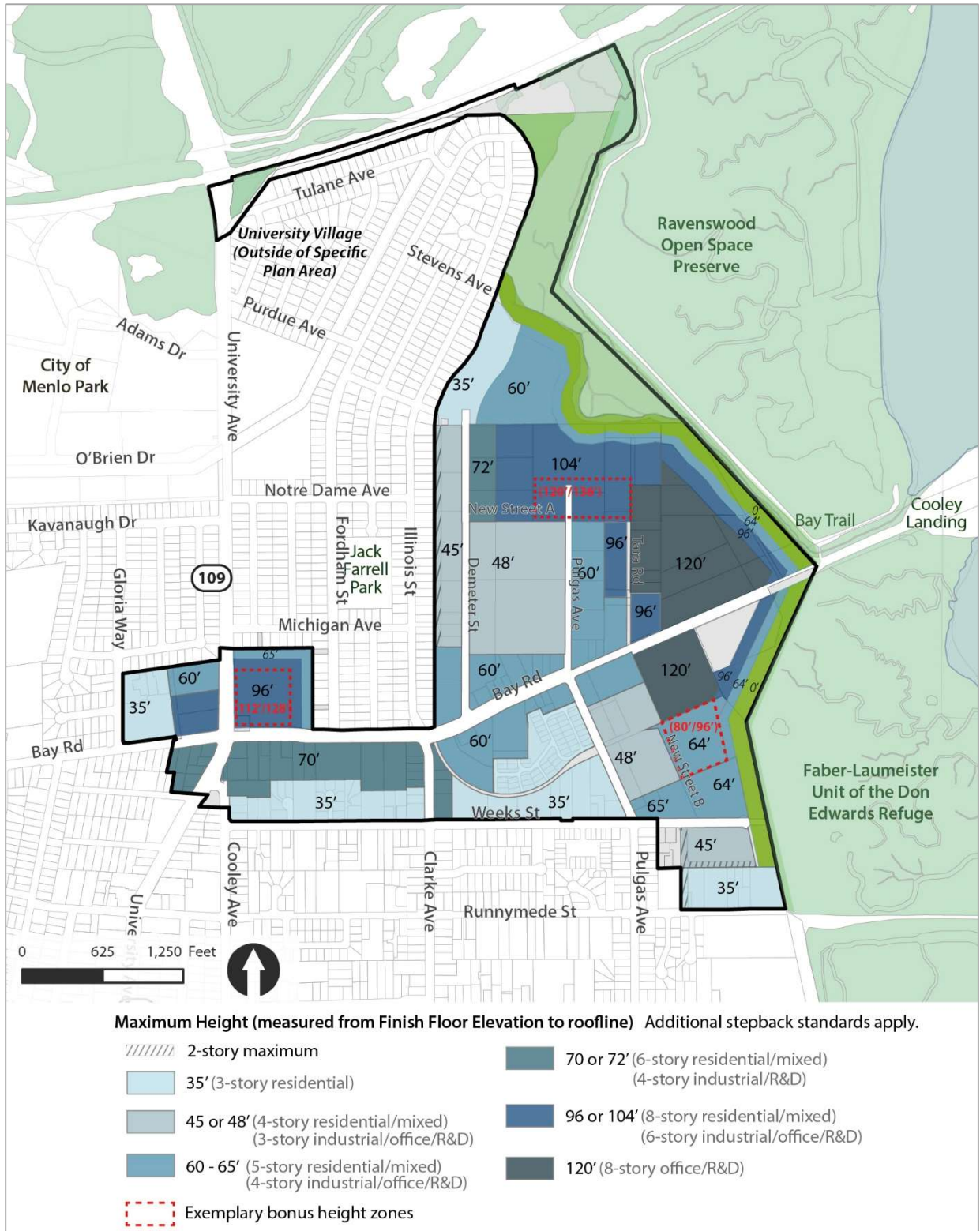
**1 Upper Floor Mass Reduction.** Buildings greater than 65' in height shall provide variety in building heights and reduce the massing of upper floors:

- No floor plate above 96' in building height shall be greater than 30,000 square feet in size (net leasable floor area, excluding service/access core).
- Portions of high-rise buildings greater than 96' in height shall be spaced no less than ~~100-90~~ feet apart to minimize shadowing of streets, open space, and other buildings (measured by a circular offset from building perimeter at its outermost point). Buildings facing each other on different axes may have reduced separation (~~80'-75'~~ minimum).
- For portions of residential buildings ~~above 65 feet in height~~ greater than five stories in height, no building dimension shall exceed 180 feet in length.

- ~~•~~
- Residential and mixed-use buildings greater than four stories in height shall reduce the massing of upper floors by a minimum of 15% of floor area for floors above the fourth (compared to the floor area of the ground floor).
- ~~• Residential buildings shall have a 15% reduction in floor area for floors above 65 feet in height (compared to the floor plate of the ground floor).~~

**3.2. Standalone Parking Structures.** Standalone parking structures shall not exceed 90' in height.

Figure 6-3: Maximum Height Map



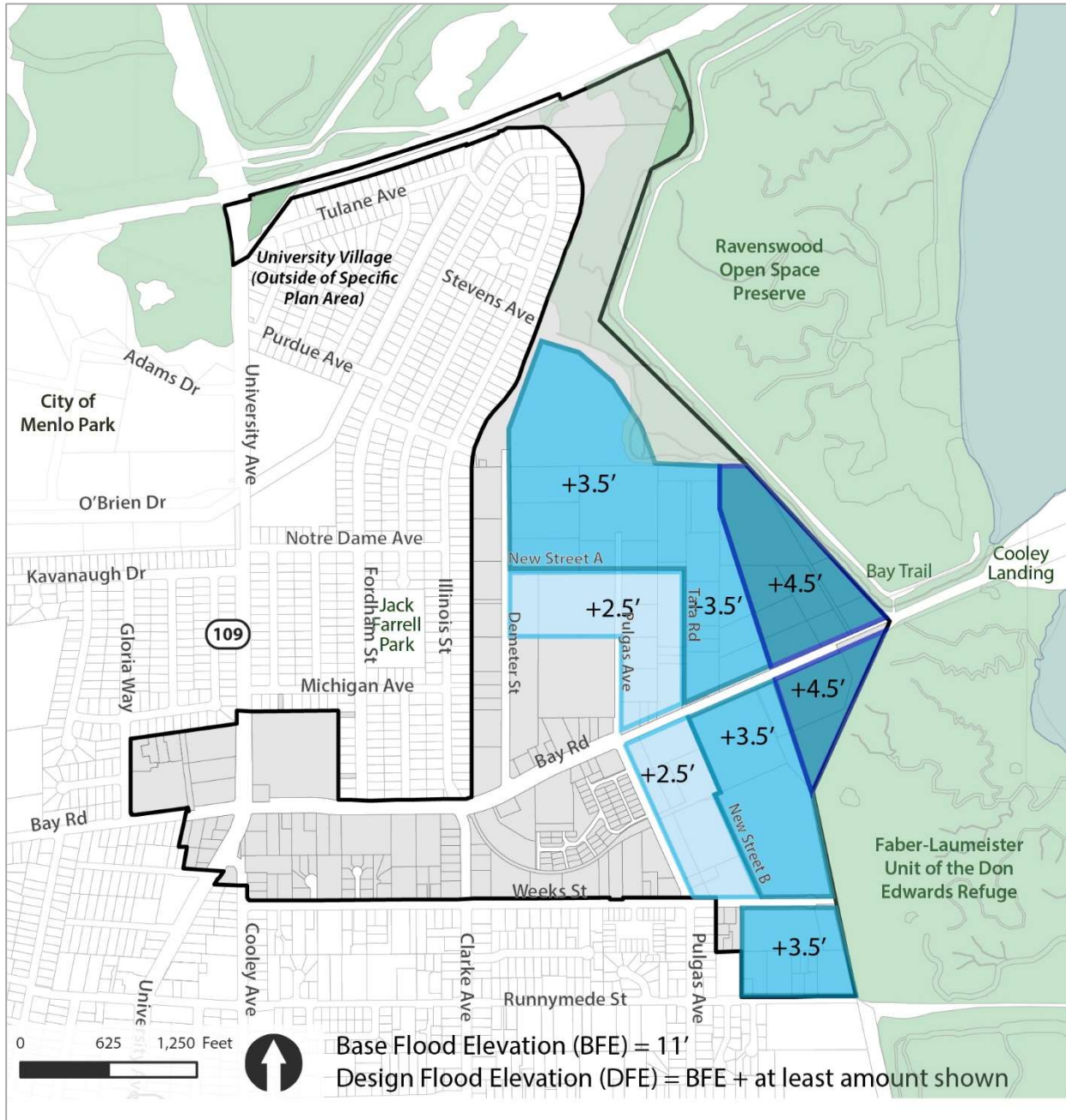
## LAND USE AND DEVELOPMENT STANDARDS

*Height is measured from finish floor (Design Flood Elevation) to roofline.*

# 6 LAND USE AND DEVELOPMENT STANDARDS

The figure below establishes the minimum Design Flood Elevations (DFEs) for new development in the Plan Area. Finish floors must be raised to or above these minimums to ensure approval of C-LOMRs by FEMA.

**Figure 6-4: Minimum Design Flood Elevations (DFEs)**



Measurements are taken from above sea level (11' above sea level, NAD 83).



### 6.3.3 Special Height Zones (Stepbacks)

#### STANDARDS

- 1 Stepbacks for view corridors and transition zones.** All projects shall comply with the view corridor and transition standards which are summarized in Figure 6-5. The stepback bands shown on the figure are illustrative in nature; projects shall use the dimensional cross-sections and standards listed below to confirm compliance. The following view corridor and transition zones apply:
  - a. Bay Road View Corridor
  - b. Major View Corridors
  - c. Minor View Corridors
  - d. Waterfront-Levee Transition Zone
  - e. Four Corners Transition Zone
  - f. Residential-Adjacent Industrial Transition Zone
  - g. University Village Transition Zone
- 2 Minimum building separations.** For buildings taller than 48', there shall be a minimum distance of 45' between buildings. For buildings lower than 48' in total height, there shall be a minimum of 20' between buildings. See Figures 6-7 through 6-14 for minimum building separations along view corridors. See *the Mobility chapter for additional section dimensions for mobility connections.*
- 3 Measuring as an average.** All stepbacks and minimum building separations may be measured as an average across an entire façade plane (with a minimum stepback or separation of 10' regardless of average).
- 4 Setbacks in lieu of stepbacks.** The minimum levee and view corridor stepbacks do not apply to buildings that are setback beyond/outside the vertical plane of the required stepback (i.e., the setback exceeds the stepback).
- 5 Adjustments to required stepbacks.** At the discretion of the Director, building massing may extend into a required levee stepback area or major/minor view corridor stepback area (except the Bay Road stepback area) if an equivalent or greater amount of floor area/building massing volume is reduced from the same or an adjacent façade. See Figure 6-6.



# 6 LAND USE AND DEVELOPMENT STANDARDS

**Figure 6-5: Transition and View Corridor Locations** (See below for minimum setback dimensions and other standards).

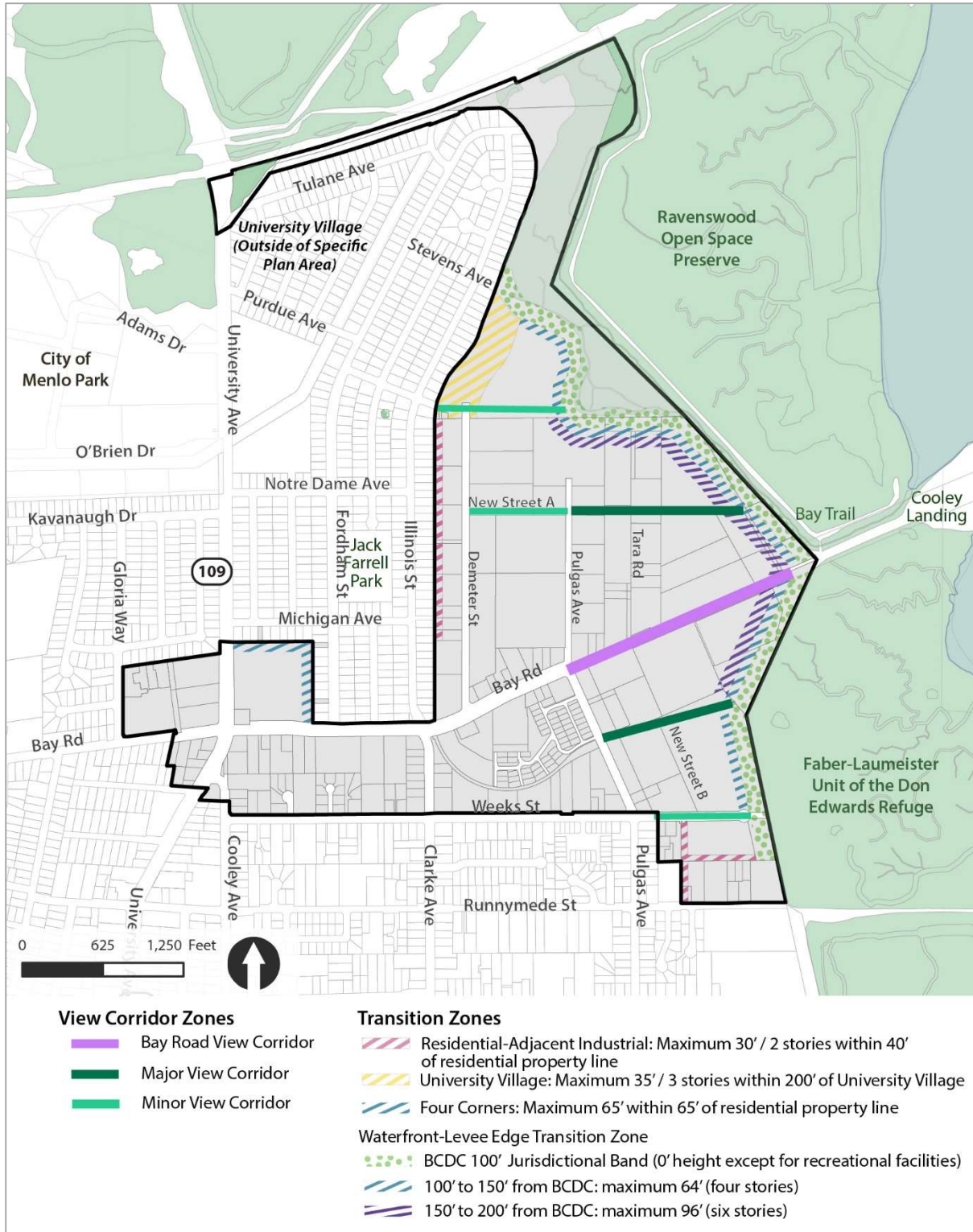
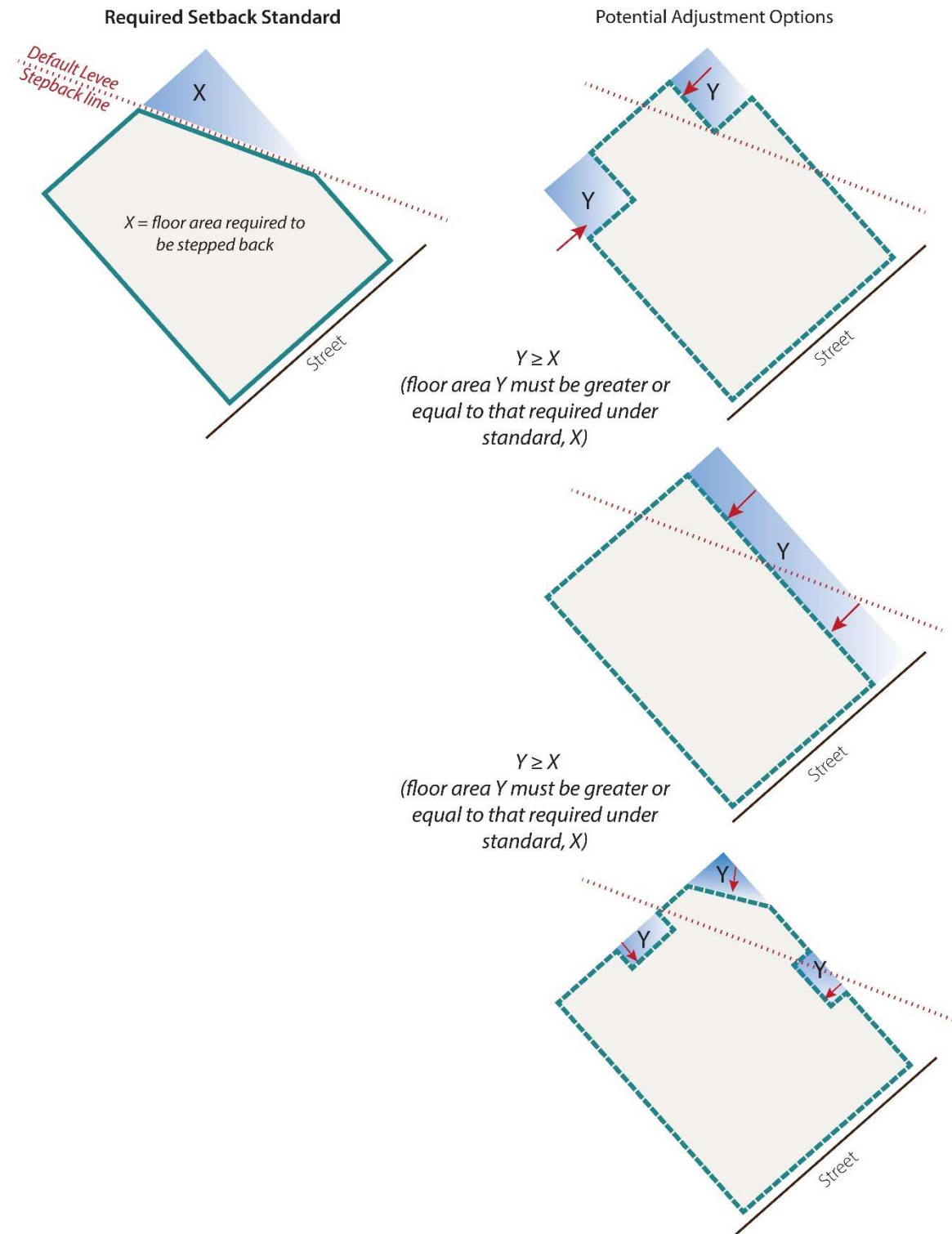


Figure 6-6: Adjustments to required Stepbacks



## Bay Road View Corridor

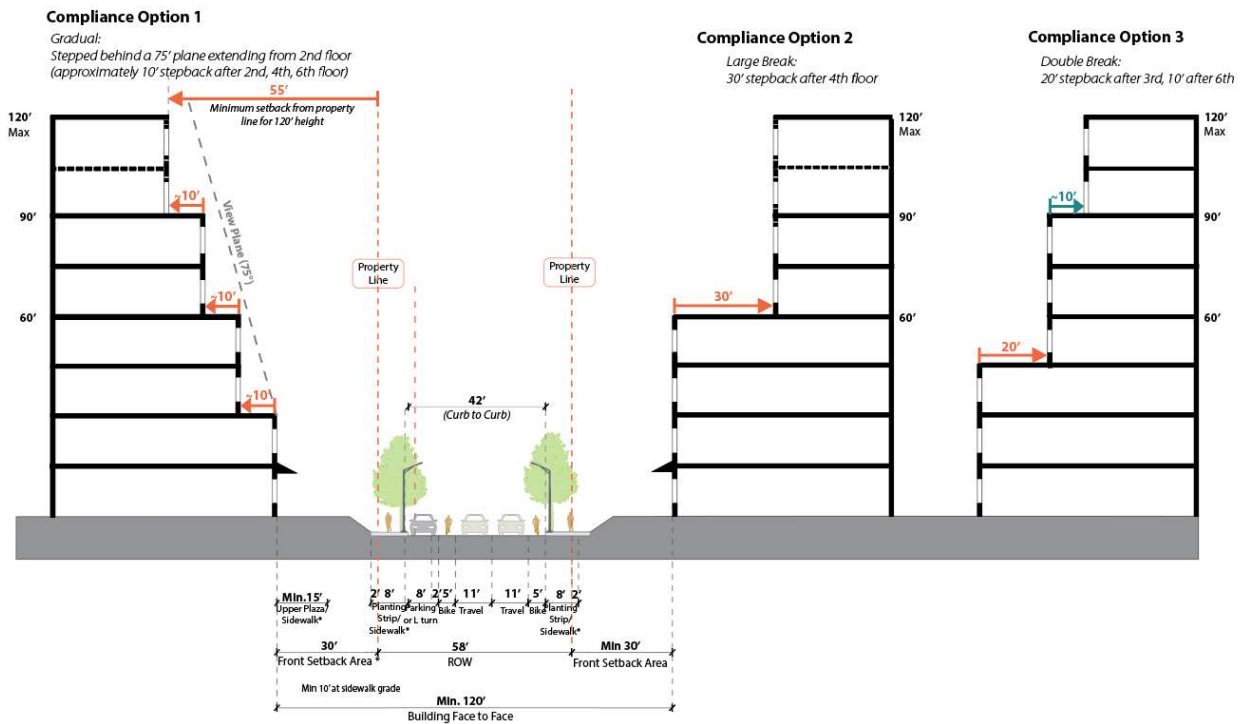
### STANDARDS

- 1 **Minimum building separation across Bay Road is 120'.**
- 2 **Stepback.** To achieve a minimum setback of 55' from property line to building portions above the 6<sup>th</sup> floor, applicants shall choose one of the following compliance options:
  - o **Compliance Option 1: Gradual;** Stepped behind a 75' plane extending upwards from the 2nd floor (approximately a 10' stepback after the 2<sup>nd</sup> floor, 4<sup>th</sup> floor, and 6<sup>th</sup> floor)
  - o **Compliance Option 2: Large break;** 30' stepback after 4<sup>th</sup> floor
  - o **Compliance Option 3: Two breaks;** 20' stepback after 3<sup>rd</sup> floor, 10' after 6<sup>th</sup> floor

### Additional Standards:

A minimum 10' setback shall be provided at the street grade, and a minimum 20' wide plaza shall be provided approximately at the finish grade of the first floor.

Figure 6-7: Bay Road View Corridor



## Major View Corridors

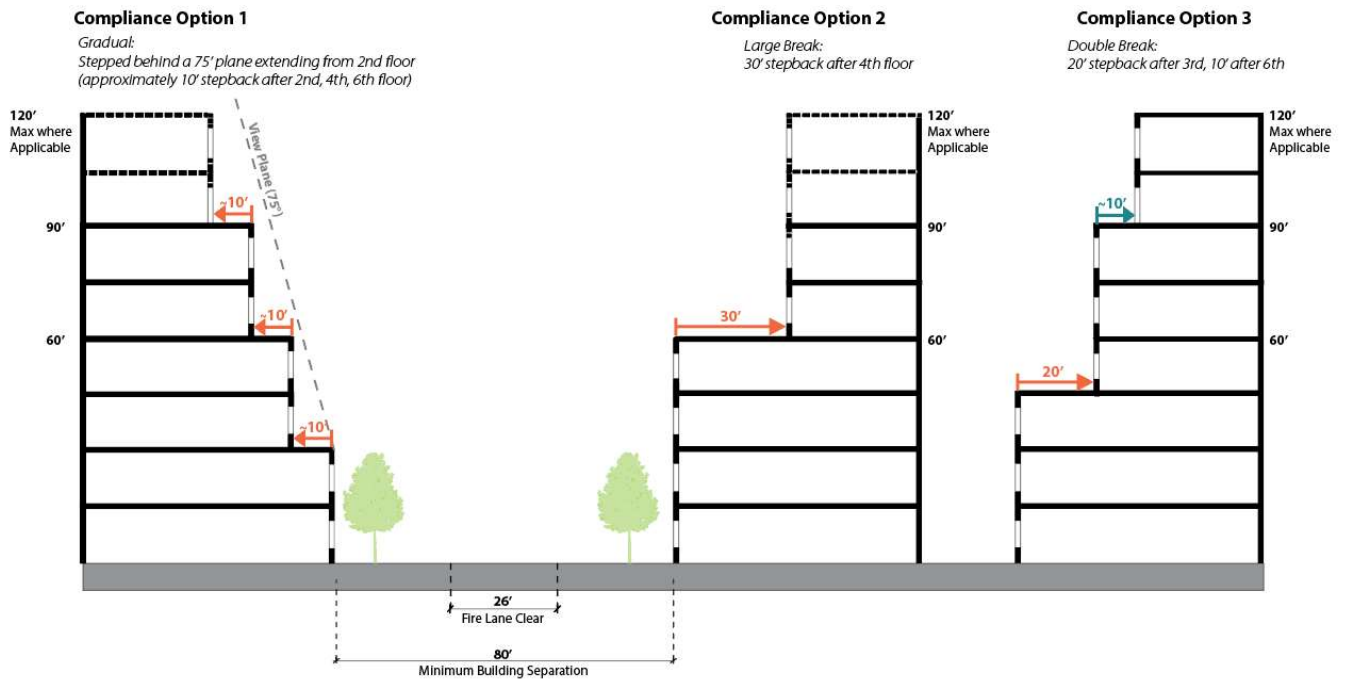
### STANDARDS

- 1 Minimum 80' building separation.**
- 2 Stepbacks.** Applicants shall choose one of the following compliance options:
  - **Compliance Option 1:** Gradual; Stepped behind a 75' plane extending upwards from the 2<sup>nd</sup> floor (approximately a 10' stepback after 2<sup>nd</sup> floor, 4<sup>th</sup> floor, and 6<sup>th</sup> floor)
  - **Compliance Option 2: Large break:** 30' stepback after 4<sup>th</sup> floor
  - **Compliance Option 3: Two breaks;** 20' stepback after 3<sup>rd</sup> floor, 10' after 6<sup>th</sup> floor

### Additional Guidelines

- *Building stepbacks along major view corridors should widen, if possible, as the corridor approaches the Bayfront and levee.*

Figure 6-8: Major View Corridors

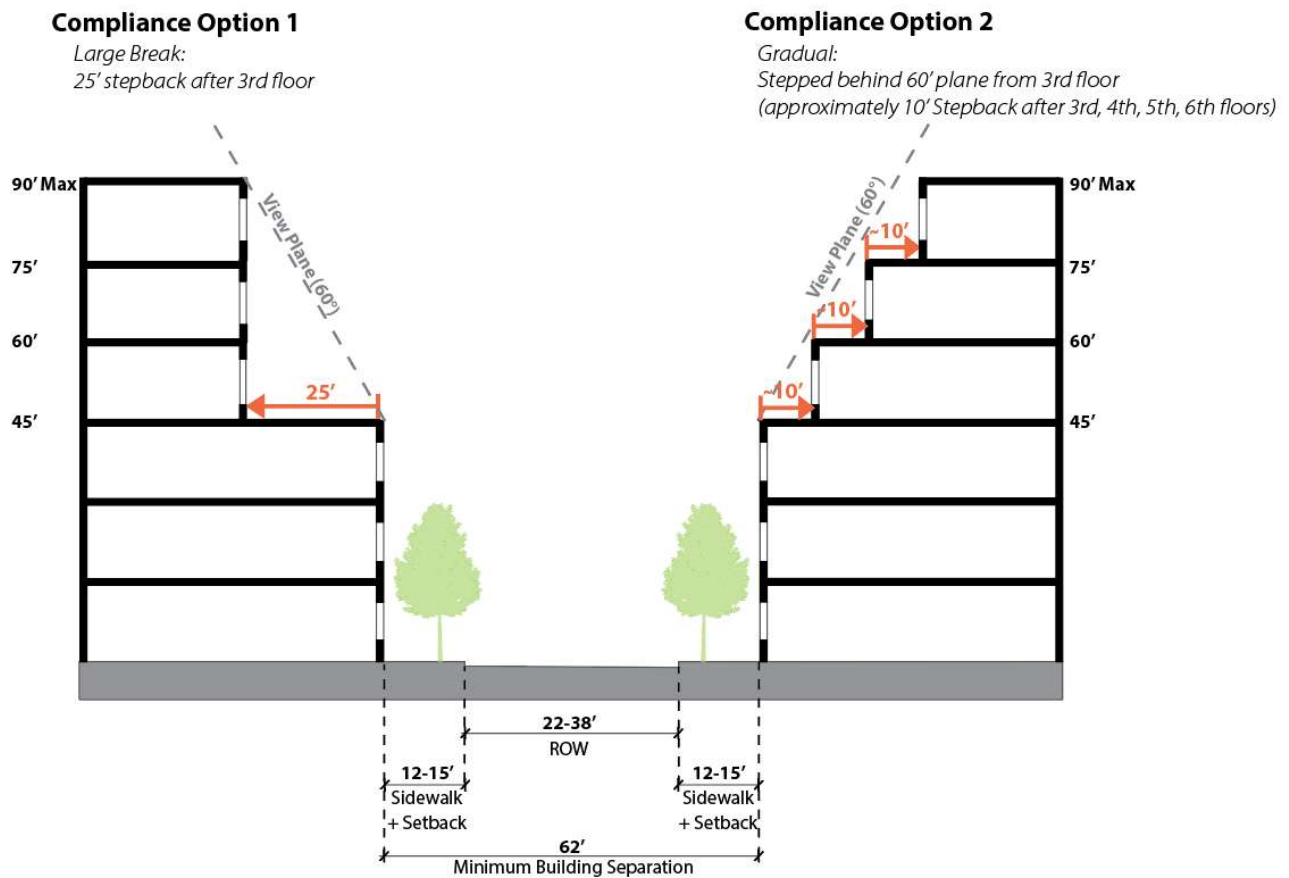


## Minor View Corridors

### STANDARDS

- 1 **Minimum 62' building separation.**
- 2 **Stepbacks.** Applicants shall choose one of the following compliance options:
  - **Compliance Option 1: Large Break;** single 25' stepback at the 3<sup>rd</sup> floor
  - **Compliance Option 2: Gradual;** Stepped behind a plane extending upwards 60° from the 3<sup>rd</sup> floor (approximately 10' stepback every floor)

Figure 6-9: Minor View Corridors



## Waterfront-Levee Transition Zone

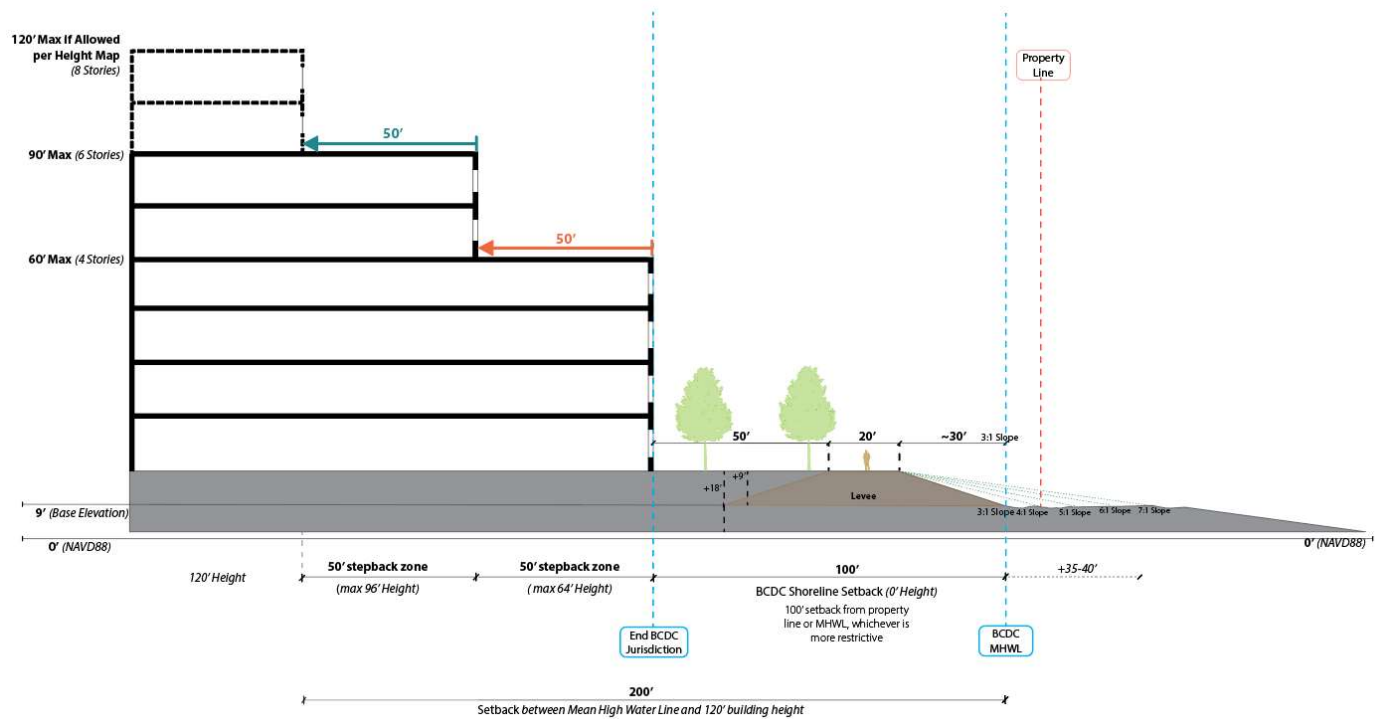
### STANDARDS

- 1 Building Setback from Levee.** Buildings shall be setback a minimum of 50' from the inner edge of the levee prism or flood wall.
- 2 Stepbacks.** Upper floors of buildings shall be stepped back from the waterfront, as measured from the limit of BCDC's 100' jurisdiction:
  - Between 100 to 150 feet from MHWL, maximum height of buildings is 64'
  - Between 150 to 200 feet from MHWL, maximum height of buildings is 96'
  - Beyond 200 feet; up to 120' maximum height (or 136' through exemplary zoning bonus)

### Additional Standards

- As illustrated in Figure 6-4, adjustments providing equal or greater massing reductions are permitted at Director discretion.
- BCDC's 100' jurisdictional band is measured from the Mean High Water Line (with an additional five feet where tidal marshes are located).
- Buildings, other than minor recreational facilities or utilities-related structures, shall not be located within the 100' BCDC jurisdictional zone..

Figure 6-10: Waterfront-Levee Transition Zone





### Four Corners Neighborhood Transition Zone

#### STANDARDS

**1 Transition Zone.** For the parcel located at the northeast corner of Bay Road and University Ave, the following height standards apply:

- Rear and side setbacks are minimum 30' from property line; no buildings are allowed in this setback area.
- Between 30' and 65' from property line, a maximum height of 65'
- Beyond 65' from property line, a maximum height of 96' (higher heights are possible through exemplary project bonus)

**Additional Standards.** Screening requirements apply as follows:

- Minimum 15' of landscaping width
- 1 tree per 20 linear feet (large canopy trees strongly encouraged)
- Screens which protrude more than five feet from parking structures (and occupy more than 50% of façade area) shall count as building facades for setback purposes.

Figure 6-11: Four Corners Transition

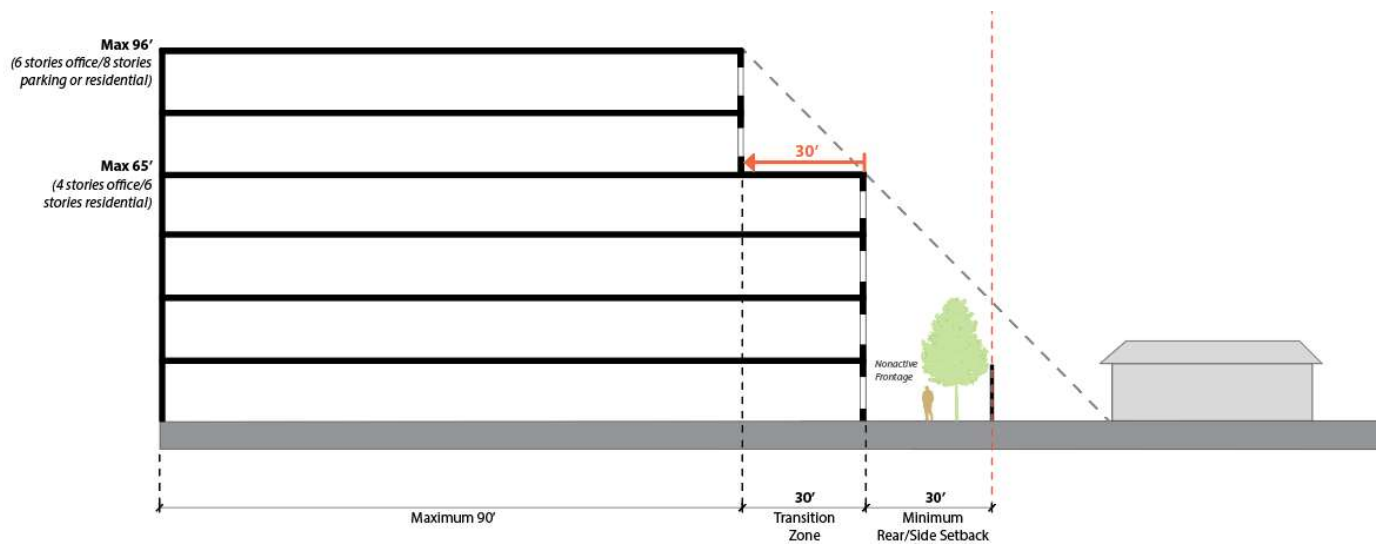
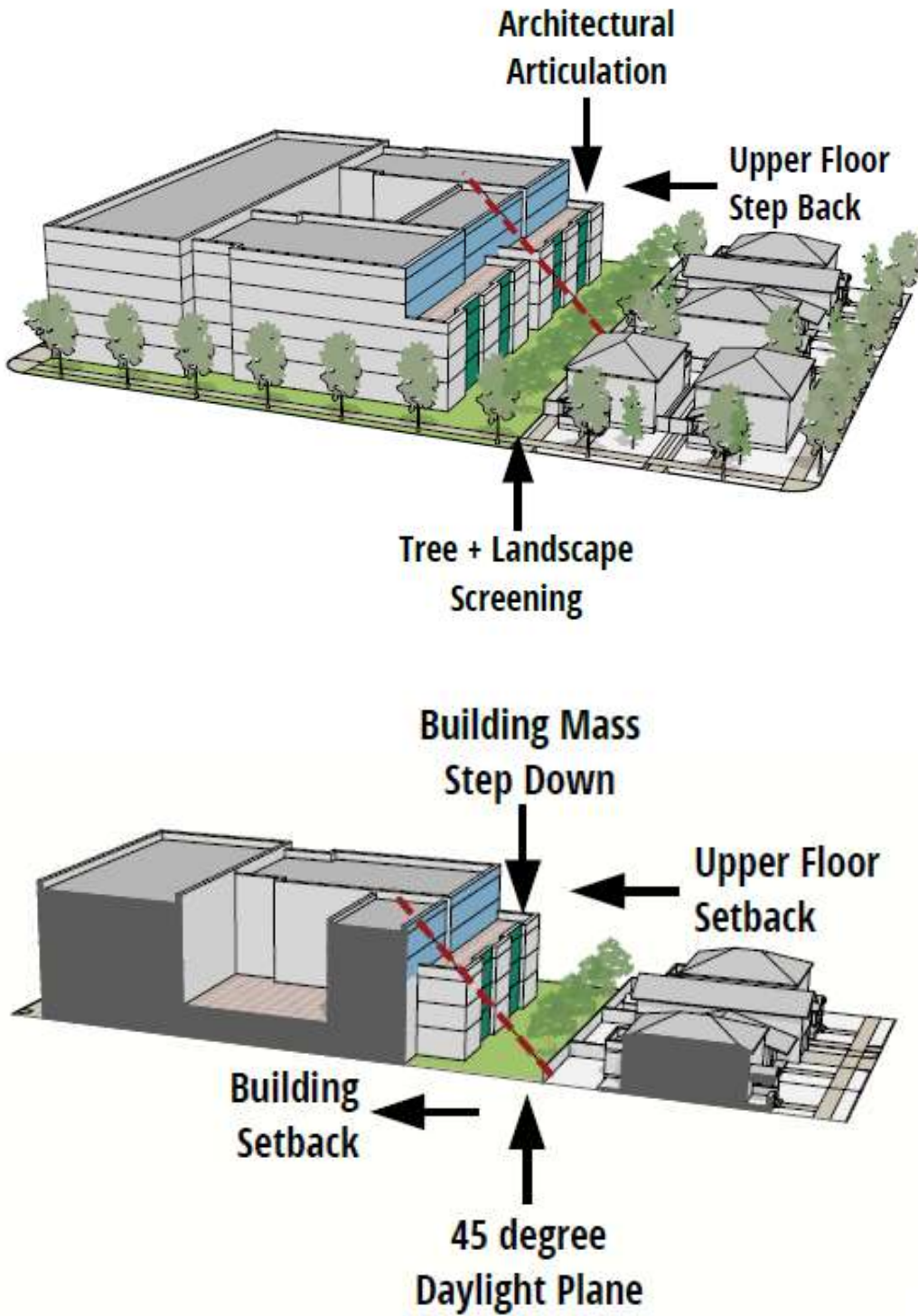


Figure 6-12: Mass Reduction Strategies

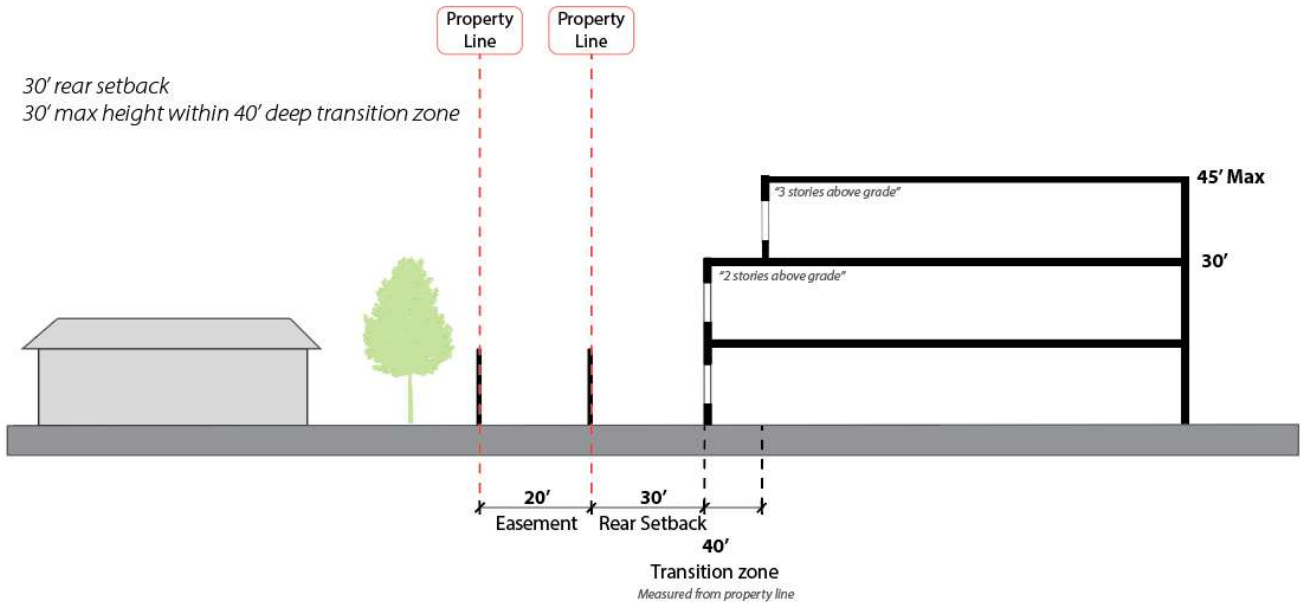


### Residential-Adjacent Industrial Transition Zone

#### STANDARDS

- 1 Transition.** Within the Industrial Transition zone, a maximum of two stories (or 30') maximum height within 40 feet of adjoining residential properties.

Figure 6-13: Industrial Transition

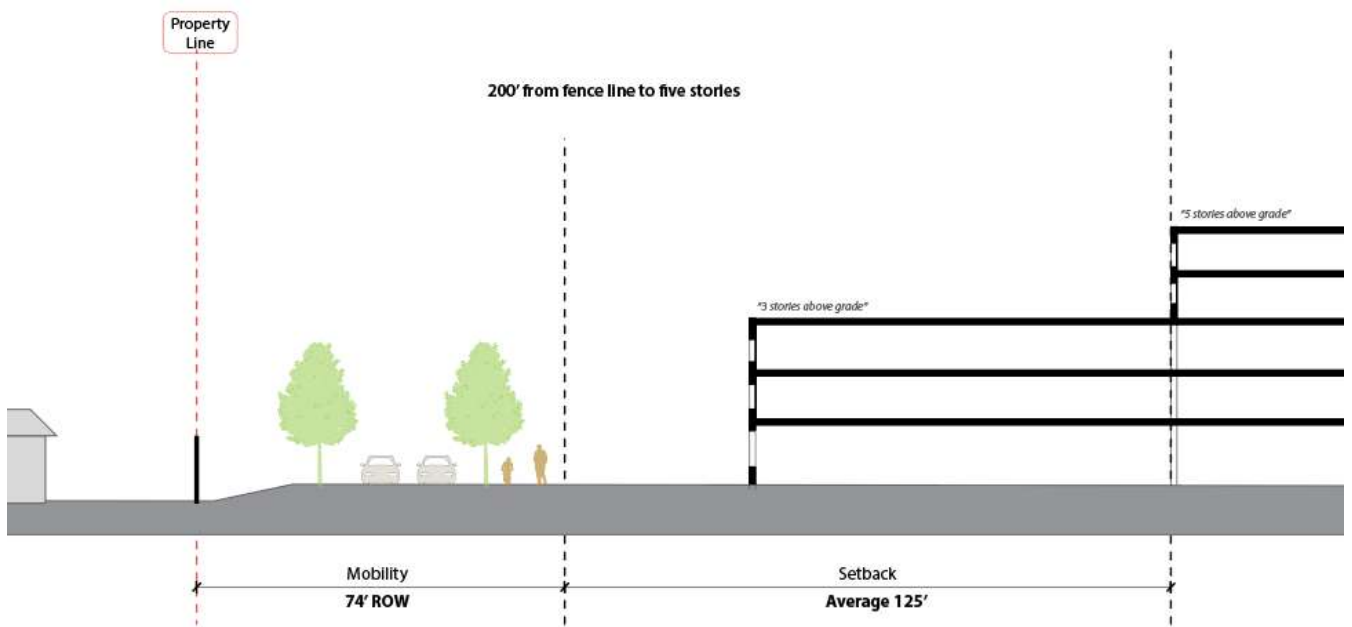


## University Village Neighborhood Transition Zone

### STANDARDS

- 1 Transition Zone.** Adjacent to the University Village neighborhood, a maximum of three stories (or 35') within 200 feet of rear property lines. May be measured as an average across a façade (no less than 190 feet).
- 2 Minimum setback.** Buildings shall be set back a minimum of 15' from the edge of any multiuse path.

**Figure 6-14: University Village Transition**



## 6.4 Active Ground-Floor Frontages

A livable, vibrant, and walkable district has ground floors that energize the public realm, provide eyes on the street, promote gathering and community cohesion, and offer goods and services that are necessary for daily life. Activating buildings with the right treatments and the appropriate land uses is critical to fostering a welcoming and lively Plan Area. The active frontages mechanism is based around:

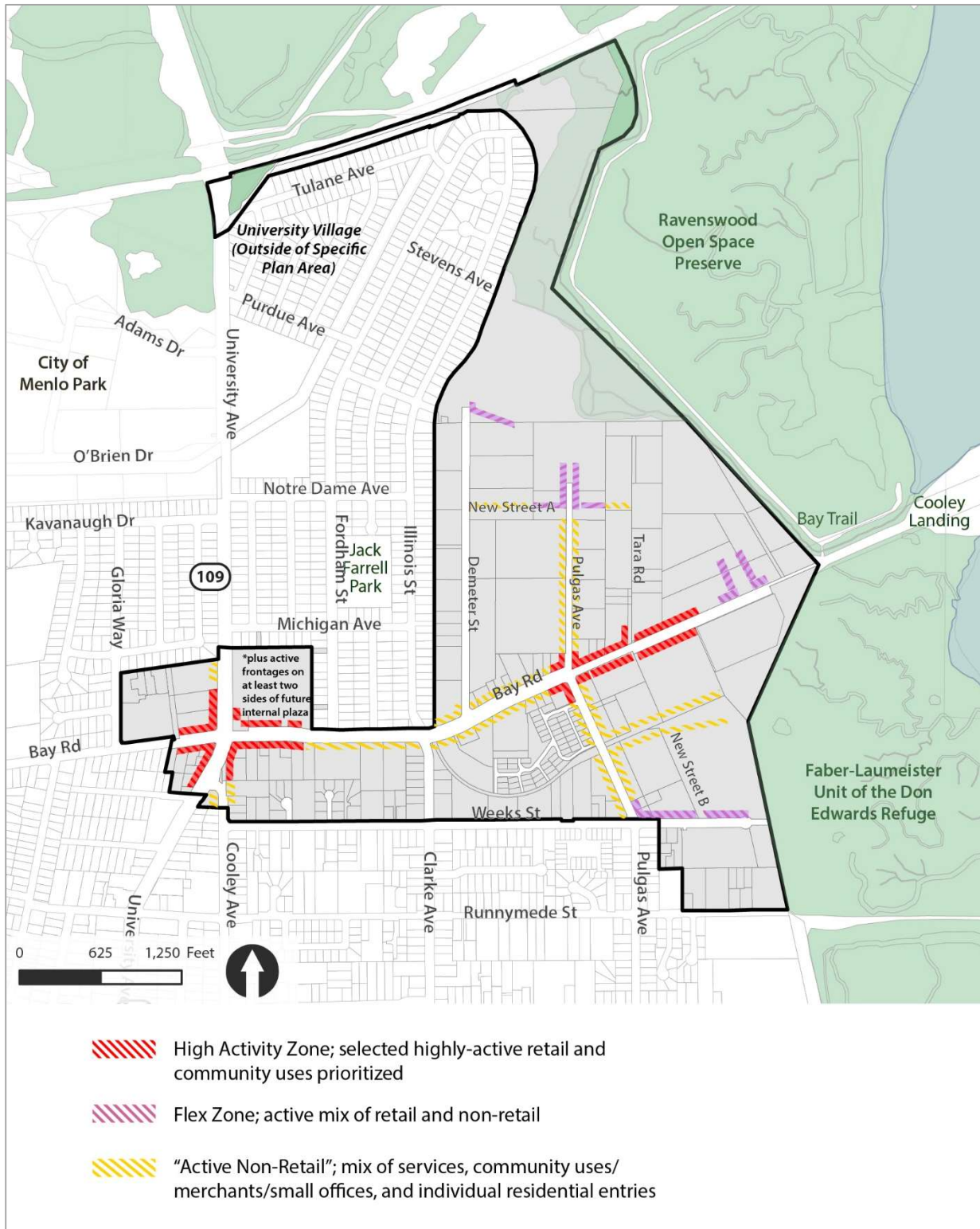
- **Special use standards.** Three distinct zones (High Activity, Flex, Active Non-Retail) each with different priority uses, underpin the concept of appropriately activating Bay Road and other key street frontages.
- **Special design standards.** Minimum ground floor height and storefront depth, minimum average entrance frequency, and minimum percentage transparency.

The active frontages concept is intended to support a lively “Main Street” environment along key segments of Bay Road, as well as a community spine running from Purdue Avenue to Weeks Street. The concept is based around three zones with varying frontage activation:

- The **High Activity** zone is intensely focused on maximum pedestrian interest and socializing and is therefore strictly limited to a handful of land uses with the highest amounts of foot traffic and activity.
- The **Flex** zone mixes shops with civic and community uses, as well as small offices (especially medical) and personal services - retail is present but is not the predominant use.
- The **Active Non-Retail** zone is meant to connect High Activity and Flex Zones, with retail discouraged in favor of other types of small office spaces, lobbies, and individual unit entries (either stoops or patios).

Figure 6-15 illustrates the locations of the three required active ground-floor frontages within the Plan Area. This does not preclude active frontages in other locations yet indicates the areas that are essential to a comprehensive district strategy.

Figure 6-15: Active Frontages





### 6.4.1 Design for all Active Frontage Zones

#### STANDARDS

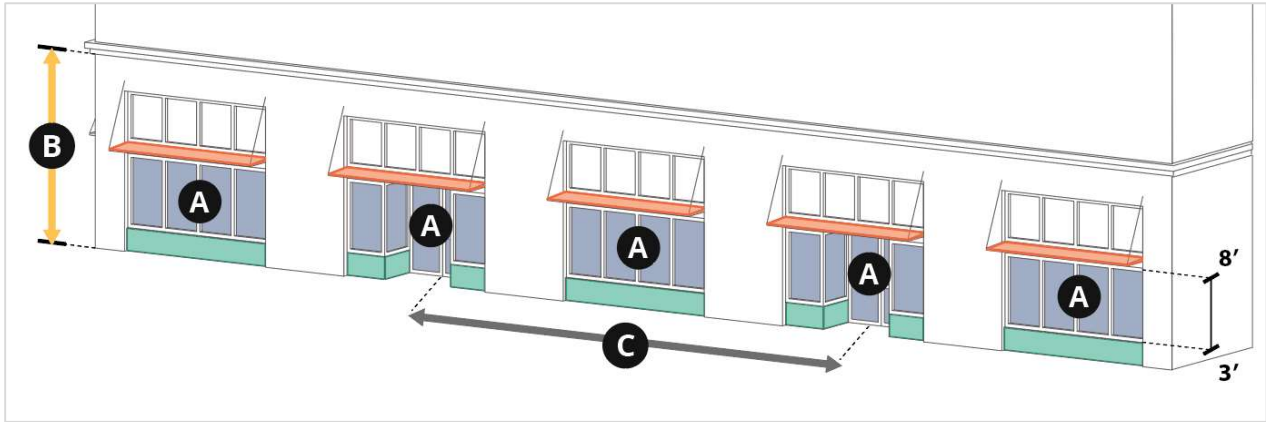
- 1 Design of Active Frontages.** Buildings with frontages in the locations identified on Figure 6-15 shall follow the design standards listed in Table 6-7.
- 2 Active facades throughout Plan Area.** To the maximum extent possible, all ground floor building frontages facing public streets and public parks shall include doors and/or windows to living, working, neighborhood commercial, or similar spaces. Frontages facing service streets, alleys, rear lot lines, or private open space are not typically expected to have active uses.
- 3 Blank wall avoidance.** Long blank walls (longer than ~~25'~~30') without openings such as doors or windows are prohibited along facades facing public streets, public open space, or private streets with public access easements in High Activity Zones.
- 4 Minimum Storefront Depth.** Ground floor retail and commercial storefronts shall have a minimum depth of 25 feet (uses lining parking structures may be 20 feet deep). ~~The average depth shall be at least 30'.~~
- 5 Storefront Depth in High Activity Zones.** 50% of storefronts in High Activity Zones shall be deeper than 40'.
- 6 Terraces.** Terraces with shopfronts shall be considered active frontages (a terrace is an elevated portion of the front setback area that is separated and set back from the sidewalk/street).
- 7 Ground floor accessibility.** Ground floor storefronts shall meet all necessary ADA requirements.
- 8 Liner for parking structures.** Parking structures located on Bay Road (or the East-West Connector) or within residential mixed-use buildings shall be wrapped with another ground-floor use along all street frontages; the ground-floor use shall have a depth of at least 20 feet. Murals/art and landscaping are allowed on frontages facing service streets, alleys, rear lot lines, or private open spaces.
- 89 Exemptions for Base Tier projects.** Subject to Director approval, Base Tier projects may locate active public space (at least 40 feet wide on average ) between the building façade and back of curb along the length of the required active frontage in lieu of complying with the entrance frequency standards in Table 6-7. Base Tier projects may also petition the Director to substitute attractive public art/murals in lieu of complying with the minimum transparency requirements (but shall provide no less than 40% transparency).

**Table 6-7: Active Frontage Design Standards**

	Standard	High Activity	Flex Zone	Active Non-Retail
<b>A*</b>	Minimum Transparency between 3' and 8'	70%	60%	50% suggested
<b>B*</b>	Minimum Ground Floor Height	16'	16'	16' 12' for residential
<b>C*</b>	Entrance Frequency	Every 50' on average	Every 75' on average	Every 80' on average

*\*See Figure 6-16 below.*

Figure 6-16: Active Frontage Ground-Floor Design Components



### 6.4.2 Land Uses in Active Frontage Zones

#### STANDARDS

- 1 **Active Use.** To ensure that frontages are properly activated and utilized by the community, [Standard or Exemplary Tier](#) projects located within a High Activity or Flex Zone as shown on Figure 6-16 shall provide the minimum active square footage indicated by Table 6-7. [Base Tier projects are exempt.](#) The uses considered active for each frontage type are listed in the table. Projects that meet or exceed these minimum requirements shall be granted:
  - o FAR exemption for the square footage of neighborhood-serving uses
  - o Up to 25% flexibility on parking maximums for these land uses
- 2 **Small-format retail policy.** To provide spaces that are attractive to local small business owners, projects shall provide a minimum of two (2) small format storefronts per street-facing frontage identified on the Active Frontages map. Each small storefront shall have a maximum size of [24,500](#) sq. ft. Single-use retail-only projects [and Base Tier projects](#) are exempt [from this requirement.](#)

Table 6-8: Active Frontage Land Uses

Frontage Zone	Minimum Active Square Footage	Active Uses (public open space is exempt from frontage calculations)	Other Appropriate Uses in Zone
<b>High Activity</b>	Minimum 0.075 FAR or 20,000 sq ft, whichever is greater for projects over 150,000 sq ft.	At least 70% of active frontages shall be retail or commercial storefronts with the following uses: eating and drinking establishments (food service with and without alcohol sales), convenience sales, personal services, clubs and	Residential or office lobby, townhouse or multifamily residential (with individual

LAND USE AND DEVELOPMENT STANDARDS

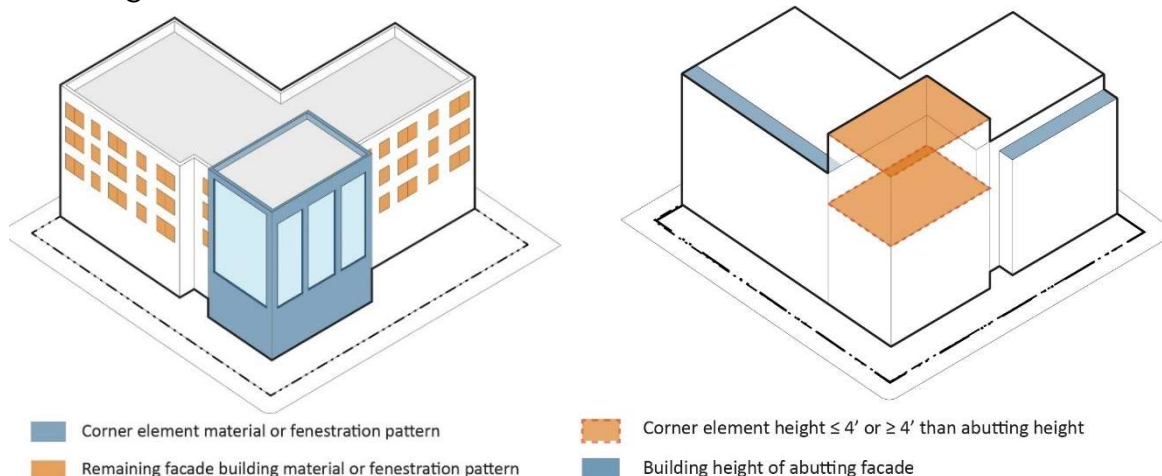
	Minimum 2,500 sq ft for all other projects.	nonprofit institutions. Subsidized community/retail uses comply.	entries), civic space, public assembly, public facility, public park, community garden.
<b>Flex</b>	Minimum 0.05 FAR or 2,500 sq ft., whichever is greater.	At least 60% of active frontages shall be retail or commercial storefronts with the following uses: general retail sales, eating and drinking establishments, convenience and supermarket, personal services, studio, live/work, fitness/health, childcare, or clubs and nonprofit institutions. Subsidized community/retail uses comply.	
<b>Active Non-Retail</b>	No minimum.	It is recommended that at least 50% of building frontage is composed of the following uses: medical/dental office, small office (business), personal services (general), live/work, fitness/health, or production studio.	

6.4.3 Corner Treatments

Building corners are locations where special building and open space design can provide a sense of place, wayfinding, and architectural interest.

GUIDELINES

- 1 Corners.** Buildings in active frontage zones should locate structures or publicly accessible plazas/open spaces at corners. Surface and structured parking are not permitted (podium parking is discouraged unless wrapped). Treatments such as a change in height or a distinctive corner material are recommended.
- 2 Pedestrian access at corners.** When buildings are located at the corner, building entrances should be located within 30' of the corner. When



plazas/open spaces are located at the corner, the building shall have direct pedestrian access off the plaza.

## 6.5 Site Design

Site design establishes standards regulating block design, building placement and setbacks, and similar topics. These standards support the health and safety of residents, employees, and visitors by providing standards to ensure a walkable block structure and safe pedestrian experience, minimize the heat island effect, and improve district identity and image.

### 6.5.1 Block Structure and Building Placement

A core community goal for the Plan Area is to create a walkable block structure and new pedestrian and bicycle circulation. This smaller grained block pattern allows for an enhanced mobility network that maximizes access to daily amenities and services, supporting the concept of the 15-minute neighborhood.

#### STANDARDS

- 1 Maximum Block Perimeter.** Developments shall not exceed the maximum block perimeter specified in Table 6-8.
- 2 Breaks in Blocks.** Blocks may be broken by private or public streets, publicly accessible service streets/fire access streets, or greenways or paseos (if designed as required by Chapter 8, Mobility).
- 3 Accessible Building Entrances.** All buildings and storefronts shall have the primary entry located onto a public street, pedestrian paseo/greenway, or publicly accessible open space/plaza.

**Table 6-9: Maximum Block Perimeter**

	<b>4 Corners Gateway</b>	<b>Bay Road Central</b>	<b>Ravenswood Employment Center</b>	<b>Industrial Transition</b>	<b>Waterfront Office</b>	<b>Urban Residential</b>
<b>Block Perimeter</b>	1,200'	N/A	1,800'	N/A	1,800'	1,200'

#### GUIDELINES

- 1 Building Orientation.** All mixed-use buildings should be oriented toward the street, so that they frame the pedestrian environment. Office and industrial buildings that adjoin a street should be oriented toward the street.



- 2 Open Space Arrangement.** Buildings should be arranged to create well defined areas for plazas, green spaces, and pedestrian facilities.
- 3 Building Location.** Buildings with active frontages should be located as close as possible to the front setback line or immediately behind a public or semi-private space, such as outdoor seating for a restaurant. Large front setbacks are discouraged. Setbacks should be landscaped and/or hardscaped.



## 6.5.2 On-site Private and Common Usable Open Space & Landscaping STANDARDS

- 1 Usable Open Space Requirements.** Developments shall provide the private and/or common open space as indicated in Table 6-9 below. Any combination of private and common open space (that conforms to the below standards) can be used to satisfy the per square foot requirements. 100% affordable housing projects may request a reduction in the required usable open space.
- 2 Private Open Space.** Private open space areas in multi-family residential and residential mixed-use projects are intended for private use for each dwelling unit and may include balconies (covered or uncovered), private gardens,



private yards, terraces, decks, and porches, among others. Spaces may be provided that do not meet the standards below, but they may not be counted toward the required Usable Open Space.

- a. *Residential Access*. Shall be directly accessible from a residential unit.
- b. *Balcony Dimensions*. Balconies shall have a minimum dimension of 6 feet in one dimension.
- c. *Balcony Floor Area*. Balconies shall have a minimum floor area of 30 square feet. Ground floor balconies shall have a minimum floor area of 50 square feet.
- d. *Floor To Ceiling*. Floor to ceiling height shall have a minimum dimension of 9 feet.
- e. *Coverage*. May be covered but not fully enclosed.
- f. *Ground Level Privacy*. Ground level private open space shall be screened or buffered from adjacent private or common open space and dwellings by landscaping, fencing, walls, trellises, or other screening elements.

**3 Common Usable Open Space:** For residential and mixed-use projects with residential uses, private common open spaces are outdoor open spaces that are shared and accessible only to building residents and their visitors. Common open spaces may include courtyards, gardens, play areas, outdoor dining areas, recreational amenities, and rooftop open spaces. Spaces may be provided that do not meet the standards below, but they may not be counted toward the required Usable Open Space.

- a. *Residential Adjacencies*. Shall be immediately adjacent to common spaces, hallways, or residential units.
- b. *Resident Access*. Shall be accessible to all residents.
- c. *Minimum Dimensions*. Shall have a minimum width and length of 20 feet.
- d. *3-Side Enclosed Courtyards*. A courtyard enclosed by three sides of a building shall have a minimum width that is equal to or greater than 75% of the highest height of the adjoining faces. Any dimension shall be a minimum of 15 feet wide.
- e. *Fully Enclosed Courtyards*. Fully enclosed courtyards shall have one minimum dimension that is equal to or greater than the highest height (up to 80 feet) of the adjoining facades. The second dimension shall be equal to or greater than 80% of the highest height of the adjoining facades.
- f. *Sky Visibility*. A minimum of 60% of the area shall be open to the sky and free of permanent weather protection or encroachments. Trellises and similar open-air features are permitted.
- g. *Landscaping*. Minimum ~~20~~15% of the required open space area shall be planted with trees, ground cover, and/or shrubs.

- h.** *Permanent Seating.* Shall have permanent seating.



**Table 6-10: Private & Common Usable Open Space Area (Base Projects)**

	<b>4 Corners Gateway</b>	<b>Bay Road Central</b>	<b>REC</b>	<b>Industrial Transition</b>	<b>Waterfront Office</b>	<b>Urban Residential</b>
<b>Non-Residential Public and Common Usable<sup>1</sup></b>	5% of lot area must be common or public. <sup>2</sup>	5% of lot area must be common or public. <sup>2</sup>	N/A	N/A	5% of lot area must be common or public. <sup>2</sup>	N/A
<b>Residential Common Usable or Private Open Space<sup>3</sup></b>	75 sf per unit	100 sf per unit	N/A (per Code, if in overlay zone)	N/A	N/A (per Code, if in overlay zone)	150 sf per unit

<sup>1</sup>Public open space targets for Standard and Exemplary Tier targets are found in Chapter 10.

<sup>2</sup>No more than 20% of the required open space area may be provided as common usable.

<sup>3</sup>Public Open Space requirements for residential projects are per Quimby Act.

**GUIDELINES**

- 1 Publicly Accessible Spaces:** Publicly accessible plazas and open spaces should be landscaped and should incorporate high-quality paving materials such as stone, concrete, pavers, or brick.
- 2 Adjacent grades.** Match grades when constructing new open space adjacent to a future mobility connection or neighboring open space. The first development to occur may be required to utilize retaining walls to prevent disruption to neighboring properties.
- 3 Residential Internal Open Space.** Internal open spaces should be designed to allow for maximum solar access and natural sunlight.
- 4 Employee Spaces.** Employees should be provided with break and gathering open spaces that are an adequate size and are located in areas buffered from vehicle traffic and circulation.
- 5 Public Art.** Encourage the provision of art in internal open space areas.
- 6 Spatial Organization.** Landscaping should be used at the edges of paths and open space areas to help define the spatial organization of the site.
- 7 Edge Definition.** Landscaping should be designed to help define the perimeter of the property.
- 8 Plant Selection.** Plants should be chosen that are well-adapted to the climate of East Palo Alto. These plants may include native or other drought resistant plants.
- 9 Shading.** Trees with leafy canopies should be used to provide shade for sidewalks and buildings.

**10 Turf Grass Limitation.** The amount of turf grass in landscaping should be minimized, and alternatives to turf should be used where practical. Consult the City’s Water Efficient Landscaping Ordinance for additional requirements.

**11 Building Activation.** Landscaping should be used to activate building façades; soften building contours; highlight important architectural features; screen less attractive elements; add color, texture, and visual interest; and provide shade.

*For additional guidance on parks, streetscape, and street trees, see Chapter 7 & 8.*



### 6.5.3 Access & Loading

#### STANDARDS

- 1 Pedestrian Access.** One pedestrian access point per 200 linear feet of street frontage shall be provided from the street to parking structures (or public waterfront access), or where buildings are longer than 200 feet, access shall be provided between every building.
- 2 Driveways.** Driveways shall be minimized to the extent feasible on the primary bike network to minimize conflicts between cyclists and vehicles. Driveways servicing non-truck traffic shall not exceed 26’ in width: (driveways servicing regular truck traffic may not exceed 32’ in width).
- 3 Curb Cuts.** Each project site ~~should~~ shall be limited to one curb cut (including driveways, service streets and alleys) per ~~200~~ 150 feet of public street frontage,

unless otherwise required for emergency vehicle access (or two curb cuts per parking garage frontage). Projects may consolidate two or more curb cuts on a single frontage by eliminating an equivalent number from other public street-facing frontages within the project. Curb cuts should be located a minimum of 50 feet from street corners.

- 4 Loading Screening.** Loading docks, and equipment areas shall be screened from adjacent properties and publicly accessible streets and paths with fencing or walls, and landscaping. ~~Designated loading docks, bays, and spaces shall be located in the rear or interior side yard areas.~~
- 5 Side Street Loading.** ~~Designated loading docks, bays, and spaces shall be located in the rear or interior side yard areas and~~ street-side loading shall be prohibited unless the loading dock is set back at least 50 feet from the street; is screened with materials that have a similar color, texture, roof style, and architectural detailing to the overall site and building design; and is screened by an opaque screen up to a height of 8 feet. This standard does not apply to private streets.

## GUIDELINES

- 1 Loading & Delivery Areas.** The impact of service, delivery, and storage areas should be mitigated by locating these areas on the sides or backs of buildings, away from public streets and pedestrian circulation wherever possible.
  - a.** An exception to this rule is that where R&D or industrial uses are adjacent to residential uses, then these functional areas should be located away from the residential uses.
  - b.** An exception to this rule is when it conflicts with local trash and recycling provider (Recology) pick-up standards.
- 2 Unobstructed Circulation.** Loading areas and service entrances should be located so as to not interfere unreasonably with pedestrian and vehicular movement on the site.
- 3 Common Access Point.** Where possible, service vehicle access should be provided through a common access point that is shared with other vehicles.
- 4 Hiding Places.** Limited visibility should be provided into service, delivery, and storage areas to avoid creating hiding places.

## 6.5.4 Parking

### STANDARDS

- 1 Surface Parking Location.** Surface parking shall be located behind buildings. If that is not feasible, surface parking may be located beside buildings if screened from the street with low walls and landscaping.



- a. Waterfront Office and Ravenswood Employment Center. Surface parking shall be generally prohibited in front setbacks (and all Bay Road frontages). Limited surface parking (occupying no more than 40% of the total street frontage) is allowed in front setbacks in these zones with appropriate screening and/or landscaping.
- b. 4 Corners Gateway, Bay Road Central and Urban Residential. Surface parking shall be prohibited in front setbacks (and all Bay Road frontages in these zones).
- a. Industrial Transition. Surface parking between buildings and public streets is permitted in front setbacks ~~but shall be limited to two parking rows and a drive aisle.~~

**2 Surface Parking Screening.** Surface parking lots shall be screened from adjacent publicly accessible streets as per the landscaping standards in the City's Development Code.

**3 Surface Parking Landscaping.** There shall be a minimum of 15 feet of setback between surface or structured parking areas and public streets. Each off-street surface parking area (of ten or more spaces) shall provide landscape coverage equivalent to ~~twenty (20) square feet of landscaping for each parking space~~ 4% of the total area, excluding perimeter landscaping.

**4 Structured Podium Parking Liner.** Above grade structured parking structures facing a public street or publicly accessible open space shall be predominantly lined or wrapped with lobbies, commercial uses, and/or habitable uses with a minimum depth of ~~20~~ 5 feet.

**5 Upper Level Structured Parking.** On upper levels, structured parking that comes to the façade edge shall be designed to resemble a non-parking use or be designed with artistic/architectural features and articulation.

~~1—~~

**6 Structured Parking Location/Orientation.** To the maximum extent feasible, structured parking garages shall face private streets, internal streets, and alleyways. In order of preference, structured parking shall face and be accessed from:

1. Alleyway
2. Private Street/Internal Street
3. Public Street, Side Street
4. Public Street, Corridor or Primary Street
5. Public Open Space

~~4—~~

**57 Structured Parking Access.** All parking facilities shall submit a parking access plan that demonstrates satisfaction of the following standards:

- a. ~~Buffer from the sidewalk by pedestrian-oriented uses;~~



- b.a.** Access control designed to accommodate peak demand without causing vehicle queuing in the public right-of-way;
- c.b.** An appropriate number and location of entries and exits;
- d.c.** Adequate internal circulation; and
- e.d.** Signage for drivers and pedestrians.
- f.e.** On-site queuing space shall be provided for vehicles waiting to be unloaded from automated parking facilities.

**68 Structured Parking Garage Height Exception.** Elevator overruns are permitted to exceed the maximum height within a zone.

**79 Structured Parking Garage Screening.** Screening shall not be so large and dense that the screening elements (such as walls or landscaping) limit sight lines for safety and security. Architectural treatments shall be combined with landscaping or trees to effectively lessen the visual impact of the garage.



## 6.6 Building Design

Building design establishes standards regulating building height and stepbacks, massing, façade articulation, ground floor design, usable open space, and other building elements.

### 6.6.1 Building Massing

#### STANDARDS

- 1 Maximum Building Length.** Buildings shall not exceed the following lengths:
  - a. ~~350'-300'~~ in Mixed Use zones (4 Corners Gateway and, Bay Road Central, Waterfront Office)
  - b. ~~550'~~ in Office/R&D zones (REC, Waterfront Office, and Industrial) for Standard and Exemplary Tier projects. Buildings in Base Tier projects may not exceed 600' in length.
- 2 Upper Floor Major Façade Breaks.** For all buildings, façades above the ground floor (or second floor if mixed-use) shall incorporate structural or design elements to break large expanses into smaller parts. A major break is defined as being at least 20'-20' wide and 10' deep. A major break may extend to the

~~corner of a building with a maximum width of 80 feet.~~ Windows, doors, and other openings should be designed to help implement this standard. See Figure 6-16 for additional visual guidance.

**a.** 4 Corners Gateway and Bay Road Central zones: one major break is required for buildings over ~~150'-100'~~ long, two breaks are required for buildings over ~~250'-200'~~ long.

**b.** Waterfront Office and REC zones: one major break is required for buildings over ~~300'-200'~~ long, two major breaks are required for buildings over ~~35400'~~ long.

**b.c.** Buildings may substitute two medium breaks (minimum width of 10 feet and a minimum depth of 5 feet) in place of a required major break.

**3 Residential Distinct Façades.** ~~Mixed-use and residential B~~building façades greater than 200 feet in length shall have at least two distinct façade compositions with at least two unique features of fenestration scale; rhythm and pattern; material and color; modulation of building form; or façade articulation. Each of the composition shall account for a minimum 15% of the total façade.

**4 Residential Minor Breaks.** The façade planes of residential-only and mixed-use residential buildings shall not exceed ~~150-100~~ feet in length without a ~~façade break, either~~ major break (defined above) or minor shift. A minor ~~break shift~~ is defined as 2' deep and 4' wide. This may be achieved with building modulation to create vertically oriented facades, facade articulation, and repeating vertically oriented patterns of fenestration.

**5 Residential Human-Scaled Rhythm.** Residential-only and mixed-use residential building façades shall establish a human-scaled rhythm with smaller individual building bay widths of 20 to ~~60-45~~ feet.

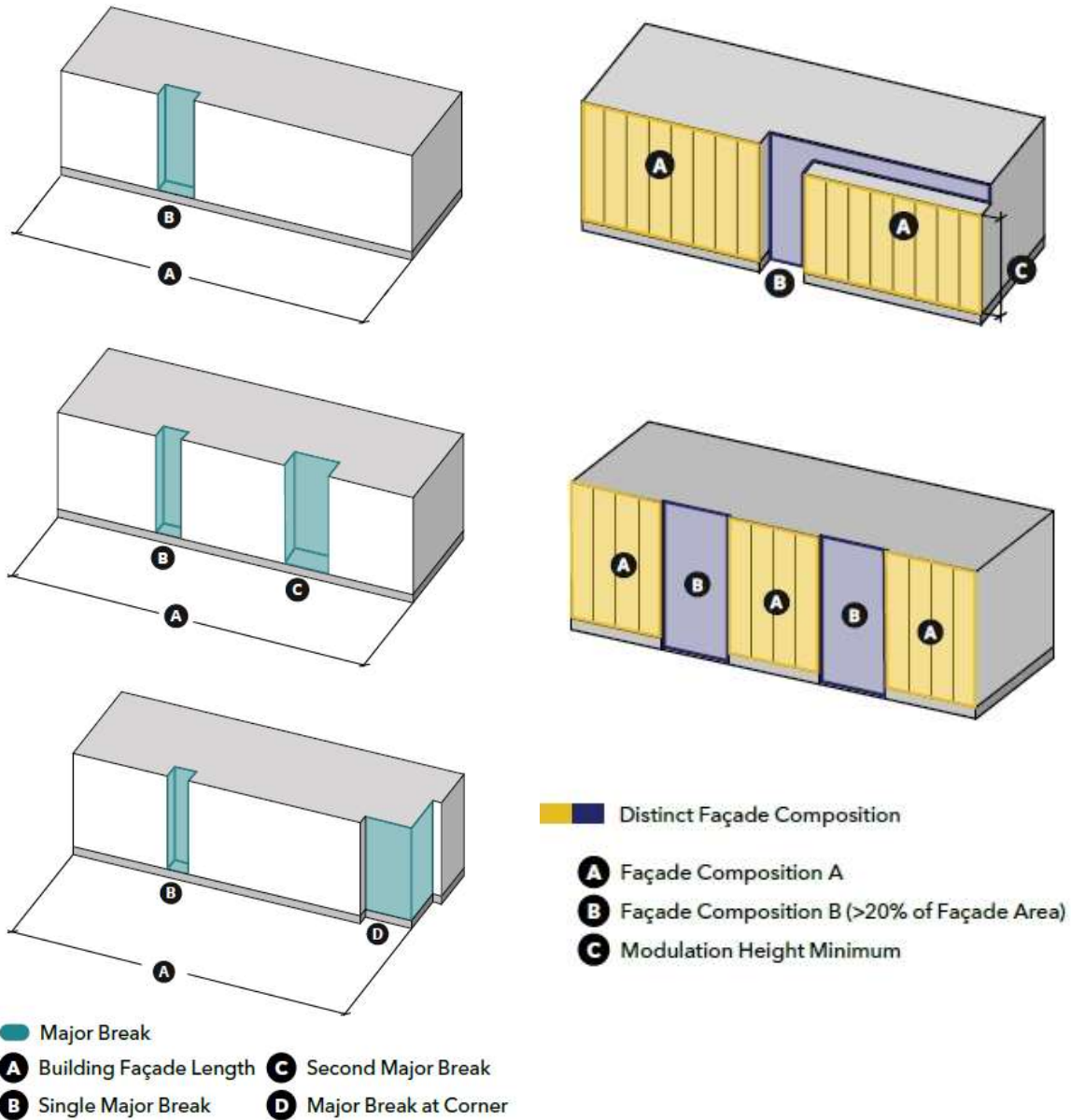
**GUIDELINES:**

**1 Various Buildings.** Large development projects should be designed as a complex of buildings rather than a single large structure.

**2 Massing Breaks.** Building massing should be broken up into smaller masses, particularly on upper levels, to avoid large monolithic structures and to allow for eastward view corridors.

**3 Human Scale.** Buildings should be designed with the human scale in mind, incorporating overhangs, changes in wall planes and building height, vertical elements, and other architectural features to break up the bulk of a single building and provide visual interest.

Figure 6-17: Building Articulation Examples



### 6.6.2 General Ground-Floor Design

#### STANDARDS

- 1 **Ground-Floor Residential Elevation.** To provide adequate privacy for ground floor residential units in mixed-use zones, the closer the building is located to the back of the public sidewalk, the more elevated the ground-floor units shall be as follows:
  - a. A building with a setback of 10' or less shall elevate units by at least 5' from the sidewalk level.

- b. A building with a setback of 10 - 15' shall elevate units by at least 3' from the sidewalk level.
- c. A building with a setback greater than 15 feet does not need to elevate units.

**GUIDELINES**

- 1 Identity.** Ground-floor façades should be designed to give individual identity and visual interest to each individual establishment.
- 2 Scale.** Commercial frontages should be broken up into similar 20'-35' wide modules.
- 3 Distinct Tenant Bays.** Where multiple tenant spaces are incorporated into a building, individual tenant spaces should be located within distinct building bays. This can be achieved by any of the following:
  - a. Placing a column, pier, or pilaster between façade elements.
  - b. Applying a vertical slot or recess between façade elements.
  - c. Providing variation in plane along the building wall.
  - d. Varying the building wall by recessing storefront entrances or creating a niche for landscaping or for a pedestrian area.
  - e. Varying wall materials.
- 4 Active Interiors.** On façades that face a public street, windows that provide views into active interiors should be used, and long stretches of blank walls should be avoided wherever possible.
- 5 Visual Transparency.** The ground-floor façades of mixed-use buildings should incorporate a high percentage of windows to increase visual transparency. Clear glass should be used in ground floor windows and doors to promote visibility into the ground floor space.
- 6 Fenestration Proportionality.** Ground-floor retail windows should utilize a larger window proportion than upper-floor windows.
- 7 Fronting onto Roundabouts.** Projects that are adjacent to roundabouts should be designed with buildings and/or public open spaces that complement the curved form of the intersection and enhance the movement of people, bicycles,



and other users around the roundabout. Placing lobbies, public art, street furnishings, or unique landscaping is suggested.

## 6.6.3 Façade Design & Composition

### GUIDELINES

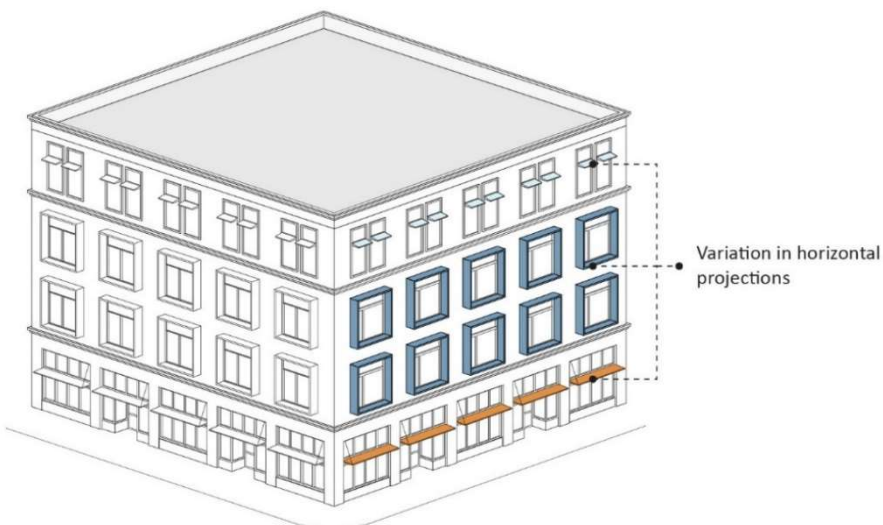
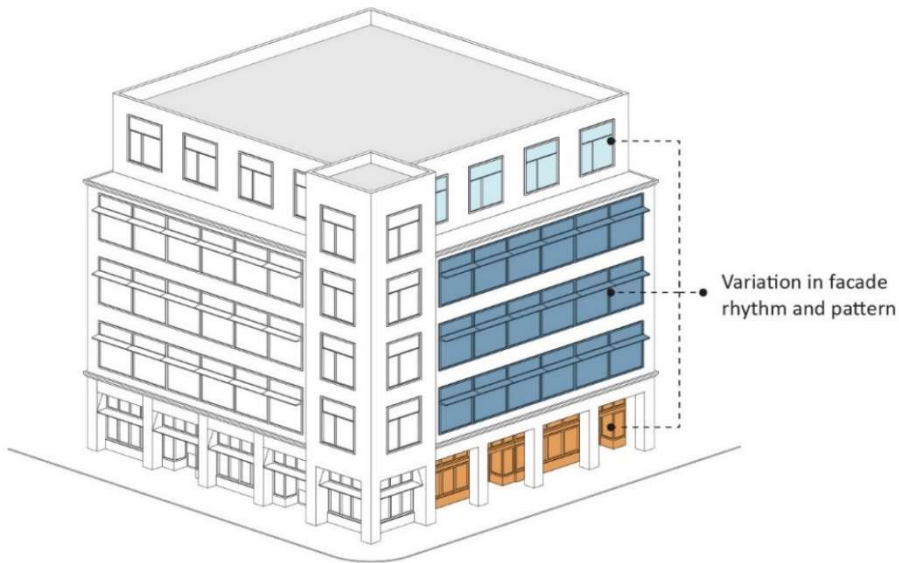
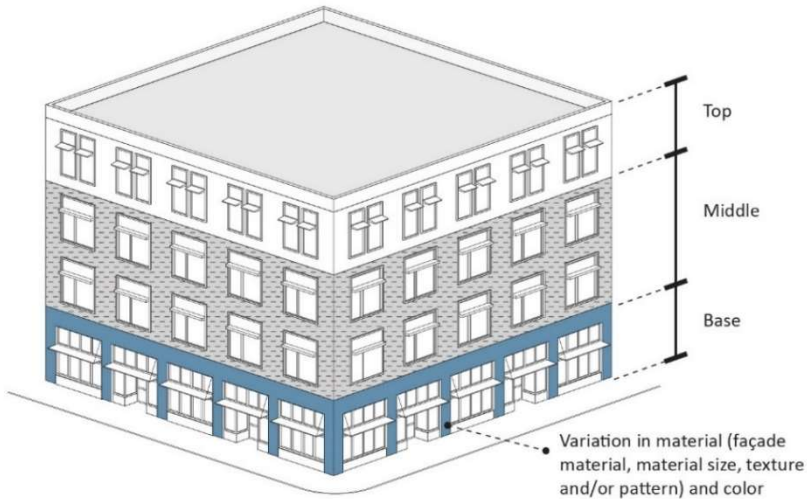
- 1 Base / Middle / Top.** Building façades should be designed to have a distinct base, middle, and top. As illustrated in Figure 6-18, one or more of the following elements should be used to articulate a building façade:
  - a.** Variation in the details for the top of a building, including cornice lines, parapets, eaves, brackets, and other detailing.
  - b.** Variation in the details for the body, or middle, of the building, including awnings, overhangs, canopies, pilasters, columns, slots, decorative lighting, and window boxes.
  - c.** Variation in the details for the base of a building, including recessed entry areas, covered outdoor areas, and alcoves.
- 2 All Building Elevations.** All facades of a building facing a street or public space should be treated with variations in massing and articulation.
- 3 Visible Public Art.** Public building frontages should include public art visible to the public that also complements the general building design and character.
- 4 Details.** Façade details should appear integral to the architectural and structural design of the building rather than tacked onto the surface.
- 5 Industrial Façade Treatments.** Regardless of construction type, industrial or creation/flex developments should include decorative façade treatments that minimize the sense of a boxy, “tilt-up” style building.

**Figure 6-18: Examples of Base/Middle/Top Building Variation**





# 6 LAND USE AND DEVELOPMENT STANDARDS



## 6.6.4 Residential Windows and Entries

### STANDARDS

- 1 Flush Windows Generally Prohibited.** ~~Windows that are flat or “flush” with the façade are prohibited unless applied to a portion of a building that is part of a recessed façade modulation with a minimum 4 inches in depth. Windows facing a public right-of-way or publicly accessible open space shall be recessed a minimum of 3 inches to provide a “punched” recessed character or window trim shall be provided with a minimum of 2 inches in width. Windows that are flat or “flush” with the façade are prohibited unless applied to a portion of a building that is part of a recessed façade modulation that is recessed at least 4 inches.~~

### GUIDELINES

- 1 Entrance Orientation & Prominence.** Main building entrances should be oriented toward the sidewalk and include architectural features that give them prominence.
- 2 Entrance Access.** Building entries should be accessible directly from the sidewalk.
- 3 Corner Entrances.** Where feasible, the main entrance of a corner building should be located at the corner.
- 4 Proportionality.** Façade openings and windows should be vertically proportioned, with a greater height than width.
- 5 Upper-floor Detailing.** Upper-floor windows should be enhanced with architectural details such as sills, molded surrounds, and lintels.

## 6.6.5 Non-Residential Windows and Entries

### GUIDELINES

- 1 Main Entrance Prominence.** Main building entrances should be emphasized by architectural features that give them prominence.
- 2 Primary Entries.** Wherever possible, the main office and visitor entrance should be oriented towards the street.
- 3 Distinguished Entry Types.** Architectural detailing and materials should be used to distinguish between visitor and employee/service entries.
- 4 Visitor Entrances.** Visitor entrances to buildings should be clearly visible from a public street.

## 6 LAND USE AND DEVELOPMENT STANDARDS

- 5 Recessed Windows.** Recessed windows are strongly encouraged. Other means of accentuating the windows, such as distinctive color treatments, should also be considered in order to create a sense of depth on the façade.
- 6 Operability.** Operable windows, or other means of providing workers with self-controllable access to fresh air, should be used where possible.



### 6.6.6 Materiality

#### STANDARDS

- 1 Prohibited Siding Materials.** Plywood, vinyl, T1-11, plastic (and plastic laminate), and fiberglass, shall be prohibited siding materials.

#### GUIDELINES

- 1 Contextual Sensitivity.** Materials should be chosen to respect the climate and traditions of the surrounding area.
- 2 Material Type.** Genuine materials should be used rather than simulated materials. Where one building material is used to simulate another, it should be used in a way that is in keeping with the character and properties of the material being simulated.
- 3 Consistent Palette.** The colors and materials used on the exterior of a building should adhere to an appropriately varied palette.
- 4 Building Differentiation.** Changes in color or materials should be used to differentiate between different components of a building, utilizing both a primary and secondary material.

**5 Façade Accent Materials.** Any accent materials should be used on all visible façades of the building, not only the front.



## 6.7 Additional Development Standards

### 6.7.1 General Exception

#### STANDARDS

- 1 **Exceptions to Identified Objective Design Standards.** Applicants may petition for exceptions to the following standards: 5% or 5 ft deviation from setbacks and view corridor requirements, 10% or 105 ft deviation from building articulation standards, ~~10~~15% deviation from active frontage standards. Project applicants will be provided flexibility in meeting the standards if they meet the purpose and intent of said standards, subject to the project review and approval process. Project applicants may also apply for exceptions to development standards other than those listed above. To be considered for such an exception, the project applicant must demonstrate that the requested exception (a) meets the intent and purpose of the Plan; and (b) results in a superior project design or outcome for the community that justifies the exception request.

↑

### 6.7.2 Performance Standards

#### STANDARDS

- 1 **Air Contaminants.** No smoke, soot, flash, dust, cinders, dirt, acids, fumes, vapors, odors, toxic or radioactive substance, waste or particulate, solid, liquid, or gaseous matter shall be introduced into the outdoor atmosphere, alone or in any combination, in a quantity or at a duration that interferes with safe occupancy of the site or surrounding sites. In addition, all uses shall be subject to any emission limits determined by the Bay Area Air Quality Management District (BAAQMD).
- 2 **Hazardous Materials.** Industries utilizing hazardous materials may be permitted provided that strict performance standards are achieved and impacts to neighboring properties are minimized to the fullest extent feasible. Any development proposing use of substances on the State Regulated Substances List must follow the regulations of the California Accidental Release Prevention Program (CalARP), which requires businesses that produce, handle, process, distribute, or store certain chemicals over a threshold quantity to develop a Risk Management Program and prepare a Risk Management Plan (RMP). The RMP must consider the proximity to sensitive populations located in schools, residential areas, health care facilities, and day care facilities. The RMP must also consider external events such as seismic activity or levee failure.
- 3 **Electrical Emission.** There shall be no electrical emission beyond the property line that would adversely affect other uses or adjacent property owners.

- 4 Glare and Heat.** There shall be no reflection or radiation, directly or indirectly, or glare or heat beyond the property line that would constitute a nuisance or hazard, or that would be recognized by a reasonable person as offensive. This requirement shall not be interpreted as prohibiting nighttime illumination of a property.
- 5 Noise.** All noise shall be controlled so as not to become objectionable due to intermittence, duration, heat frequency, impulse character, periodic character, or shrillness.
- 6 Vibration.** There shall be no activity that causes ground vibration that is readily discernable beyond the property line.
- 67 Bay-Adjacent Loading.** Loading and delivery activities facing the marsh/Baylands are prohibited after 8pm under standard Conditions of Approval. This prohibition may be adjusted on a case-by-case basis, subject to Director approval.

### 6.7.3 Wayfinding & Signage

#### STANDARDS

- 1 Sign Regulations.** Signs shall be subject to the sign regulations contained in the Zoning Code regarding exempt signs, prohibited signs, and general sign regulations, unless otherwise specified in this Specific Plan.
- 2 Prohibited Signs.** Cabinet and monument signs are prohibited. Façade, awning, and storefront signs only.
- 3 Glare.** No sign shall be illuminated such that the primary source of light causes excessive glare toward residential uses. Only signs located in commercial and office districts may be internally illuminated.
- 4 Façade Interaction.** Wall signs that project from the wall shall be designed as individual letters and icons directly attached to a building façade, rather than as a “box” sign with a single background and frame attached to a building.

#### GUIDELINES

- 1 Unified district wayfinding palette.** The applicants are strongly encouraged to develop and implement a unified wayfinding palette across the District, that celebrates the Arts and Innovation aspects of the Plan Area.
- 2 Building Integration.** Signs attached to a building should be designed as integral components of the building in terms of size, shape, color, texture, and lighting and should not cover or obscure the architectural features of a building.
- 3 Legibility.** Signs should be designed to be easily legible. Legibility can be optimized by providing high contrast between the sign content and its background.
- 4 Multi-tenant signage.** Multi-tenant buildings are encouraged to develop a master sign program to ensure consistency across different tenants.



## 6.7.4 Fencing & Walls

### STANDARDS

- 1 Fences.** Fences and walls shall not be built where the Public Mobility Map shows new public streets or publicly-accessible connections, except existing fences and walls may be reconstructed (up to 7' with a minor variance) to maintain screening and security on sites built prior to adoption of this Plan. Within setback areas, small decorative fences and landscaping (up to 4') may be allowed, if access to the street or connection is provided at frequent points. Fencing for residential private open spaces is allowed (up to 6').
- 2 Visibility Obstructions.** Fences and walls that are tall enough to obscure buildings shall not be used between buildings and public rights-of-way. Exceptions shall be made for fences and walls that are necessary to screen maintenance or service areas.
- 3 Chain-Link Fencing.** Coated chain-link fencing shall not be used except where it is not visible from public rights-of-way. Uncoated chain-link fencing and barbed-wire or razor-wire fencing shall not be used.

### GUIDELINES

- 1 Design Cohesion.** Fences and walls should use similar materials, heights, and construction techniques throughout a development. These design elements should reflect the material, colors, and design details of nearby buildings.
- 2 Transparency.** Fences and walls should generally be semi-transparent. They should be opaque only at interior property lines or where shielding maintenance or service areas.

## 6.7.5 Trash & Refuse

### STANDARDS

- 1 Refuse Screening.** Refuse areas shall be screened from public view.
- 2 Refuse Drainage.** Covered trash storage areas shall be sloped so that spills and wash water flow to area drains connected to the sanitary sewer system, subject to the local sanitary sewer agency's authority and standards.
- 3 Refuse Area.** Refuse areas shall be designed to fit the number of trash and recycling bins required to accommodate all waste generated by building users. Refuse and waste disposal shall abide by the Chapter 8.32 of the Municipal Code.
- 4 Refuse Enclosure.** Refuse enclosures shall be constructed of durable materials with a similar color, texture, roof style, and architectural detailing to the overall site and building design.
- 5 Refuse Truck Access.** Refuse areas shall be designed to accommodate truck access.

## 6.7.6 Utilities

### STANDARDS

- 1 Utility Location.** Utilities shall not be located on primary building facades if feasible (primary facades are those facing public streets or major public open spaces). Utilities are strongly discouraged within front setback areas, public rights-of-way (except where required by PG&E), along mid-block pedestrian connections, or within 50 feet of a corner. Ground-based equipment is discouraged from the front setback area, particularly the pedestrian zone.
- 2 Utility Screening.** Utility cabinets and meters shall be contained in the building or otherwise fully screened from public view. Backflow prevention devices shall be fully screened from public view through the use of landscaping, berms, low walls, or other screening techniques.
- 3 Storage Screening.** Outdoor storage, including company-operated vehicles other than passenger vehicles, shall be screened from public view using any combination of walls, berms, and landscaping.
- 4 Underground Utilities.** Where required by the City, new utilities and utility service line connections shall be underground. Certain types of ground-based equipment may be above ground if necessary.

## 6.8 Ecology & Sustainability

### 6.8.1 Green Building

#### STANDARDS

- 1 City REACH Code.** Developments shall meet the requirements of the City Building and Energy REACH Code per Chapter 15 of the Municipal Code.
- 52 Solid Waste Diversion.** [All future developments shall implement the state's and City's solid waste minimization standards to increase the rates of recycling and composting of food, and reduce greenhouse gas emissions.](#)

#### GUIDELINES:

- 1 Green Roofs.** Green roofs should be encouraged to improve water quality, improve energy efficiency, reduce stormwater runoff.
- 2 Building Orientation.** Buildings should be oriented to the sun in a way that provides natural heating and daylighting and maximizes energy efficiency.
- 3 Renewable Energy.** New buildings should incorporate on-site renewable energy systems such as solar panels, other photovoltaic systems, and wind turbines where practical.
- 4 Recycled Water.** When the City has made recycled water available to properties in the Plan Area, developments should connect and integrate with this purple pipe system. Dual plumbing for buildings is permitted.
- 5 Durability.** Building materials should be chosen based in part on their durability.

## 6 LAND USE AND DEVELOPMENT STANDARDS

- 6 Recycled Materials.** Materials that incorporate recycled content should be used where appropriate.
- 7 Material Sourcing Radius.** Materials produced within a 500-mile radius of East Palo Alto should be used where possible.
- 8 Wood Products.** Wood products that have been harvested and produced according to Forest Stewardship Council (FSC) requirements should be used where possible.
- 9 Cool Roofing Materials.** Cool roofing materials should be used to maximize energy savings. Cool roofing materials have a high reflectivity and emissivity; they reflect the sun's rays from the roof (reflectivity) and radiate away any absorbed heat (emissivity).
- 10 Construction Waste.** Construction waste should be recycled, salvaged, or reused rather than disposed of in landfills or incinerators. Materials such as excavated soil or concrete should be reused on-site where possible.
- 11 Recycling Facilities.** Recycling should be encouraged by providing appropriate and convenient recycling facilities, including a recycling collection area that serves the entire building and provides space for the collection and separation of recyclable materials.
- 12 Bay Views.** Buildings should be sited to maximize views from public streets to notable natural features that surround the area, especially the San Francisco Bay and adjoining wetlands.
- 13 Heat and Glare Control.** Non-reflective coatings, low-emissivity glass, and external shade devices should be used for heat and glare control.

### 6.8.2 Stormwater & Low Impact Development

#### STANDARDS

- 1 Permit Requirements.** Projects shall meet the Municipal Regional Permit Requirements per NPDES Permit Number CA5612008.
- 2 C-3 Standards.** The most restrictive C-3 requirements shall be used for the design of stormwater management systems for projects. This also includes employing Best Management Practices (BMPs) pre-, during, and post-construction.

#### GUIDELINES

- 1 Stormwater Reuse.** Cisterns and other design features should be used to capture, store, and reuse stormwater.
- 2 Paved Parking.** The amount of paved parking area should be minimized, and pervious parking materials should be considered where feasible.
- 3 Detention Features.** Stormwater detention features should be used to minimize runoff into streets and parking lots. Stormwater detention features

include drainage swales and detention basins. [Detention basins should be planted with native plants where feasible.](#)

- 4 **Roof Runoff Diversion.** Stormwater runoff from roofs should be diverted to vegetated swales or detention areas rather than storm drains.

### 6.8.3 Lighting

#### STANDARDS

- 1 **Full Cutoff Light shielding.** All exterior lighting shall be shielded from the top, directed downward, and avoid excessive light trespass. Streetlamps shall be oriented toward the ground and shall include cutoffs to minimize illumination of the night sky.
- 2 **Lighting Near Habitat Areas.** Within 100 feet inland of the edge of BCDC shoreline boundary, exterior light design shall be further limited to minimize the potential to impact open spaces. Within these areas the following standards shall apply:
  - a. Light fixtures shall be designed and maintained to only illuminate pathways and other surfaces or features necessary for safety, building entrances, and circulation. Light shall be diverted away from habitats and wetlands.
  - b. Interior and exterior lighting that is not necessary for safety, building entrances, or circulation shall be automatically shut off from 10 pm to sunrise.
  - c. All light fixtures near habitat areas shall have a light temperature of  $\leq 2,700$  kelvin.
- 3 **Parking Lighting.** Parking lots shall be designed with a greater number of shorter, low-wattage, tightly spaced fixtures rather than a lesser number of taller, higher-wattage fixtures.
- 4 **Pedestrian Lighting.** Lighting improvements shall be provided in areas with higher levels of pedestrian activity, such as along Bay Road or Pulgas Street, at bus-boarding areas, and on all new greenways and paseos, adding lighting fixtures when necessary. In addition to streetlights, pedestrian-scaled light fixtures up to 16 feet tall should be used throughout the Plan Area to provide a unified identity.
- 5 **Uplighting.** Uplighting shall be designed to light buildings rather than the sky.
- 6 **Safety.** Exterior lighting shall be placed to mitigate security concerns, especially in parking lots, pedestrian paths/trails, outdoor gathering spaces, building entries, and any other pedestrian-accessible areas.

#### GUIDELINES

- 1 **Crime Prevention.** CPTED (Crime Prevention through Environmental Design) strategies should be employed to improve safety in new and existing parks and plazas by adding appropriate lighting and visibility; increasing natural

surveillance by trimming surrounding vegetation and allowing views in and out of spaces; properly maintaining lighting and landscaping in public spaces.

- 2 Design Compatibility.** Exterior lighting should be designed as an integral part of the building and landscape design and should complement and enhance the selected style of the building.
- 3 Pedestrian Movement.** The placement of light fixtures should not interfere with pedestrian movement.
- 4 Roadway & Pedestrian Lighting.** Roadway lighting and pedestrian-scaled lighting should be designed in conjunction with one another to create a safe and attractive environment for pedestrians, bicyclists, and drivers.
- 5 Safety and Conflict Zones.** Greater amounts of lighting should be provided in areas where there are safety concerns and where there is potential for conflict between pedestrians and vehicles, such as at intersections.
- 6 Pedestrian Scaled Lighting.** Sidewalks should be illuminated through the use of pedestrian-scaled lighting, typically 10 to 16 feet in height, in high intensity pedestrian areas such as Bay Road.
- 7 Smart Lighting.** Smart lighting systems and strategies should be used to reduce ecological harm, and to improve energy efficiencies, safety, time of day use, and illumination levels.
- 8 Targeted Lighting.** Shield or confine light spread to targeted areas by appropriately selecting, retrofitting, and locating lighting to limit glare, sky glow, and light intrusion.

### 6.8.4 Bird Safe Standards

This section provides development requirements that are intended to reduce the number of bird strikes against buildings. These requirements will reduce the likelihood of building collision fatalities - typically occurring between ground floor and 40 feet above grade in what is referred to as the 'façade collision zone' or 'strike zone'- through careful selection of materials, façade treatments, and reduction of light pollution from indoor sources.

For the purposes of this section, the following definitions shall apply:

- **Bird hazard.** Specific aspects of a building that pose a danger to birds in flight, either because of the building's location or because of building features that increase the risk of bird-building collisions.
- **Façade collision zone.** The portion of a building that is most likely to sustain bird strikes from local and migrant birds. This portion includes the building façade, beginning at grade and extending upwards for 60 feet. It also includes glass façades that are adjacent to landscaped roofs with an area of at least two acres, and that extend upwards at least 60 feet from the roof level.

- **Feature collision zone.** Any building feature other than a building façade that has an unbroken glazed segment at least 24 square feet in area. Includes free-standing glass walls, wind barriers, skywalks, balconies, and rooftop greenhouses.

## STANDARDS

- 1 Applicability.** The standards in this section apply to development located less than 1,000 feet from any shoreline open space, open water, or wetlands. All new construction (other than attached or detached single family homes) and building additions and/or building alterations that create a bird hazard shall adhere to the Bird-Safe Design Standards of this section.
- 2 Façade Glazing.** Bird-safe glazing treatments shall be used within the façade collision zone (the area within 60 feet above the ground) such that no more than 10 percent of a building façade consists of untreated glazing.~~that no more than 10 percent of a building façade consists of untreated glazing.~~
- 3 Façade Collision Zone Treatment.** Bird-safe glazing treatments shall be used on the entirety of a façade collision zone’s glazing.
- 4 Bird-Safe Glazing Details.** Bird-safe glazing treatments shall include vertical elements that are at least one-quarter inch wide, with a minimum spacing of four inches. In addition, treatments shall include horizontal elements that are at least one-eighth inch wide, with a maximum spacing of two inches.
- 5 Glazing Design.** Bird-friendly glazing treatments can include the use of opaque glass, the covering of clear glass surface with patterns, the use of paned glass with fenestration patterns, and the use of external screens over non-reflective glass. All façade glazing shall have reflectivity ratings no greater than 30%.
- 6 Glazing Treatments.** Bird-safe glazing treatments may include any of the following:
  - Fritting
  - Netting
  - Permanent stencils
  - Frosted glass
  - Exterior screens
  - Physical grids placed on the exterior of glazing
  - Ultraviolet (UV) patterns visible to birds
- 7 Wind Generation.** Any wind-generation device shall be a vertical generator that presents a solid appearance.
- 8 Modification.** The City may waive or reduce any of this chapter’s bird safe design requirements provided that other methods implemented to prevent bird strikes are reviewed and approved by a qualified biologist based on analysis by a qualified biologist indicating that proposed construction will not



## 6 LAND USE AND DEVELOPMENT STANDARDS

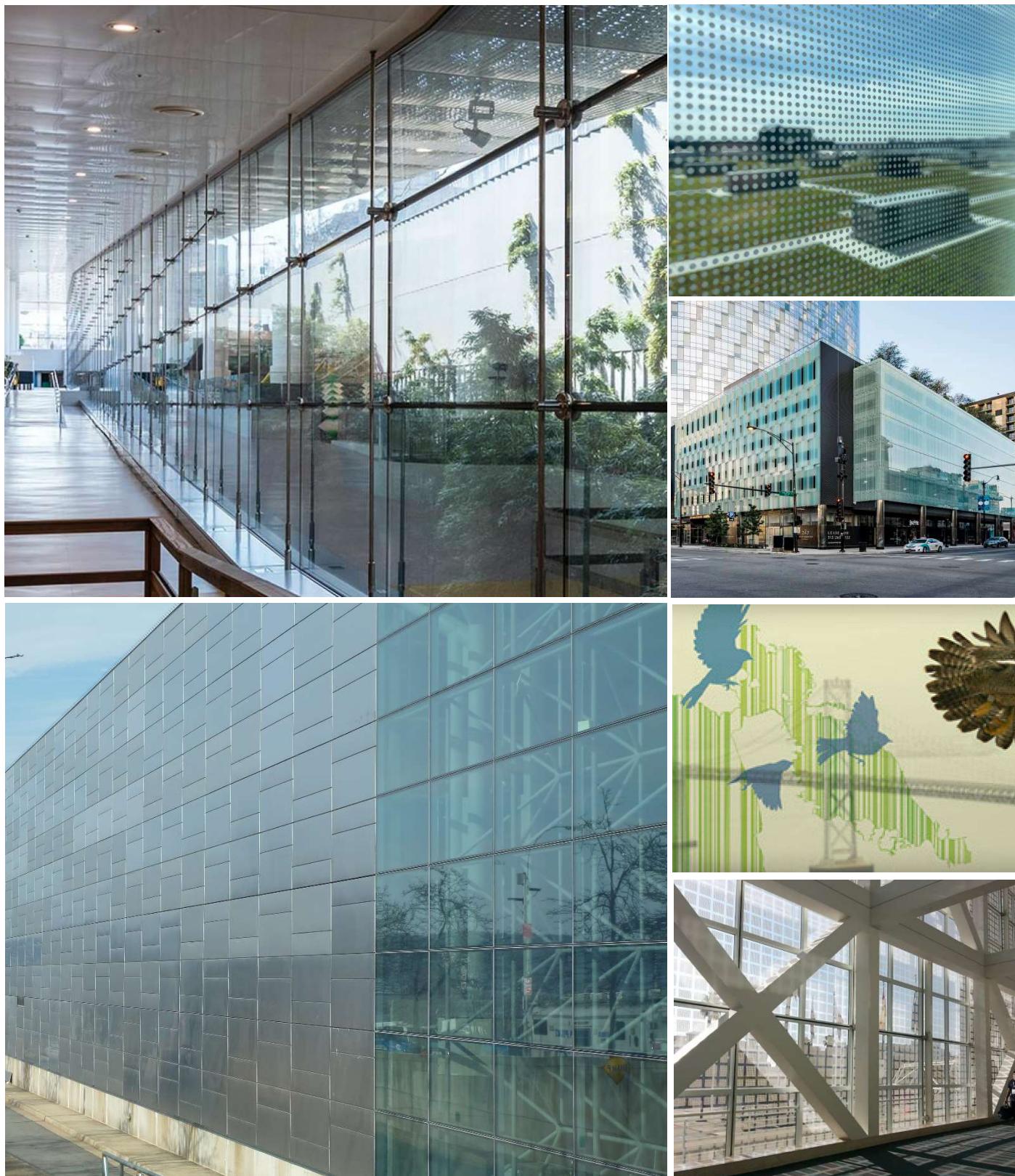
pose a collision hazard to birds. Similarly, it may impose additional design measures if proposed measures are deemed insignificantly protective of bird strikes. Confirmation of compliance with this policy shall be provided by a qualified biologist prior to issuance of the planning or design review permit for a given project

**69 Predator Deterrents.** Avian-predator deterrent fixtures shall be installed on all marsh-facing building facades.

### **GUIDELINES**

**1—Glazing Treatments.** ~~Bird-safe glazing treatments may include any of the following: a) fritting, b) netting, c) permanent stencils, d) frosted glass, e) exterior screens, f) Physical grids placed on the exterior of glazing, or g) ultraviolet (UV) patterns visible to birds.~~

Figure 6-19: Examples of Bird-Safe Treatments



## **PARKS, OPEN SPACE, AND PUBLIC FACILITIES**

# 7

This chapter describes the vision for a network of parks and open spaces throughout the Plan Area that is well connected, accessible to residents and users of all ages and abilities, consists of both passive and active recreation, and preserves natural, undeveloped open spaces where possible. These plazas, lawns, trails, and greenways collectively serve as new public recreational amenities while also supporting greater biodiversity and ecological function. This green network is also a critical part of the integrated flood control system that will protect the City's homes and businesses from future sea level rise and stormwater impacts. This chapter includes standards and guidelines to ensure these concepts are implemented through new development projects.

*This chapter is consistent with the City's Parks, Recreation, and Open Space Master Plan; refer to the City Master Plan for additional parks policy guidance and to coordinate connections with surrounding facilities and networks. This chapter is also consistent with the adopted Urban Forest Master Plan; refer to the UFMP for additional detail on tree species selection, tree removal, and tree maintenance.*

## 7.1 Parks and Open Space Goals and Policies

<b>Goal POS-1.1</b> <b>Interconnected, safe, and welcoming open space network.</b>
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- Policy POS-1.1: Implement the parks and open space network, or a functionally similar network, identified in Figure 7.1 in this Specific Plan, by ensuring that all new development within the Plan Area provides public open spaces where identified.
- Policy POS-1.2: Establish a robust non-vehicular network of publicly accessible greenways, paseos, multiuse trails, and linear parks that promote safe pedestrian and bicycle use throughout the Plan Area.
- Policy POS-1.3: Require development along the Bay to provide contiguous publicly accessible open space in the form of a connected waterfront promenade between Stevens Street (in the north) and Weeks Street (in the south).
- Policy POS-1.4: Work with the SFC Joint Powers Authority (JPA) to design and develop a flood control project (known as SAFER Bay) and non-vehicular multiuse path adjacent to the Ravenswood Open Space Preserve consistent with Figure 9.5 in Chapter Nine. Ensure that regular access is provided to all publicly accessible open spaces and pathways.
- Policy POS-1.5: Collaborate with property owners, the JPA, Midpeninsula Regional Open Space District, MTC/ABAG, and other regional agencies as relevant on the future design and alignment of the Bay Trail north of Bay Road, as development occurs, and the SAFER Bay flood control project is constructed.
- Policy POS-1.6: Continue to coordinate closely with the SFCJPA on the future construction of the SAFER Bay project along the southern reach from Bay Road to O'Connor.



## PARKS, OPEN SPACE, AND PUBLIC FACILITIES

Policy POS-1.7: Ensure that any future connections made with the ends of Purdue Ave, Stevens Ave, Fordham Street, and Rutgers Street are pedestrian and bicycle-only (not vehicular). Where required, emergency vehicle access should be accommodated with removable bollards, barriers, or gates.

Policy POS-1.8: Provide clearly visible, lit, and signed connections between new paths and trails, paseos and greenways, and adjacent open spaces and residential neighborhoods.

Policy POS-1.9: Support completion of the full Bay to Sea Trail network, including an undercrossing or bridge over University Ave to connect the Plan Area with Willow Village and Menlo Park segments.

Policy POS-1.10: In accordance with BCDC policies, ensure that new developments that are subject to BCDC jurisdiction provide “maximum feasible public use” along the Bayfront, including regular connections to the Bay Trail. See BCDC Public Shoreline Access Guidelines and the Bay Trail Design Guidelines and Toolkit for more information.

Policy POS-1.11: Encourage the use of innovative design and management strategies to improve stormwater drainage and reduce the need to irrigate landscapes.

<b>Goal POS-2</b>	<b>A high level of park service with ample open space and recreational opportunities for community members, employees, and visitors.</b>
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Policy POS-2.1 Distribute parks, plazas, and open spaces throughout the Plan Area such that all new residents live within a 5 to 10-minute walk from one or more of these facilities.

Policy POS-2.2 Ensure that all major development projects include a central public gathering space in the form of a plaza,

multiuse lawn, or mixed hard/softscape space that is connected to non-vehicular networks.

- Policy POS-2.3 Pursue new parks in the following locations:
- Along the San Francisco Public Utilities Commission's (SFPUC's) right-of-way in the University Village neighborhood.
  - Along Purdue Street by converting parcels beneath the power lines into a series of pocket parks leading from Costano Elementary School to Demeter Street.
  - At the end of Weeks Street.
  - On both sides of Bay Road, at the eastern end.
- Policy POS-2.4 Ensure a publicly accessible connection is provided between the end of Purdue Street and the Bay Trail (both current and future alignment).
- Policy POS-2.5 Ensure that future developments provide a new east-west linear connection from Demeter Street to the Bay trail, with a goal of having this greenway and view corridor widen gradually moving from west to east.
- Policy POS-2.6 Improve the quality of sidewalks and street trees along key existing and all new streets in the Plan Area.
- Policy POS-2.7 Prioritize the enhancement of Bay Road and Pulgas Street with wide canopy trees, pedestrian and bicycle facilities, street furniture, signature lighting, and other amenities that create a safe and welcoming place for community members and organizations.
- Policy POS-2.8 Ensure that a wide variety of sport and fitness facilities are provided across the Plan Area.
- Policy POS-2.9 Ensure that community facilities such as parks, trails, spaces for non-profits and youth groups, recreational and fitness amenities, play spaces for children, and community centers are provided as new development comes to the Plan Area.



**PARKS, OPEN SPACE, AND PUBLIC FACILITIES**

Policy POS-2.10 Ensure that privately-owned-publicly accessible parks within the Plan Area are clearly marked as accessible to residents and open from dawn to dusk.

Policy POS-2.11 Co-locate new public parks with other public facilities such as recreational centers, community centers, resource centers, or similar amenities.

**Goal POS-3      Preservation and enhancement of natural and biological resources, habitats, and wetlands.**

Policy POS-3.1 Enhance and restore wetland habitat, ecosystem health, and promote adaptation to climate change.

Policy POS-3.2: Ensure that new development does not adversely affect the Ravenswood Open Space Preserve and Palo Alto Baylands Natural Preserve.

Policy POS-3.3 Require that buildings immediately adjacent to the bayfront/levee step back in building height and massing (with an increased setback for upper building floor compared to lower floors) to reduce shadows on the marsh and wetlands.

Policy POS-3.4: Work collaboratively with property owners and the JPA, and the MROSD to maximize the restoration of wetlands on the bay side of the future SAFERBAY flood protection improvement(s). Consider a horizontal or ecotone levee where feasible north of Stevens Avenue.

Policy POS-3.5: Work with Fish & Wildlife to improve habitat and wetlands on the outward side of the levee wherever possible as development occurs.

Policy POS- 3.6: Ensure that public access is compatible with wildlife habitats through siting, design, and management.

Policy POS-3.76: Ensure that buildings near the waterfront follow the Plan's standards and requirements to minimize the potential for bird strikes on facades, with a special emphasis on the 'strike zone' between zero and forty feet high.

Policy POS-3.87: Integrate dark sky policies into site lighting and street light plans. Ensure that the design, temperature, and operation of lighting adjacent to the levee and waterfront edge is appropriate for this sensitive context.

Policy POS-3.9 All properties that include or border wetlands shall provide preliminary jurisdictional determinations of those lands in the pre-application for any proposed development (or in the complete application for projects that have submitted a pre-application prior to adoption of the Specific Plan).

**Goal POS-4 An abundant, robust urban forest that contributes to quality of life for residents and visitors of the Plan Area.**

Policy POS-4.1: Set a target of 1,000 new trees for the Plan Area.

Policy POS-4.2: Strive to ensure that major developments meet or exceed the 20% tree canopy cover target identified in the adopted Urban Forest Master Plan. Work with proposed developments to maximize tree canopy cover within their projects along sidewalks, public plazas, greenways, view corridors, cycle tracks, and Class I multiuse paths to reduce heat stress and urban heat island effect. Work with applicants to identify locations for off-site improvements to street trees and canopy cover.

Policy POS-4.3 Ensure that development projects support the goals and policies of the Urban Forest Master Plan, including:

- A significant expansion of the quantity and quality of the urban forest within and adjacent to the Plan Area

## PARKS, OPEN SPACE, AND PUBLIC FACILITIES

- Striving for native habitat diversity ranging from coastal wetlands to oak woodlands.
- Avoiding the use of invasive, non-native plantings.
- Maximizing shade over surface parking areas
- Incorporating tree wells along any new and reconstructed streets
- Planning for trees that improve habitat for wildlife and that reduce the need for future tree removals.

Policy POS-4.4 Promote and support establishment of a Landscape Maintenance District or Business Improvement District (BID) that will be responsible for maintenance of trees on key streets in the Plan Area, including Bay Road, Pulgas Ave, Tara Road, and the new East-West Connector.

## 7.2 Conceptual Parks and Open Space Network

Expanded access to high-quality public parks, open space, and trails is a critical outcome of this Specific Plan and key to improving East Palo Alto's quality of life and overall community character. The Plan's vision is anchored in a network of safe and welcoming open spaces, parks, and amenities that are available to all residents, workers, and visitors. These new park spaces will help respond to increased demand created by new residents and workers, provide gathering places for the community, and contribute to the livability of the area and the City broadly.

### 7.2.1 Vision and Concept

As shown in Figure 7.1, many new parks, greenways, and trails are expected to be provided within the Plan Area. The Concept fulfills the promise of key park opportunities throughout the Plan Area, including the Hetch Hetchy right-of-way; along the length of the Bay Trail and waterfront; south of Weeks Street in the southeast corner of the RBD; at the corner of Pulgas Avenue and Bay Road; as part of a larger redevelopment project near the terminus of Demeter Street and Purdue Avenue. Additionally, it is envisioned that a new public plaza would be included as a focal point of any future 4 Corners development.

The figure below is a conceptual illustration of where these parks and other amenities could potentially be located. The exact location, size, and

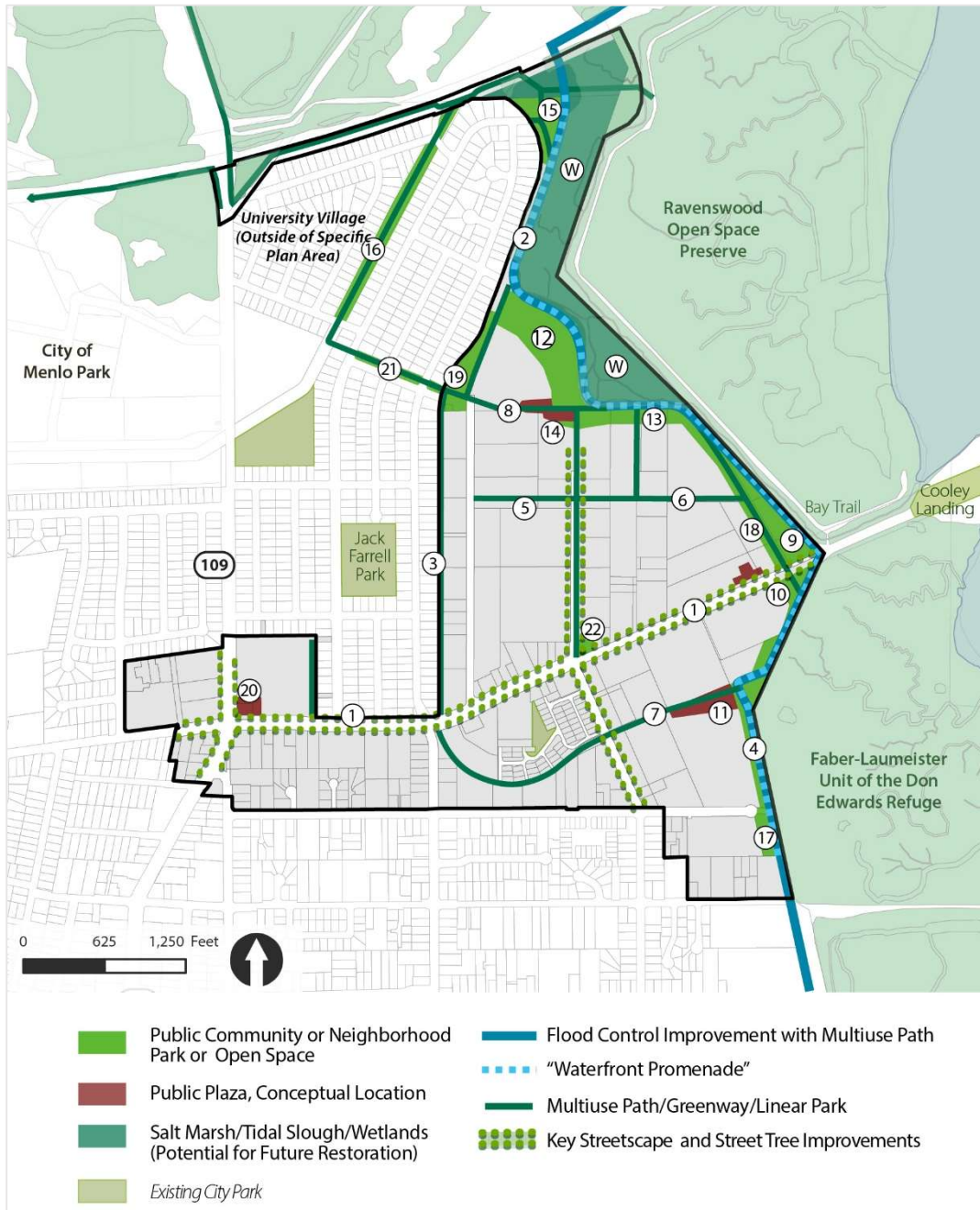
# 7

## PARKS, OPEN SPACE, AND PUBLIC FACILITIES

configuration of new open spaces will be determined as new development occurs, and as the City works to acquire new properties for parks and trails improvements. Neighborhood parks are proposed to primarily serve those in the immediate adjacent area, while community parks draw users from the broader area.

The Plan's parks, open space, and trails concept would add approximately 31 acres of park and trail space in the City, nearly doubling the City's current network (acreage estimates for future open space, parks, trails, and streetscape improvements in the Plan Area are shown in Table 7-1). The locations below will form the basis for the City's efforts to strengthen the area's park, open space, and trail network. See *Table 7-1 below for a description of each of the numbered facilities on this diagram.*

Figure 7-1: Parks, Open Space, and Trails Concept



*Conceptual location for publicly accessible plazas shown, actual location may vary (to be determined during project entitlement).*

Table 7-1: Parks, Trails, and Open Space

#	Public Facility/Amenity Name	Acreage		
		Public	POPOS**	Total
<b>Trails, Multiuse Paths &amp; Greenways*</b>				
1	Areawide Sidewalk Widening and Improvements	1	1	2
2	Bay Trail Along Eastern/MROSD portion		1	1
3	UPRR Spur Linear Greenway (parallel to Demeter St)	0.5		0.5
4	Bay Trail, Southern Reach (Weeks to Bay Rd)		1.25	1.25
5	Greenway/Minor View Corridor (Demeter to Tara Rd)		0.4	0.4
6	Greenway/ Major View Corridor (Tara Rd to Bay Trail)		0.25	0.25
7	UPRR Spur Trail (Pulgas Ave to Bay Trail)		0.5	0.5
8	Greenway/Minor View Corridor (Purdue to Bay Trail)		0.5	0.5
				<u>6 Acres</u>
<b>Parks</b>		<b>Public</b>	<b>POPOS</b>	<b>Total</b>
<b>Community Parks and Plazas</b>				
9	2091 Bay Road Park (Infinity Salvage)		1.75	1.75
10	End of Bay Road Park (Dog Park)		1.25	1.25
11	Central Waterfront Plaza/Lawn, South of Bay Road		2.5	2.5
12	North of Bay Road Recreational Fields		4	4
13	North of Bay Road Park and Gardens		2	2
14	Central Waterfront Plaza/Lawn, North of Bay Road		4	4
15	End of Fordham Park		2	2
				<u>17.5 Acres</u>
<b>Neighborhood Parks</b>		<b>Public</b>	<b>POPOS</b>	<b>Total</b>
16	Hetch Hetchy Park and Linear Greenway	2.5		2.5
17	Weeks Street Park		0.85	0.85
18	Waterfront Park (and Trail), North of Bay		1.55	1.55
19	University Village Park (Purdue @ Demeter)		1	1
				<u>6 Acres</u>
<b>Pocket Parks and Urban Plazas</b>		<b>Public</b>	<b>POPOS</b>	<b>Total</b>
20	4 Corners Urban Plaza	0.25	0.535	0.75
21	Purdue Greenway & Pocket Parks (East of Fordham)	0.5		0.5
22	Pump Station Pocket Park (NE Pulgas @ Bay Road)		0.25	0.25
				<u>1.5 Acres</u>



PARKS, OPEN SPACE, AND PUBLIC FACILITIES

#	Public Facility/Amenity Name	Acreage		
	<b>Total, Publicly Accessible Parks and Open Space</b>			31 Acres
	<b>Wetlands</b>	<b>Public</b>	<b>POPOS</b>	<b>Total</b>
(W )	<a href="#">Salt marsh and open water/tidal slough areas, Restored Wetlands, North of Bay Road. Potential for future restoration and enhancement.</a>		1622	1622 Acres
	<b>TOTAL</b>			<b>47 Acres</b>

\*It is assumed that trails and new/improved sidewalks would average 10 feet in width. Actual trail design will vary depending on site-specific opportunities and constraints.

\*\* POPOS stands for "Privately Owned, Public Open Space."

**Note that Table 7-1 contains conceptual estimates for future parks or plaza acreages, not a mandatory minimum size.**

The following section describes improvements from the table above:

### Community Parks

Community parks can serve as regional destinations as well as amenities for those working and living within the RBD. Community parks include a variety of open fields, exercise areas, playfields, educational opportunities, playgrounds, and other similar features.

The community parks in the Plan Area include:

- A set of two parks across from each other at the far end of Bay Road, marking the entry to (and forming part of) Cooley Landing, a significant community park being planned by the City. This park location may also accommodate overflow parking for Cooley Landing to reduce the number of motorized vehicles at Cooley Landing.
- A central waterfront park and plaza space north of Bay Road, located approximately at the point where Purdue Street and Pulgas Street would intersect if they both continued in a straight line,
- A central waterfront park and plaza space south of Bay Road
- Recreational fields/facilities near Stevens Ave
- Additional open space and/or community gardens at the north end of Tara Road



### Neighborhood Parks

In contrast, neighborhood parks generally include a smaller selection of amenities that are chosen to meet the needs of the surrounding neighborhood. Neighborhood parks proposed within the Plan Area are:

- A new park on San Francisco Public Utilities Commission land in the University Village neighborhood (conceptual plan shown below).
- A new park off Weeks Street next to the Palo Alto Baylands Nature Preserve.
- A linear park stretching north along the waterfront, immediately north of Bay Road.
- A park adjacent to University Village neighborhood at the end of Purdue Street, that may also serve as a detention basin or contain a water storage tank.



## PARKS, OPEN SPACE, AND PUBLIC FACILITIES

### Trails & Multiuse Paths

The Vision includes the development of a cohesive system of pedestrian and bicycle trails and paths that would link activity centers, destinations, and open spaces together. Future connections include:

- A pedestrian/bicycle trail and promenade alongside or on top of the SAFER Bay levee, stretching from University Avenue to Weeks Street within the Plan Area (and further outside).
- A greenway that connects University Village neighborhood to the Bay Trail along Purdue Avenue and eastward through a central park and plaza.
- A greenway that connects from a new gate at Rutgers Street, through the SFPUC linear greenway and new pocket parks on Purdue Street, and on to the Bay Trail (see *conceptual rendering of SFPUC portion at right*).
- A greenway that connects from east to west from Demeter Street out to the Bay Trail.
- A trail connecting from former UPRR rail spur south of Bay Road between Pulgas Avenue and the Bay Trail.
- A trail parallel to Illinois Street along a UPRR easement, from Purdue Street down to Bay Road.







### Public Plazas

Public plazas will be accommodated in the Plan Area, both in private development and as public improvements. Public plazas will serve an important function as a neighborhood-wide amenity and will help to satisfy open space requirements in the Plan. The Parks and Open Space Concept shows four major plazas to be built as part of new development:

- At or near the northeast corner of University and Bay Road (4 Corners)
- At the northern intersection of the Pulgas Avenue and the future waterfront promenade
- Towards the eastern end of Bay Road, on the north side.
- At the eastern extension of the Union Pacific Railroad Spur Trail, at the intersection with the future waterfront promenade.

## PARKS, OPEN SPACE, AND PUBLIC FACILITIES

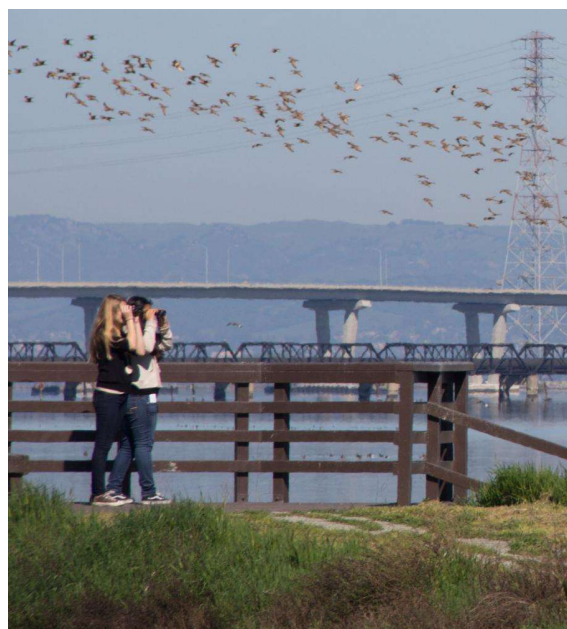
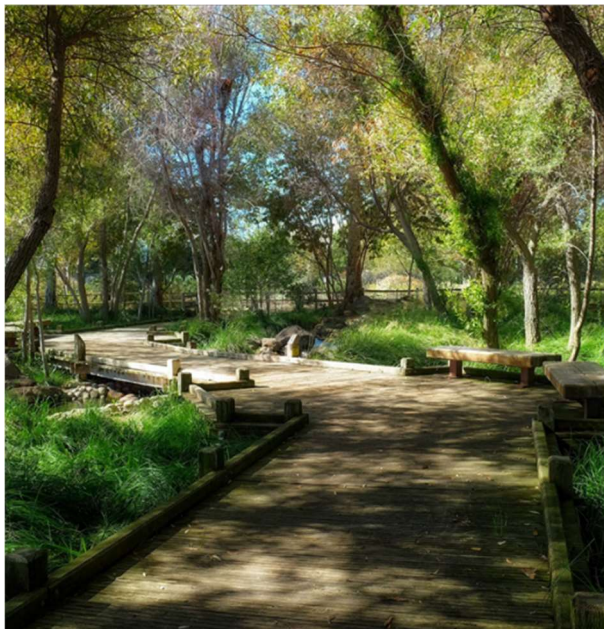
Smaller plazas should also be incorporated into private developments wherever feasible, particularly where they can be made accessible to the public.

### Streetscapes

Key roads, such as Bay Road, will continue to be improved and widened with pedestrian-friendly amenities and design improvements. Frequent street trees and other quality landscaping will be added as new development occurs along the length of Bay Road, Pulgas Ave, Weeks St, Tara Street, and other streets in the Plan Area. These enhanced streetscapes will complement the area's expanded parks and open spaces, fostering a seamless urban forest. Additionally, all new streets identified on the Mobility network map will provide sidewalks, and existing streets that are reconstructed will be accompanied by rebuilt (and often widened) sidewalks.

### Natural Open Areas/Wetlands/Marsh

The Plan envisions open spaces along the entirety of the San Francisco Bay edge, on the bay-adjacent side of the levee. Existing and future open spaces will be designed and restored with the full participation of City, regional, and State agencies as well as private development. Any buildings would be set back and designed to minimize impact on natural areas and habitats.





### 7.2.2 Catalytic Open Space and Parks Improvements

As shown in Figure 7.1 Concept, several park and trail improvements are recommended for the area.

#### San Francisco Bay Trail Access Improvements

Recent projects in EPA, such as the Ravenswood Bay Trail project managed by the Mid-Peninsula Regional Open Space Trust, have helped close critical gaps of the Bay Trail between University Avenue and the Ravenswood Preserve. Ensuring that EPA residents continue to have safe access to the Bay Trail is a priority of this Plan, implemented by:

- Providing pedestrian access on Rutgers St will remove a critical barrier for the community.
- Adding access points at the ends of Purdue Avenue, Stevens Avenue, Fordham Street, Pulgas Avenue, the new East-West greenway, and the UPRR Spur trail will greatly enhance useability.
- Re-aligning the Bay Trail inland to the top of a future SAFERBAY levee.
- Enhancing trail maintenance and lighting through planned development, fostering a safe environment for users.

#### SFPUC Right-Of-Way Park

The San Francisco Public Utilities Commission (SFPUC) right-of-way for the Hetch Hetchy pipeline, located in the University Village neighborhood, presents a prime opportunity to provide a new active park within the RBD. This plan is only conceptual. The exact program and configuration of the park will be determined in a future process. Due to SFPUC regulations, no permanent structures would be permitted.

The SFPUC site is approximately 80 feet wide and 1,400 feet long, with an area of approximately 2.5 acres. It runs between two stretches of single-family homes on Fordham and Georgetown Streets. Because the site runs between the backyards of homes, access is extremely limited. Access is available from the intersection of Rutgers Street and Tulane Avenue to the north, and from Purdue Avenue to the south. A small piece of the easement is located adjacent to Costaño Elementary School just south of Purdue Avenue.



This area is currently vacant above ground, but there is potential for park uses to be developed on the site. A new park at this location could provide a complementary green space to Jack Farrell Park, creating an improved balance of green spaces within the neighborhood.

Uses for the park could include a multi-use path, a 40-plot community garden, a dog run, and play areas for two different age groups. A school garden could be located in the portion of the easement south of Purdue Avenue. Finally, each neighborhood access point could be articulated by a small entry plaza. Because of the easement's location adjacent to single-family homes, a minimum ten-foot-wide buffer would be located between active park or recreational uses and the property lines along both sides of the easement.

Any improvement or park uses created at this location would need to be undertaken in coordination with homeowners and residents in this neighborhood to ensure that their vision is considered, and their needs are addressed. Opportunities should also be explored to provide additional access to the site in addition to the two endpoints.

### **Bay to Sea Trail**

The Bay to Sea Trail is being spearheaded by the Peninsula Open Space Trust. The project is comprised of a 40-mile multi-use trail that would begin both in Redwood City's Bair Island and the Ravenswood Open Space Preserve in EPA and extend through the foothills and into the ocean reaching Half Moon Bay. The multi-use trail will accommodate a variety of user groups such as hikers, equestrians, and bicyclists. It will have a consistent, continuous experience and aesthetic along the entire corridor. The trail will start in East Palo Alto and extend west all the way to the ridge and Pacific Ocean.

### **SAFER Bay Project**

The Strategy to Advance Flood protection, Ecosystems and Recreation along the San Francisco Bay (SAFER Bay) project aims to reduce the risk of flooding within the cities of East Palo Alto and Menlo Park through continuous flood control protection along the bayfront. The project will promote adaptation to rising sea levels by utilizing tidal marsh areas for flood protection. The northern reach may include the breaching and/or

lowering of the current Bay Trail berm to restore tidal connectivity to existing marsh west of the Bay Trail levee. See Chapter 9, Utilities, for a figure that illustrates the planned alignment (or alignment options) for the SAFERBAY project within the Plan Area.

## 7.3 Publicly Accessible Parks and Open Spaces

Significant public open space, parks and amenities will be built by private developers. There is a great opportunity to leverage the private sector to create new parks, greenways, trails, and other community assets without direct expense by the City and current residents. The design guidelines below describes best practices for designing new parks in the Plan Area.

### 7.3.1 Required Public Open Space

#### STANDARDS

- 1 Fees for Parks and Trails.** Development projects shall account for their impact on local demand for parks and trails. Projects shall either make payments to the City to satisfy Impact Fee or Quimby obligations, build parks and trails of a size that satisfies the obligations, or provide a combination of fees and constructed park facilities. The City's Parks and Trails Development Impact Fee applies to non-residential and residential development; alternatively, Quimby Act fees apply for residential subdivisions where parcels are created per the Subdivision Map Act.
- 2 Fee offsets.** For projects that construct parks, trails, or open spaces, credit ~~can~~ may be granted to offset ~~to~~ impact fees and Quimby requirements as applicable.
- 3 Parks/Open Space as Community Benefits.** Parks and open space provided above baseline requirements may be considered a community benefit.
- 4 Public Access.** A public access easement (or license agreement) is required for all publicly accessible spaces intended to be counted towards fulfillment of Public Open Space requirements.
- 5 Public Access Easement.** A public access easement shall be provided for any Publicly Accessible Open Space. These spaces will remain privately owned and maintained. The City (at their discretion) may accept a license agreement in place of a public access easement. This decision would take place during the negotiation of the Development Agreement.

3—

**46 Conceptual Parks Locations.** Development projects shall provide public parks/open spaces in the approximate locations identified in Figure 7-1. Modifications to the conceptual open space network may be allowed based on project design review.

**57 Integration.** Development projects with adjoining open spaces shall achieve cohesion with respect paths of travel, amenities, furnishings, tree/landscape configuration, surface materiality, and site grading/elevation.

**68 Tree Canopy Cover Target.** Per the City’s Urban Forest Master Plan, the average tree canopy cover for new development projects in the Plan Area shall exceed 20%.

**79 Publicly Accessible Parks (Residential).** Spaces may be provided that do not meet the standards below, but they may not be counted toward the required [Public](#) Open Space.

- i. **Residential Park s Requirements.** Residential projects shall provide public park lands or in-lieu fees according to the City’s park land dedication requirements.
- ii. **Open Space Types.** Publicly Accessible Open Space may include plazas, courtyards, seating areas, parklets, play areas, recreational facilities or equipment, dog parks, and usable green space, among others. Rooftop spaces may be counted towards this requirement only if these spaces are fully available to the public and in compliance with the standards below.
- iii. **Public Access Hours.** Shall be publicly accessible for a minimum 12 consecutive hours per day.
- iv. **Public Access.** Shall be accessible from a public right-of-way or from a publicly accessible lobby with signage including open space type, hours of access, and amenities visible from a public right-of-way.
- v. **Minimum Area.** Shall have a minimum area of 1,000 square feet.
- vi. **Minimum Dimension.** Shall have a minimum dimension of [250](#) feet in any direction.
- vii. **Permanent Seating.** Shall have permanent seating (e.g., seat walls, planter ledges, benches, picnic tables, and seating steps).

- viii. **Sky Visibility.** A minimum of 50% of the area shall be open to the sky and free of permanent weather protection or encroachments. Trellises and similar open-air features are permitted.

**810 Non-Residential Publicly Accessible Open Space.**

Privately-owned, publicly accessible open spaces shall be provided by projects requesting office/R&D development capacity, at minimum in the locations identified on the Open Space Concept. Spaces may be provided that do not meet the standards below, but they may not be counted toward the required Open Space.

- i. **Publicly Accessible Open Space Requirement.** The total amount of publicly-accessible open space should be scaled appropriately to the size of the project. ~~This standard applies to base tier projects – see Chapter 10 for the higher public open space targets for projects seeking Standard or Exemplary Tier status.~~
- a. For projects located within the Waterfront Office and Four Corners zones, publicly Accessible Open Spaces shall be equal to or greater than 5% of lot area.
- b. There is no publicly Accessible Open Space requirement for projects located within the REC and Bay Road Central zones.
- ~~b.c. The above standards applies to Base tier projects – see Chapter 10 for the higher public open space targets for projects seeking Standard or Exemplary Tier status.~~
- ii. **Common Usable Open Space.** On-site space provided for the exclusive use of employees may count for no more than 25% of the minimum on-site open space requirement (at least 75% must be publicly accessible).
- ~~iii. **Contiguous Open Space.** Publicly Accessible Open Space shall include one contiguous open space that is equal to or greater than 1/3 of the required Publicly Accessible Open Space area.~~
- ~~iv.iii. **Minimum Dimensions.** Publicly Accessible Open Space shall have one minimum dimension of 30-40 feet and one minimum dimension of 50 feet.~~

v.iv. **Minimum Area.** Shall have a minimum area of ~~21,520~~200 square feet.

vi.v. **Public Open Space Location.** Publicly Accessible Open Spaces shall be located adjacent to a public right-of-way, or visible from a public right-of-way and connected to a public sidewalk with a public access easement with a pedestrian pathway.

vii. ~~**Public Access Easement.** A public access easement shall be provided for the entire Publicly Accessible Open Space. These spaces will remain privately-owned and maintained.~~

viii.vi. **Shared Street/Flex Surface Space.** A maximum of ~~2535~~35% of required public open space may be provided as shared street or flex-space. This is defined as hard-surface, multi-use outdoor space that may simultaneously provide vehicle access and maneuvering, common open space for residents, and pedestrian access. Spaces used for private or shared surface parking do not count towards public open space requirements.

ix.vii. **Areas Counted.**

- a. Required sidewalks (~~along public streets~~) shall not be counted ~~as towards~~ Publicly Accessible Open Space ~~requirements~~.
- b. Publicly-accessible paseos, multi-use paths and greenways shall not be used to comply with this requirement if they are provided pursuant to mobility requirements, unless additional width and amenities are provided.
- c. Required building setback areas shall not be counted as Publicly Accessible Open Space unless the area is at least 30 feet wide on average and ~~is is designed as a~~ predominantly ~~hardscaped plaza~~ ~~accessible to pedestrians~~.

## GUIDELINES

- 1 **Building Design Along Greenways and Paseos.** The design of buildings facing greenways and paseos should be welcoming

and complementary. Ground floors facing greenways, paseos, and open spaces should incorporate elements that reflect a pedestrian scale and interest. Building frontages along greenways or paseos should have windows, residential stoops, entrances, lobbies, and other features of active frontages.

- 2 Greenway Blank Wall Treatments.** Buildings should use techniques to avoid blank walls longer than 50 feet along greenways and paseos. In particular, green walls, window glazing, wall offsets or articulation, vertical landscaping, public art, and/or other screening elements should be added to help integrate blank walls with adjacent landscape areas.
- 3 Active & Passive Recreation.** Waterfront-adjacent projects should provide both active and passive recreation opportunities. Passive recreation opportunities may include seating, picnicking, and nature viewing. Active recreation opportunities may include play areas, outdoor fitness, jogging/walking loops, and sport facilities.
- 4 Flexibility.** Indoor and outdoor spaces should be programmed for multiple functions and should be designed to allow for flexibility of use.
- 5 Unprogrammed and Multi-use Lawns.** Multi-use lawn spaces should be encouraged to allow more spaces for unprogrammed, flexible free play as well as programmed community events.
- 6 Play Areas.** Design play areas to support activities for children of varied ages as well as abilities including tots, young children, and teenagers.
- 7 Unobstructed Play Spaces.** Where possible, passive open play areas should remain unobstructed by trees, to support activities such as throwing a ball, a frisbee, and/or flying kites. Perimeter trees should be provided for shade.
- 8 Play Area Shading.** Provide shaded seating near play areas for adult supervision.
- 9 Play Area Barriers.** Provide play areas at a safe distance from busy streets or provide appropriate barriers to ensure safety.
- 10 Waterfront Parks.** Waterfront parks along all sites should create a cohesive experience with the trail, furnishings, lighting, and signage throughout the area, regardless of ownership.



**11 Plaza & Usable Open Space Design.** Site plans should support outdoor gathering by providing plazas and open spaces in retail, commercial and mixed-use settings. Plazas should be enhanced with landscaping, and amenities such as water features, public art, shade, and drinking fountains, and seating options that could include seat walls, planter ledges, benches, and seating steps.

### 7.3.2 Waterfront Parks, Open Space, and Levee

A key component of the Plan is a laying the framework for a contiguous public waterfront amenity space integrated with a future flood control improvement. This space would contain active and passive open spaces, and be designed to maximize community gathering and recreation, while supporting FEMA-accredited flood control infrastructures.

#### STANDARDS

- 1 Maximum Public Access.** All projects along the waterfront shall increase public access to the Bay to the “maximum extent feasible”, in accordance with the policies for Public Access to the Bay.
- 2 Waterfront Promenade.** Projects shall provide contiguous publicly accessible open space in the form of a connected waterfront promenade/trail between Weeks Street and Stevens Street. Portions of this promenade may overlap or function as the Bay Trail itself. As part of the promenade, property owners shall design and construct shoreline parks within the 100-foot BCDC band. The proposed shoreline park design and construction shall be approved by the City.
- 3 Bay Trail.** The Bay Trail shall be constructed above or near the levee. Property owners may propose to relocate the Bay Trail as part of a shoreline park. The Bay Trail shall be designed in accordance with Caltrans design standards for a Class I Bikeway. Trail shall be a minimum of ten feet wide, or where requested by the City, a minimum of twenty feet wide.
- 4 Public Access Easements.** Whenever public access to the Bay is provided as a condition of development, on fill or on the shoreline, the access shall be permanently guaranteed through easements (or dedication). Any public access provided as a condition of development should either be required to remain

viable in the event of future sea level rise or equivalent access should be provided nearby.

- 5 Public Access Signage.** Public access to the Bay shall be clearly indicated with a standard “Public Shore” sign. For larger developments, a comprehensive sign program should be implemented.
- 6 Environmental Sensitivity Signage.** Management signs shall be provided in wildlife areas that describe environmental sensitivity and/or any rules and restrictions associated with the management of the wildlife area.
- 7 Public Restrooms.** Major waterfront-adjacent development projects shall provide access to at least one public restroom facility within 200 feet of the Bay Trail.
- 8 Waterfront Public Parking.** Projects adjacent to the Bayfront shall provide no less than five publicly-accessible parking spaces per 250 feet of linear project frontage along the bayfront. These spaces shall be signed and marked clearly for public access and shall be located no more than 350 feet from the nearest access point to the waterfront promenade.
- 9 Glare from Waterfront-Adjacent Parking.** Driveways and parking lots shall be screened, landscaped, or oriented such that vehicles are not able to cast their headlights onto the wetlands.
- 8—**
- 910 SAFER Bay Project.** Projects shall coordinate design and construction of their projects with the planned SAFER Bay shoreline protection project.
- 1011 Levee Trail Access.** Where the elevation of the levee top is substantially higher than the elevation of an adjoining development (greater than three feet of grade difference), projects shall provide public, ADA-accessible access to the levee recreational path at least every 300 feet.
- 1112 Waterfront Lighting.** Proposed park lighting shall not compromise the levee integrity and must be appropriate for the adjacent marshland and shoreline habitats. See Chapter 6 for additional lighting standards.
- 1213 Permitted Bay Fill.** Minimal fill may be permitted if the fill is “necessary and is the minimum absolutely required to develop the project” in accordance with BCDC requirements.

**1314 Groundwater Contamination.** All contamination remediation projects in the Bay or along the Bay shoreline shall integrate the best available science on sea level rise, storm surge, and associated groundwater level changes into the project design in order to protect human and ecological health by preventing the mobilization of contaminants into the environment and preventing harm to the surrounding communities. Shoreline protection infrastructure shall be designed to minimize disturbance of contaminated soils.

### GUIDELINES

- 1 Shoreline protection planning.** Ongoing community outreach and engagement should be conducted to meaningfully involve nearby communities for all shoreline protection project planning and design processes.
- 2 Shoreline protection impacts.** Adverse impacts to natural resources and public access from new shoreline protection should be avoided. Avoid adverse effect on wildlife by using design elements such as varying trail widths, paving materials and site amenities to encourage or discourage specific types of human activities.
- 3 Plant Hierarchy.** Provide a hierarchy of plant types and sizes within a project that relates to the shoreline, public spaces and adjacent developments.
- 4 Waterfront Interest.** Use landscaping with native and drought tolerant plants that provide texture and interest to the waterfront.
- 5 Waterfront Reveal.** Design towers, bridges, or other structures as landmarks that suggest the location of the waterfront, even when the Bay itself is not visible.
- 6 Elevated Viewing.** Provide elevated places for viewing the Bay.
- 7 Access.** Access to vista points should be provided by walkways, trails, or other appropriate means and connect to the nearest public thoroughfare where parking or public transportation is available. In some cases, exhibits, museums, or markers would be desirable at vista points to explain the value or importance of the areas being viewed.

- 8 Waterfront Views.** Control landscaping to preserve and dramatize Bay views, especially in side yards, at street ends, in parking lots and along public thoroughfares.
- 9 Guardrails and Retaining Walls.** Design guardrails and retaining walls to relate to the architectural and landscape style of the public access area while allowing for maximum views, especially on bridges.
- 10 Seating Variety.** Provide plenty of seating choices. Although the Bay shoreline setting is often cool and windy, some shaded seating should be provided. In addition to fixed benches and chairs, some seating should be in the form of picnic tables, retaining walls, planter seats, grass berms, steps and moveable chairs.

### 7.3.3 Urban Forest and Landscaping

An enhanced urban forest is an essential element for a resilient and comfortable district. Trees should be provided along roadways and in public open spaces to provide shade for pedestrians, assist in stormwater management, buffer pedestrians from traffic, and provide visual interest.

#### STANDARDS

- 1 Landscaping Ordinance.** Projects shall comply with the provisions of the City's Water Conservation in Landscaping Ordinance, Municipal Code Chapter 17.06.
- 2 Tree Ordinance.** Projects shall comply with the requirements of the tree permit code and tree ordinance, as amended per the Urban Forest Master Plan.
- 3 Urban Forest Master Plan.** Ensure that development projects adhere to the requirements of the Urban Forest Master Plan and the Municipal Code, including:
  - i. Utilizing species of trees and plantings that are appropriate to the site's habitat zones (some sites may have multiple zones) as indicated on Figure 6.2 of the UFMP. For Four Corners and Central Bay Road, the Oak woodland zone primarily applies. For the Innovation and Arts District, the "Tolerant of High Water Table" and "Salt Tolerant" zones apply.
  - ii. Submitting a tree removal permit application for trees proposed to be removed (at least 1-to-1 replacement)

- iii. Street trees installed every thirty-five (35) feet of property frontage on average, and in tree wells of sufficient width, length, and volume.

**4 Trees by Wetlands.** No new trees will be permitted in native marsh or wetlands, only in constructed or filled parks and open space areas. New landscaping shall be compatible with marshlands ecology.

**5 Hazardous Wildlife Attractants.** Within 5,000 feet of the airport operations area, future landscaped areas shall be designed consistent with FAA AC 150/5200-33C, which states that:

- i. Vegetation that produces seeds, fruits, or berries, or that provides dense roosting or nesting cover should not be used.
- ii. Disturbed areas or areas in need of re-vegetating should not be planted with seed mixtures containing millet or any other large-seed producing grass.

**46 Tree Wells/Planting Strips.** Tree wells and planting strips shall have the following dimensions:

- i. For sidewalks with a total width of 7 to 12 feet, the minimum width of the tree well is 3 feet. The minimum width for pedestrian access shall be 4 feet. Tree grates (less than 3 feet wide) may be used in specific locations where width is constrained.
- ii. For sidewalks with a total width of 12 to 15 feet, the minimum width of the tree well is 4 feet.
- iii. For sidewalks with a total width greater than 15 feet, the minimum width of the tree well is 5 feet.
- iv. The minimum tree well length is 6 feet. The minimum tree well length may be reduced to 4 feet when necessary to accommodate existing or planned infrastructure.

**57 Arborist Review.** Development applications shall include a review by a certified arborist stating that tree protections during construction are sufficient and the site has been designed to support healthy trees.

**68 Maintenance.** All new street trees shall be owned and maintained by property owners (or a future BID/Landscaping District) with required irrigation.

**79 Tree Diversity.** As a percentage of total project trees, projects shall plant no more than one-third of any one family of trees.

**810 Native Trees.** Projects shall plant native species, especially



oaks.

### GUIDELINES

- 1 Tree Canopy Cover.** Major development projects should strive to exceed the 20% tree canopy cover target identified in the adopted Urban Forest Master Plan.
- 2 Street Trees.** Plantings on major streets (Bay Road and Pulgas Road) should match the existing tree species unless this is being phased out in favor of more desirable species as identified in the “habitat zones recommended native species” list in the UFMP.
- 3 Urban Adapted Trees.** Encourage the planting of street trees that thrive in urban conditions, meaning they do not require large amounts of water and do not have root growth patterns that disturb sidewalks.
- 4 Tree Wells.** Tree wells should be used in higher-intensity areas with high levels of pedestrian activity, particularly where there is cross-traffic between on-street parking and adjoining buildings. Throughout the Specific Plan Area, consider use of longer/continuous planting strips to help manage and treat stormwater.
- 5 Tree Spacing.** Street trees should be spaced on center as follows:
  1. Large canopy trees: 20 to 35 feet
  2. Medium canopy trees: 15 to 30 feet
  3. Small canopy trees: 12 to 20 feet



- 6 Tree Maintenance.** Existing mature trees should be maintained and protected wherever possible, including by notching or stepping back buildings where trees are deemed to be of significance.
- 7 Tree Variety.** Across larger developments, street trees of varying species should be provided to increase visual interest and avoid monotony.
- 8 Tree Growing Environment.** Street trees should be provided with the best possible growing environment, including ample soil planting depth, subsurface preparation, aeration, root protection, irrigation, and drainage.
- 9 Native and Drought Tolerant Species.** California native and drought-tolerant species should be used where possible to minimize maintenance and water consumption. For planting recommendations along the shoreline, refer to BCDC’s “Shoreline Plants: A Landscape Guide for the San Francisco Bay.”
- 10 Plant Hierarchy.** Strive to provide a hierarchy of plant types and sizes within a project that relates to the shoreline, public spaces and adjacent developments.
- 11 View Preservation.** Landscaping should be trimmed or controlled to preserve and dramatize Bay views, especially in side yards, at street ends, in parking lots and along public thoroughfares.
- 12 Landscaping Variety & Visual Interest.** In order to provide added variety and visual interest, landscaping in commercial areas may include permanent above-grade planters, movable



pots and planters, and hanging planters, in addition to tree wells and planting strips.

### 7.3.4 Tidal Marshes

#### STANDARDS

- 1 Marshland restoration.** Major development projects north of 391 Demeter shall include restoration of significant areas of tidal marsh along the perimeter of the Bay.

#### GUIDELINES

- 1 Habitat function.** Shorebird and waterfowl habitat functions should be optimized. Natural transitions from tidal flat to tidal marsh and into adjacent transition zones and upland habitats should be restored wherever possible.
- 2 Impacts on Marsh.** Tidal marshes and tidal flats should be conserved to the fullest possible extent. Any proposed fill, diking, or dredging project should be thoroughly evaluated to determine the effect of the project on tidal marshes and tidal flats, and designed to minimize, and if feasible, avoid any harmful effects.
- 3 Transition Zones.** Projects should be sited and designed to avoid, or if avoidance is infeasible, minimize adverse impacts on any transition zone present between tidal and upland habitats. Where a transition zone does not exist and it is feasible and ecologically appropriate, shoreline projects should be designed to provide a transition zone between tidal and upland habitats.
- 4 Diked marches.** Where feasible, former tidal marshes and tidal flats that have been diked from the Bay should be restored to tidal action in order to replace lost historic wetlands or should be managed to provide important Bay habitat functions.
- 5 Habitat Management Plan.** Any habitat project should include clear and specific long-term and short-term biological and physical goals, success criteria, a monitoring program, and as appropriate, an adaptive management plan.
- 6 Bay Fill.** Based on scientific ecological analysis, project need, and consultation with the relevant federal and state resource

agencies, fill may be authorized for habitat enhancement, restoration, or sea level rise adaptation of habitat.

## 7.4 Public Placemaking

The standards and guidelines below are focused on creating pleasant and attractive spaces along existing and new streets within the Plan Area.

### 7.4.1 Streetscape and Public Realm

#### STANDARDS

- 1 Pedestrian Scaled Lighting.** Pedestrian-scaled lighting shall be placed to illuminate all public spaces and pathways, especially along Bay Road and Pulgas Street and in other areas with high pedestrian activity such as along major pedestrian routes. When feasible, pedestrian light fixtures shall be installed onto existing light poles for additional illumination of sidewalks.
- 2 Shared and Slow Streets.** Projects that are designed with shared or slow street designs (where the roadway is at the same grade as the sidewalk) shall provide planters, bollards, or other measures to protect pedestrians from moving vehicles. This also applies to plazas or pedestrian pathways adjacent to vehicular roadways without an intervening parking lane, planting strip, or bicycle lane/cycle track.

#### GUIDELINES

- 1 Street Furniture.** Street furniture, including benches, trash and recycling receptacles, should be placed along publicly accessible streets to encourage pedestrian activity.
- 2 Furnishing Orientation.** Seating should be oriented toward Bay views or vistas of opposite shores or landmarks such as bridges.
- 3 Furnishing Durability.** Provide durable site furnishings to minimize maintenance requirements.
- 4 Furnishing Palette.** At an area-wide scale, street furniture should be coordinated in type, color, and material to contribute to a sense of identity in the area. Projects should seek to provide benches, planters, bike racks, trash receptacles, bollards, and tree grates in a coordinated palette. If a Wayfinding and Signage

Master Plan has been created, projects should adhere to this guidance. Alternatively, subsequent projects should emulate the style and character established by initial development projects.

- 5 Lighting Spacing.** Spacing for light pedestrian-scaled fixtures should be approximately 80-90 feet and 14-18 feet tall.
- 6 Lighting Control.** Provide enough lighting to create a sense of safety, but design to control intensity, glare and spillover. Shield or confine light spread to targeted areas by appropriately selecting, retrofitting, and locating lighting to limit glare, sky glow, and light intrusion. Locate lighting away from sensitive habitat areas.
- 7 Smart Lighting.** Smart lighting systems and strategies should be used to improve energy efficiencies, safety, time of day use, and illumination levels.
- 8 Illuminating Points of Interest.** Employ uplighting and ornamental lighting to highlight and draw attention to points of interest, public spaces, entries, paths, and urban design and architectural details.
- 9 Wayfinding.** Wayfinding signage should be provided to direct travelers to nearby destinations and attractions such as public parks and the Bay Trail.





**10 Waste Receptacles.** Trash receptacles should accommodate both waste and recycling while allowing for easy removal of waste. Trash and recycling receptacles should be placed regularly at major intersections, near major building entrances, near bus stops, and adjacent to outdoor seating areas. Trash and recycling receptacles should be provided to prevent littering.

**11 Material Durability.** Durability of products, materials, and finishes shall incorporate vandal resistance, weather resistance, and low maintenance. Use durable materials to reduce erosion impacts on adjacent habitats and to keep users from creating alternate access routes.

**12 Screening.** Projects should screen the PG&E substation to the maximum extent feasible per PG&E regulations.



### 7.4.2 Public Art and Culture

An abundance of public art infused through the Plan Area will distinguish the district in terms of unique character and identity.

#### STANDARDS

**1 Arts District.** All major development projects in the WO and REC zones shall incorporate public art into at least one street-facing

building façade to foster the image and identity of a District that supports flourishing of the local arts.

- 2 Art in Community Facilities.** Public art shall be incorporated into the design of new community facilities. Where appropriate, this public art should address important issues or themes that are relevant to the neighborhood or community.

### GUIDELINES

- 1 Public Art Program.** Major developments (greater than 150,000 sf) or substantial renovations are strongly encouraged to provide direct funding for the arts and/or include constructed art in the site design. Any public art provided through the approval process identified in Chapter 10, Community Benefits may be counted towards a project’s community benefits valuation.
- 2 Historic & Cultural Programing.** Projects are strongly encouraged to celebrate the history and diversity of East Palo Alto through art, including:
- i. Involving the community and youth in the creation of Art.
  - ii. Using art to create a unique, eclectic “East Palo Alto” look.
  - iii. Connecting all major projects through a consistent theme.
- 3 Historic & Cultural Signage.** Provide storytelling and interpretive signage to educate visitors about cultural, historical, environmental, and current experiences.
- 4 Public Art.** Art should complement the Bay setting, add visual interest to the shoreline and provides visitors with a sense of discovery.
- 5 Public Art Location.** Public art should be installed along roadways at visible locations, such as gateways, entryways to projects, and public and semi-public plazas, plazas, and open spaces.
- 6 Interpretive Elements.** Interpretive elements that add interest to the shoreline, celebrate natural features, and create a varied and rich Bay experience should be included in all Bay-adjacent developments.
- 7 Gateway Art.** Public art should be provided at gateway locations and at roundabouts.
- 78 Children’s Play.** Seek to provide children’s play opportunities that have an artistic theme or educational function.





**8 Children’s Play.** Seek to provide children’s play opportunities that have an artistic theme or educational function.

## 7.5 Community and Public Facilities

This Specific Plan proposes a number of new facilities and buildings for community, institutional, and civic uses. These facilities will contribute to creating a desirable living environment in the Plan Area and will help fulfill the community’s desire to establish Ravenswood/4 Corners as the cultural hub of the City. Although the plan identifies a number of possible locations for these uses, it is likely that they will also be able to locate in other parts of the Plan Area, depending on the exact nature of each use.

The following section introduces at a high-level the potential amenities that can be offered by future projects. Strategies and recommendations for the City are introduced to improve the outcomes of RBD and to ensure that residents are able to reap the most benefits out of these future developments.

### 7.5.1 Public Safety

In the Plan Area, public safety services are provided by the East Palo Alto Police Department (EPAPD) and the Menlo Park Fire Protection District (MPFPD). Appendix A, Fiscal Impact Report, describes the fiscal impacts associated with new development anticipated in the Specific Plan Area, including on city staffing resources.

#### Police Services

New growth resulting from the Specific Plan could increase the citywide population by approximately 15 percent. Assuming that current law enforcement needs were to increase proportionately to the population, there would be an additional need for police personnel, equipment, and/or police facilities. However, this increase would occur gradually

over time. It will be possible to assess the need for additional personnel and equipment on an ongoing basis, and to address these needs at the appropriate time to ensure that the law enforcement needs in the community are addressed.

### **Fire Protection Services**

New growth resulting from the Specific Plan would increase the demand for fire protection and emergency services in East Palo Alto such that new fire protection facilities, personnel, and equipment would be needed and response times could be reduced. The MPFPD would need additional equipment and additional personnel to accommodate the proposed growth.

#### **7.5.2 Schools**

East Palo Alto, including the Plan Area, is served by two school districts: Ravenswood City School District and Sequoia Union High School District.

Future development under the Specific Plan would be required by existing State law to pay development impact fees to each school district at the time of the building permit issuance. These fees will be used by the school districts to mitigate long-term operation and maintenance impacts on school facilities associated with new development.

#### **7.5.3 Planned Community and Institutional Uses**

As the Specific Plan is implemented, the City will work diligently to encourage developers to provide space in their buildings for cultural, institutional, and civic uses. The City may also choose to undertake some projects on its own; however, this can occur only if a funding source is identified for the new facilities.

The actual location, size, and dimensions of future community facilities will vary depending on the specifics of new private development and the City's capital improvements. Facilities will be developed over time as land and funds are available through new development, impact fees, and other funding.

Based on conversations with the East Palo community, the following facilities have been identified as high priorities, and one or more of these facilities should be a component of any major development projects requesting Standard or Exemplary FAR Tier consideration:

**Table 7-2: Approximate Distribution of Community Facilities**

Facility Type	Sq Ft in Plan Area
<b>General Community Organization/Merchant Center</b>	25-50,000
<b>Job Training Facilities*</b>	25-50,000
<b>Public Library*</b>	30-35,000
<b>Civic/Government Services Center</b>	20-30,000
<b>Community Center (Youth, Senior, and/or Adult)</b>	20-30,000
<b>Childcare or Adult Daycare</b>	10-20,000
<b>Resource or Navigation Center</b>	5-10,000
<b>Commercial Kitchen</b>	5-10,000
<b>Total Anticipated Square Feet</b>	<b>154,500</b>

\*Site acquired by San Mateo County, project in design/planning stage.

\*\*Not including the JobTrain office project which is already entitled.

Developed in alignment with the citywide Parks, Recreation, and Open Space Master Plan, the table below is a guide to be used in evaluating the appropriateness of the community facilities proposed by an applicant within Ravenswood Business District/4 Corners, as certain amenities are better suited to certain locations within the Plan Area:

**Table 7-3: Recommended Recreational Facilities**

Type	4 Corners	North of Bay	South of Bay
<b>Large Athletic Field (Football, Soccer)</b>		<b>Priority</b>	
<b>Small Athletic Courts (Bocce, Basketball, Volleyball, etc.)</b>		<b>Priority</b>	<b>Priority</b>
<b>Dog Park</b>			<b>Priority</b>
<b>Outdoor Amphitheater</b>			Recommended
<b>Child's Play Space/Playground</b>	Recommended	<b>Priority</b>	Recommended
<b>Outdoor BBQ &amp; Picnic Areas</b>		Recommended	<b>Priority</b>

Type	4 Corners	North of Bay	South of Bay
<b>Recreation Center (Indoor)</b>	Recommended	<b>Priority</b>	
<b>Recreation Center (Outdoor)</b>		<b>Priority</b>	<b>Priority</b>

### STANDARDS

- 1 Community Center.** Community centers shall have a minimum floor area of 7,000 square feet. Seek to provide (1) youth-oriented and (1) adult-oriented community center in the Plan area.
- 2 Recreation Center.** Recreation centers shall have minimum floor area of 3,500 square feet. Seek to provide (1) indoor and (1) outdoor recreation centers, with a preference towards indoor spaces.
- 3 Children’s Play Spaces.** Seek to provide a minimum of (2) children’s play spaces, playgrounds, or tot lots within the Plan area.
- 4 Dog Park.** Seek to provide no less than (2) dog parks within the Plan Area.
- 5 Multiuse/Flexible Athletic Field.** Seek to provide a minimum of (2) larger multiuse/flexible field areas, 50 x 100 yards minimum. Fields may be synthetic or natural turf with grading and drainage to allow for regular use for informal/drop-in, youth sports, and community events.
- 6 Small Flexible Recreation Areas.** Seek to provide a minimum of (5) smaller athletic courts or flexible recreation areas, 50 x 90 feet minimum.

### GUIDELINES

- 1 Community Connections.** Community facilities should be connected to other community destinations, such as parks and schools, by a clear network of pedestrian and bicycle routes.
- 2 Local Characteristics.** Community facilities should include materials, thematic elements, and other design features that reflect the unique architectural, cultural, historical, and ecological characteristics of East Palo Alto.
- 3 Community Gathering.** Where appropriate, public open spaces should be created adjacent to community facilities to promote community gatherings.
- 4 High Quality, Memorable Buildings.** Community facilities should be designed to be memorable buildings that the community can

## PARKS, OPEN SPACE, AND PUBLIC FACILITIES

recognize and be proud of and should exhibit the highest quality of craftsmanship.

- 5 Primary Entrance.** The primary entrance of a community facility should be oriented towards a public street or plaza. If possible, there should be a single point of entry that is accessible for everyone regardless of their level of mobility.



## **MOBILITY AND STREETScape**

# **8**

The Plan Area will need a variety of improvements to vehicular, pedestrian, bicycle, and transit circulation as new developments occur. This chapter describes the circulation improvements that are envisioned by this Plan. It also provides guidance for streetscape design to ensure that the public and private network of connections for pedestrians, bicycles, transit users and drivers will also contribute to the vision for the Plan Area. Standards for unique street types within the Plan Area are discussed. Also included in this chapter are street right-of-way design guidelines with general principles that should be followed for all streets within the Plan Area.



CIRCULATION

## 8.1 Mobility Goals and Policies

<b>Goal MOB-1 Enhance pedestrian and bicycle circulation throughout the Plan Area.</b>
--

Policy MOB-1.1 As development occurs, require improvements to pedestrian facilities as shown on Figure 8-2:

- Install sidewalks as the parcels adjacent to University Avenue are redeveloped in order to build continuous sidewalks along University Avenue.
- Rebuild sidewalks and improve crosswalks that do not meet the City or Specific Plan's streetscape standards.
- Upgrade all intersections within the Plan Area to current Americans with Disabilities Act (ADA) standards.

Policy MOB-1.2 Work with developments to ensure that the Specific Plan's proposed network of off-street pedestrian paths is implemented, with a goal of providing more frequent and direct connections than could be offered by the roadway system.

Policy MOB-1.3 Implement appropriate pedestrian and bicycle accommodations across the Plan Area including crosswalks, pedestrian countdown timers, ADA compliant curbs, and bicycle detection loops at intersections with new traffic signals.

Policy MOB-1.4 Implement the Specific Plan's proposed network of on-street bicycle lanes, cycle tracks, and off-street bicycle paths as shown in Figure 8-3.

Policy MOB-1.5 Work with the Joint Powers Authority (JPA) and Midpeninsula Regional Open Space District (MROSD) to complete the waterfront multiuse trail connecting Stevens Avenue and Demeter Street, as a part of the broader

SAFER\_BAY improvements. Use paving materials that support both pedestrian and bicycle access.

Policy MOB-1.6 Work to transform the Union Pacific easement/right-of-way north of Bay Road into a community bicycle and pedestrian path.

Policy MOB-1.7 Support trading public right-of-way for privately-owned property when it supports a placemaking or mobility goal of this Plan.

Policy MOB-1.8 Work to improve pedestrian connections between the Plan Area and Willow Village independently of new development.

Policy MOB-1.9 Ensure that adjacent developments align new pedestrian and bicycle connections to create a cohesive network.

[Policy MOB-1.10 Support opening bicycle/pedestrian access points at the end of Rutgers Street, Fordham Street, Stevens Ave, and Purdue Avenue.](#)

Policy MOB-1.10 Pursue opportunities to implement the Plan's Street and Streetscape Standards' independently from new development [through capital improvement projects.](#)

<b>Goal MOB-2 A system of local roadways that meets the community's needs.</b>
--

Policy MOB-2.1 Ensure that construction of new roadways and reconstructions of existing roadways follow the design standards set forth in this Chapter, with goal of generally providing more 'complete' streets in the Plan Area.

Policy MOB-2.2 Ensure the development of new roadway connections within the Plan Area, as shown below in Figure 8-1.

Policy MOB-2.3 Construct traffic calming improvements within development projects and within adjacent neighborhoods that will discourage cut-through traffic. [Traffic calming interventions that could impact emergency response](#)

CIRCULATION

times (such as raised pedestrian speed tables or speed bumps) are discouraged on Bay Road.

Policy MOB-2.4 Prohibit large trucks on residential streets, except for deliveries or access to destinations within those areas.

Policy MOB-2.5 ~~Promote~~ Use of “quieter” paving ~~types~~ such as Open-Grade Rubberized Asphaltic Concrete along Bay Road. Consider quiet paving along; Pulgas Avenue and Weeks Street in the Plan Area and other roads in the vicinity.

Policy MOB-2.6 Based on the results of the traffic nexus study, work collaboratively to ensure development projects construct necessary intersection and vehicular transportation improvements as identified in the Specific Plan Transportation Impacts Analysis.

~~Policy MOB-2.7 Maintain the option to construct a loop road that connects University Avenue to Demeter Street, looping around the north and east parts of the University Village neighborhood, but do not require it as a default traffic mitigation or include it in the City’s Capital Improvements Program.~~

Policy MOB-2.78 Consider instituting a residential permit parking (RPP) program if there are significant parking impacts in adjacent neighborhood streets post occupancy. Conduct a thorough survey and study before any RPP program is put in place.

Policy MOB-2.89 Construction of and funding for transportation improvements should be prioritized first within the Plan Area or within the City of East Palo Alto, and then secondarily for regional projects/mitigations.

**Goal MOB-3 Decrease single-occupancy vehicle travel in the Plan Area by increasing carpooling, use of public transit, and non-vehicular travel.**

Policy MOB-3.1 Require property owners pursuing development proposals within the Plan Area to establish a Transportation Management Association (TMA)

before the first Certificate of Occupancy is issued for the Plan Area to achieve the trip reduction goals set by the City's Transportation Demand Management (TDM) ordinance. The TMA will be responsible for providing a comprehensive array of commuter resources and measures for the Plan Area, ~~monitoring trips, and collecting fees and penalties.~~

Policy MOB-3.2 Require the TMA each new development to develop a TDM Compliance Plan. ~~Require that all developments with the potential for 100 or more employees participate in the TDM Compliance Plan.~~

Policy MOB-3.3 Require that the TMA provide information and marketing to residents and employees in the Plan Area to build awareness of TDM programs, amenities (e.g., bike lockers and showers), incentives, and information on transportation options.

Policy MOB-3.4 Require new the TMA development projects to ~~annually~~ monitor trips as set forth in City's TDM ~~o~~Ordinance to ensure compliance with the each project's TDM trip cap. The TMA may at any time propose to earn trip cap credits for "external" trip reduction or congestion reduction programs funded in full or in part by the TMA.

Policy MOB-3.5 Encourage the TMA to fund and operate a long-haul shuttle program that connects employees and residents to employment centers, is open to use by the public and promotes counter-direction ridership (e.g. outbound trips in the morning and inbound trips in the afternoon/evening).

Policy MOB-3.6 Encourage the TMA to implement TDM measures such as transit subsidies, bicycle facilities, alternative work schedules, flextime, telecommuting, ride sharing, car sharing, and other measures to reduce single-occupancy vehicle travel.

Policy MOB-3.7 Encourage the TMA to consider providing discounted transit passes for qualifying low-income residents.

**CIRCULATION**

- Policy MOB-3.8 Encourage the TMA to collaborate on trip reduction strategies (such as a shuttle program) with other developments in the area like the Willow Village development and the Palo Alto TMA, as well as local transit agency SamTrans.
- Policy MOB-3.9 Reduce vehicle trips and improve affordability of housing by unbundling parking where feasible.
- Policy MOB-3.10 Promote bicycling by providing on-site bike parking facilities and amenities like showers and lockers.
- Policy MOB-3.11 Incentivize the use of carpool/vanpool systems and electric vehicles (EV) by providing preferential spaces as appropriate.
- Policy MOB-3.12 Promote and support flexible approaches to parking supply and management like shared parking, mechanized parking systems, and valet parking.
- Policy MOB-3.13 Encourage all loading facilities to be provided off-street and within the subject property, where feasible.
- Policy MOB-3.14 Encourage the major development sites to include on-site shuttle stops or pick-up/drop-off zones for convenient access by employees and residents in the Plan Area.
- Policy MOB-3.15 Support SamTrans' study and future development of a Dumbarton bus rapid transit (BRT) station at the northern end of the Plan Area. Work with transit providers and the TMA to ensure that last mile/first mile service is available between the Plan Area's major employers and the BRT station.
- Policy MOB-3.16 Work with SamTrans to study the potential for bus rapid transit (BRT) service along University Avenue.

## 8.2 Public Roadway Network

Currently, the eastern portion of the Plan Area has few roadways making circulation difficult since most trips are focused on Bay Road and increasing the length of vehicle trips. The Specific Plan identifies the following new roadway connections, which are to be privately owned/maintained but publicly accessible with corresponding easements:

- A. An internal Four Corners connection between University & Bay.
- B. New Street A, which is a new east-west street to improve circulation and reduce vehicle trips on Bay Road.
- C. A new street running southeast from Tara Road to Bay Road
- D. New Street B, a southern extension of Tara Road to Weeks Street;
- E. An east-west street south of Bay Road between the Tara Road extension and Pulgas Avenue;

The new roadways will create a grid circulation pattern and reduce vehicle trips on Bay Road.

The Specific Plan identifies a potential privately-owned transit-only street between Demeter St. and Pulgas Avenue. Design and access would be determined by the City Engineer, but Section 8-12 provides initial guidance.

~~The Specific Plan also identifies a conceptual Loop Road concept, which would extend northward from the current terminus of Demeter Street to connect with University Avenue. This new roadway would turn to the west and connect with University Avenue near the East Palo Alto city limits, providing a direct route between the Plan Area and University Avenue. However, the feasibility and cost-benefit of this Loop Road improvement is unclear and therefore, the Loop Road is not assumed to be a default or required traffic mitigation improvement.~~

The traffic controls at new and existing intersections in the Plan are shown on Figure 8-1. New roadway connections and roadway and intersection improvements required in the Plan Area would be funded by developers through development impact fees, frontage improvements, community benefits contributions, grant funding, or potential Mello-Roos/Community Facility District (CFD) assessments or Community Revitalization and

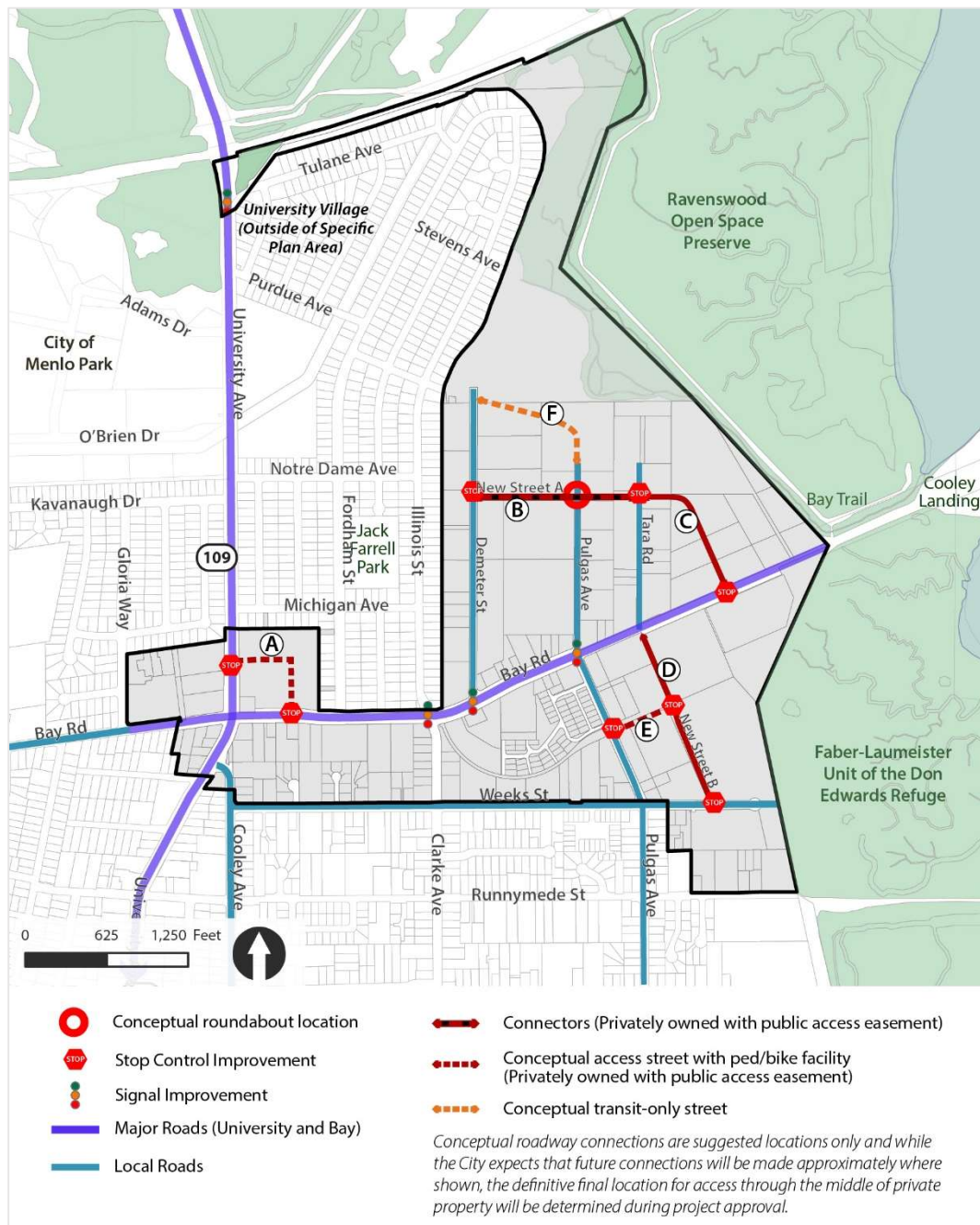


**CIRCULATION**

Investment Authority (CRIA) tax increment funding. Standards for the street typologies within the Plan Area are discussed later in the chapter. Dedications and/or acquisitions of rights-of-way will be needed to construct certain streets and intersections as called for by this Plan's standards; requirements and expectations related to dedications are stated in Section 11.2.6.

|

**Figure 8-1: Public Roadway Network and Improvements**



## CIRCULATION

### 8.3 Multi Modal Networks

#### 8.3.1 Pedestrian Network

This section describes the circulation improvements that are envisioned for people who walk to their destination.

Currently many street segments within the Plan Area (e.g., portions of Pulgas Avenue, Tara Road, Bay Road, University Avenue, and Runnymede Street) lack sidewalks (see Figure 8-2). As properties within the Plan Area develop, sidewalks will be added to each of these sections. Furthermore, sidewalks will be improved on roadway segments where they are currently present. Most intersections within and immediately adjacent to the Plan Area lack crosswalks on at least one approach and do not have ADA compliant curb ramps. The Specific Plan calls for upgrading all intersections within the Plan Area to current ADA standards.

The Plan Area currently comprises large parcels that make walking distances excessive between properties. The Specific Plan will implement new streets that will shorten block lengths and walking distances. All new streets will be designed to comfortably accommodate pedestrians with new continuous sidewalk facilities and high visibility crosswalks at intersections. In addition, the Plan Area will contain new paseos and greenways designed for pedestrians and bicycles that will encourage active transportation as a preferential mode of travel.

A shared bike/pedestrian path will be provided adjacent or on top of the future SAFERBAY flood control improvement which will run along the waterfront, providing easy walking access to University Avenue and the trails along the bayfront. ~~As mentioned above, the feasibility of the Loop Road as a vehicular facility is still being investigated, but the~~ This multiuse pathway will be built ~~regardless~~ to provide Plan Area residents and employees with additional opportunities for recreation and multimodal movement.

New traffic signals are proposed at several study intersections to address adverse effects on intersection levels of service. Along with a new traffic signal, appropriate pedestrian and bicycle accommodations will be provided. This includes crosswalks, pedestrian countdown timers, ADA compliant curbs, and bicycle detection loops.

The typical destinations for pedestrians are schools, parks, shopping areas, and transit stops. The existing and planned pedestrian network would allow access to all nearby facilities. Parks, retail stores, and restaurants are planned within the Plan Area. Bus stops are currently located within the Plan Area on Bay Road, University Avenue, Fordham Street, Notre Dame Avenue, Purdue Avenue, and Pulgas Avenue. Thus, most of the daily needs of future residents and workers could be met within walking distance of the planned homes and new employment sites.

The planned Willow Village development, west of University Avenue located in Menlo Park, will also have new parks and shopping, and will be a destination for pedestrians. A shared Class I pathway between Demeter Street and Purdue Avenue will provide a key link allowing the Plan Area residents and employees to walk or bike to Willow Village or other destinations on University Avenue.

Currently, there are signalized crosswalks across University Avenue at Notre Dame Avenue and at Kavanaugh Drive, and the City has recently installed a Rectangular Rapid Flashing Beacon (RRFB) at Michigan Avenue to make pedestrians more visible and to improve the rate with which motorists yield to pedestrians. However, there are no crosswalks across University Avenue at Adams Drive or at O'Brien Drive. The Specific Plan will improve the pedestrian facilities at these intersections to ensure pedestrian connectivity between the Plan Area and Willow Village. Menlo Park's Transportation Impact Fee (TIF) program also proposes to complete the sidewalks on both sides of Adams Drive and O'Brien Drive where there are currently gaps between University Avenue and Willow Road. These improvements will complete the pedestrian connection between the Plan Area and Willow Village.

### **8.3.2 Traffic Calming**

To prevent certain local roads from being used as cut-through routes and impacting resident quality of life, the Plan envisions new traffic-calming measures on: Fordham Street, Pulgas Street, Weeks Street, Clarke Street, and Illinois Street. These measures include additional street trees, planters, traffic circles, as well as bulbouts that constrict the roadway at certain locations.

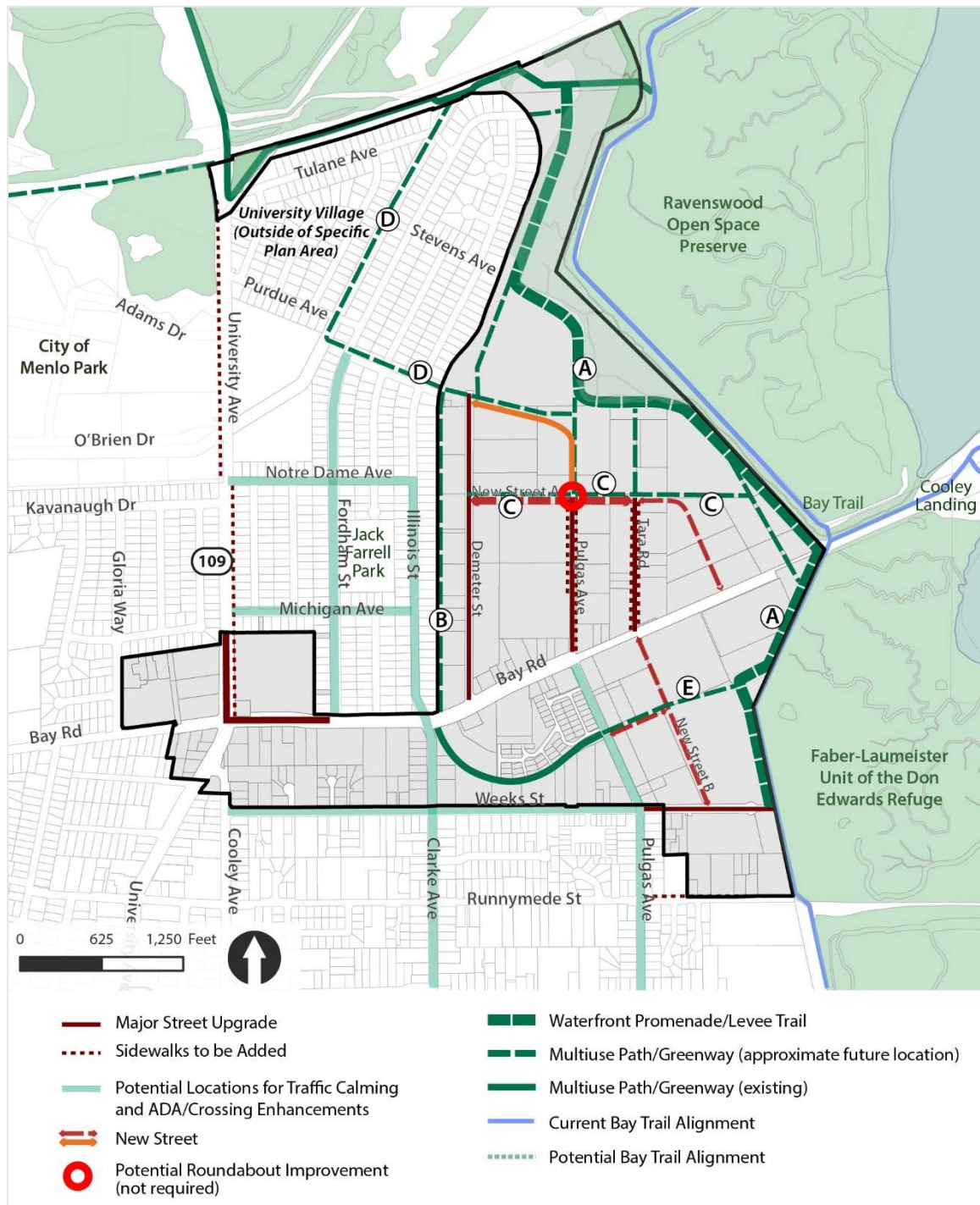
CIRCULATION

**Key Mapped Pedestrian Improvements (see Figure 8-2)**

- A. Waterfront Promenade/Bay Trail.** A continuous recreational amenity stretching from University Avenue to Weeks Street within the Plan Area (and further outside). The primary feature would be a 20 feet wide multi-use pedestrian/bicycle trail alongside or on top of the SAFER BAY levee, supplemented by additional public amenities such as BBQ areas, picnic benches and seating, play areas, fitness facilities, restrooms, and free public parking. ~~If a Loop Road is built, t~~The multimodal path is assumed to be located on top of the levee.
- B. Union Pacific Rail Spur Pedestrian/Bicycle Path, North of Bay Road.** Two key segments of an old railroad right-of-way are recommended to be converted into a continuous multi-use pedestrian trail with the northern segment running parallel to Illinois Street from Purdue Avenue down to Bay Road. This segment has challenges with adjacent properties reclaiming easement space.
- C. East-West Greenway.** This connector between Demeter and the Bay Trail would support regional goals for enhanced mobility and waterfront access. Cross-sections of this major view corridor are shown in Chapter Six, Development Standards and Guidelines.
- D. SFPUC Hetch Hetchy Linear Park/Purdue Avenue Path.** The Parks and Open Space Concept envisions a continuous pedestrian/bicycle trail running along the Hetch Hetchy right-of-way and then turning east along Purdue Avenue under the electrical lines. It would extend further east to connect with the Waterfront Promenade/Bay Trail. See Chapter 7 Parks and Open Space for a detailed rendering of the proposed linear park.
- E. Union Pacific Rail Spur Pedestrian/Bicycle Path, South of Bay Road.** Two key segments of an old railroad right-of-way are recommended to be converted into a continuous multi-use pedestrian trail with the southern segment running between Pulgas Avenue and the Bay Trail.



**Figure 8-2: Pedestrian Improvements**





city of east palo alto  
ravenswood / 4 corners transit oriented development specific plan

**CIRCULATION**

### 8.3.3 Bicycle Network

This section describes the circulation improvements that are envisioned for people who bike to their destination.

The Plan Area has limited existing bicycle facilities as described in Chapter 3. The area surrounding the Plan Area has some bicycle facilities, including trails and bike lanes. The Bay Trail, a Class I bike and pedestrian path, runs along the north and east sides of the Plan Area and continues south to O'Connor Street and the San Francisquito Creek Trail. The Bay Trail connects to University Avenue, Bay Road, and several local neighborhood streets, including Weeks Street, Runnymede Street, and Cypress Street. There is also a short paved mixed-use trail known as the Rail Spur that extends from Bay Road to Pulgas Avenue. Bike lanes exist along Bay Road and University Avenue, either on the entire length of the street or a portion of the street.

The Specific Plan identifies the following new facilities within the Plan Area:

Class I Bike Paths:

- A. North-south connection along the waterfront, SAFERBAY and the various waterfront-adjacent properties, parallel to (or in replacement of) the Bay Trail, running from Fordham to Weeks Street. Several options for alignment at the northern end are shown.
- B. East-west connection between Pulgas Avenue and the Bay Trail, south of Bay Road
- C. North-south connection parallel to Demeter Street between Bay Road and Purdue Avenue
- D. East-west bicycle connection along Purdue Avenue, east of the public utilities corridor to its terminus
- E. Bike path along the public utilities corridor parallel to Fordham Street between Purdue Avenue and the east-west Class I path [on the north side of the Loop Road to the north](#).
- F. Bike path connecting from Tara Road to the waterfront promenade/Bay Trail.

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Flexible Connections, like multiuse paths or shared streets with bicycle access are also proposed in the Plan Area. These connections are envisioned as shown in Figure 8-3. These connections are suggested as follows in the Plan Area:

- G. East-west path/shared street between the eastern end of Purdue Avenue and the Bay trail, connecting Pulgas to Demeter Street
- H. Two north-south paths/shared streets in the 391 Demeter St property, between New Street A and the Bay Trail
- I. North-south internal connection between Tara Road and Bay Road
- J. North-south multiuse path connecting Bay Rd to Weeks along New Street B

Class II bike lanes will be provided on:

- K. Pulgas Avenue, south of Bay Road
- L. Bay Road, Pulgas to the eastern end

Class III bike routes will be provided on:

- M. Fordham Street, between Bay Road and Purdue Avenue
- N. Weeks Street, between Cooley Avenue and Bay Trail
- O. Clarke Avenue, south of Bay Road
- P. Notre Dame Avenue, between University Avenue and Fordham Street

Class IV cycle track/protected bike lanes will be provided along:

- Q. North-south connection along Pulgas Avenue between Bay Road and Street B
- R. East-west connection along Street B between Demeter Street and the Bay Trail

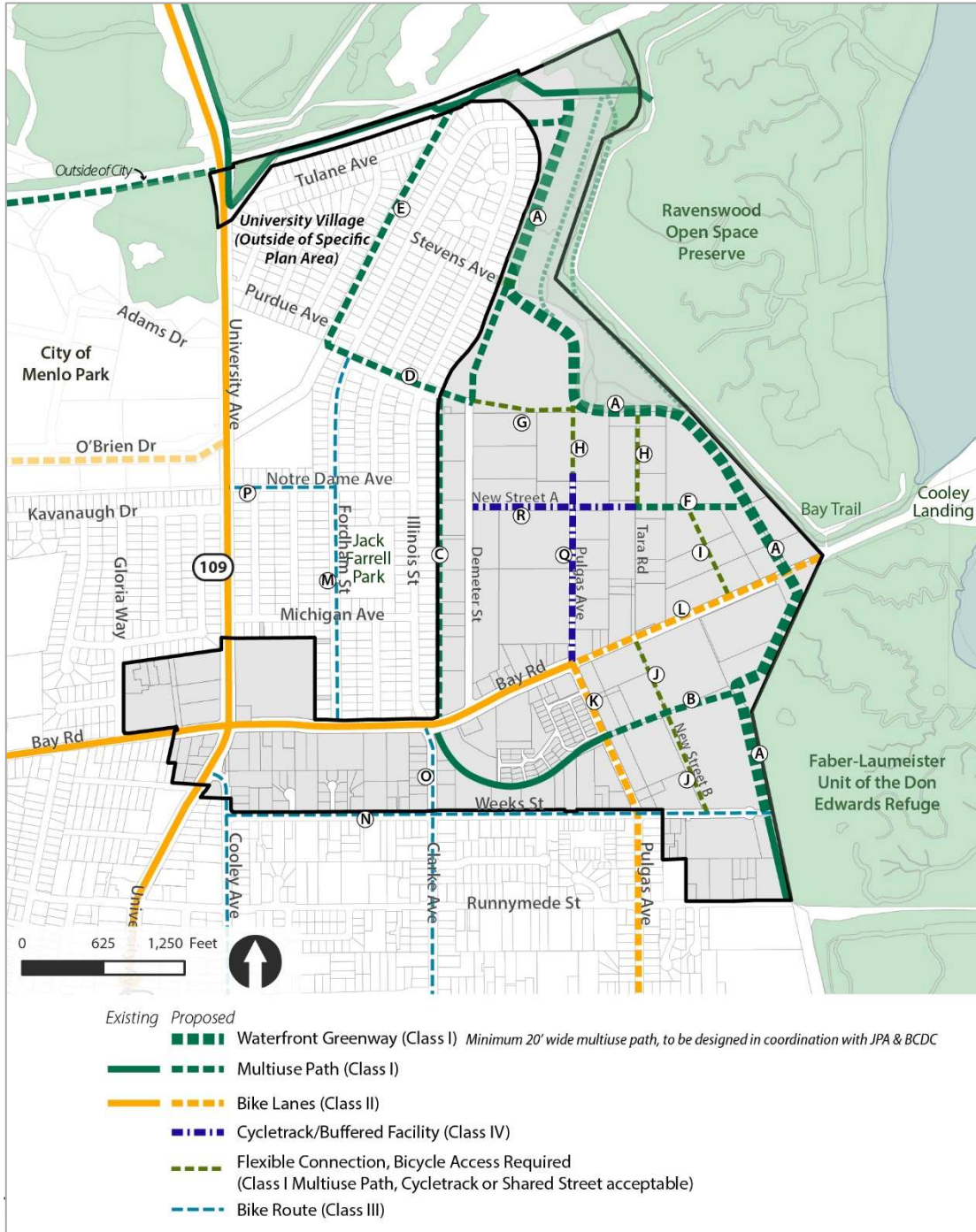
In addition to using these facilities for recreation, there would likely be many future residents and employees of the Plan Area who would ride bicycles to work. There are existing or planned bike lane and bike trail connections to surrounding residential and employment areas. Existing employment and residential zones to the west and south could be reached via bike lanes on University Avenue, Bay Road, Pulgas Avenue, and the Bay Trail. The Meta Headquarters to the north could be reached by the existing bike lanes and bike paths along University Avenue and Bayfront Expressway. The planned Willow

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Village development west of University Avenue could be reached via the new Class I paths within the Plan Area and the planned bike lanes on O'Brien Drive and Adams Drive.

CIRCULATION

Figure 8-3: Bicycle Network







## CIRCULATION

### 8.3.4 Transit Network

Existing bus services to the Plan Area include five SamTrans bus routes with stops along Bay Road, University Avenue, Fordham Street, Notre Dame Avenue, Purdue Avenue, and Pulgas Avenue. The Plan Area is located approximately three miles from two Caltrain stations (Palo Alto Caltrain Station and Menlo Park Caltrain Station). SamTrans routes provide a connection to the Caltrain Stations.

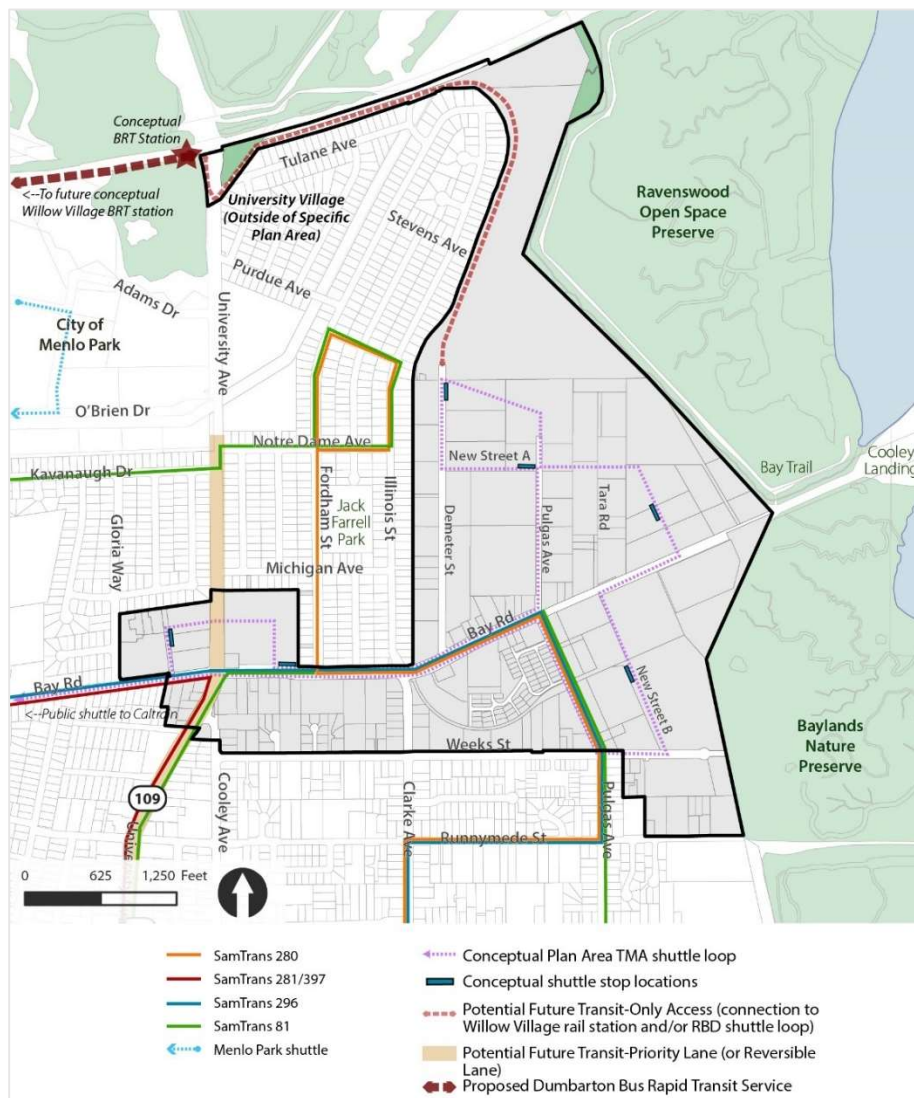
In March 2022, SamTrans adopted Reimagine SamTrans, which identifies a new bus route, EPX, that would connect East Palo Alto and San Bruno BART, and identifies East Palo Alto as an on-demand zone, where riders call or use a mobile app to request a ride, and a vehicle picks them up and drops them off anywhere within the designated zone. Riders pay a fare and may share the vehicle with other riders, just like riding a regular SamTrans bus. The Plan Area would be served by the new EPX route.

The Plan Area calls for major private developments to reserve space for stops that would allow use by shuttles provided by a Transportation Management Agency (TMA), SamTrans, or other future transit providers. Per the City's Transportation Demand Management (TDM) Ordinance, adopted in 2021, the Plan Area is required to reduce its daily trips by 40 percent. Property owners pursuing development proposals within the Plan Area will establish a privately funded and administered TMA as discussed later in the chapter. The TMA shall fund and operate a shuttle program that connects employees and residents with nearby commercial, transit, and employment centers and provides long-haul service to housing and employment centers in other communities. Shuttle stops or pick-up/drop-off zones will be included on each major development site as well as along Bay Road for convenient access by employees and residents in the Plan Area.

Other potential transit improvements for the Plan Area include future transit service along the Dumbarton corridor. SamTrans is currently studying various options for the Dumbarton Rail Corridor, with a focus on Bus Rapid Transit (BRT). The potential BRT service (which would be operational within three to five years of Plan adoption) would include a final stop at University Avenue, along the northern edge of the Plan Area. However, Dumbarton BRT has not been designed, subjected to environmental review, approved, or funded. As such, this Specific Plan cannot provide detailed recommendations about station locations or roadway configurations. However, this

Specific Plan follows transit-oriented development principles of providing mixed-use development, pedestrian friendly environments, and multimodal transportation options. It also provides a land use framework suitable for responding to future transit improvements, in whichever form they may be implemented. The Specific Plan provides new connections that would enable vehicles, bicyclists, and pedestrians to travel to and from the potential Dumbarton BRT station.

**Figure 8-4: Transit Network**



**CIRCULATION**

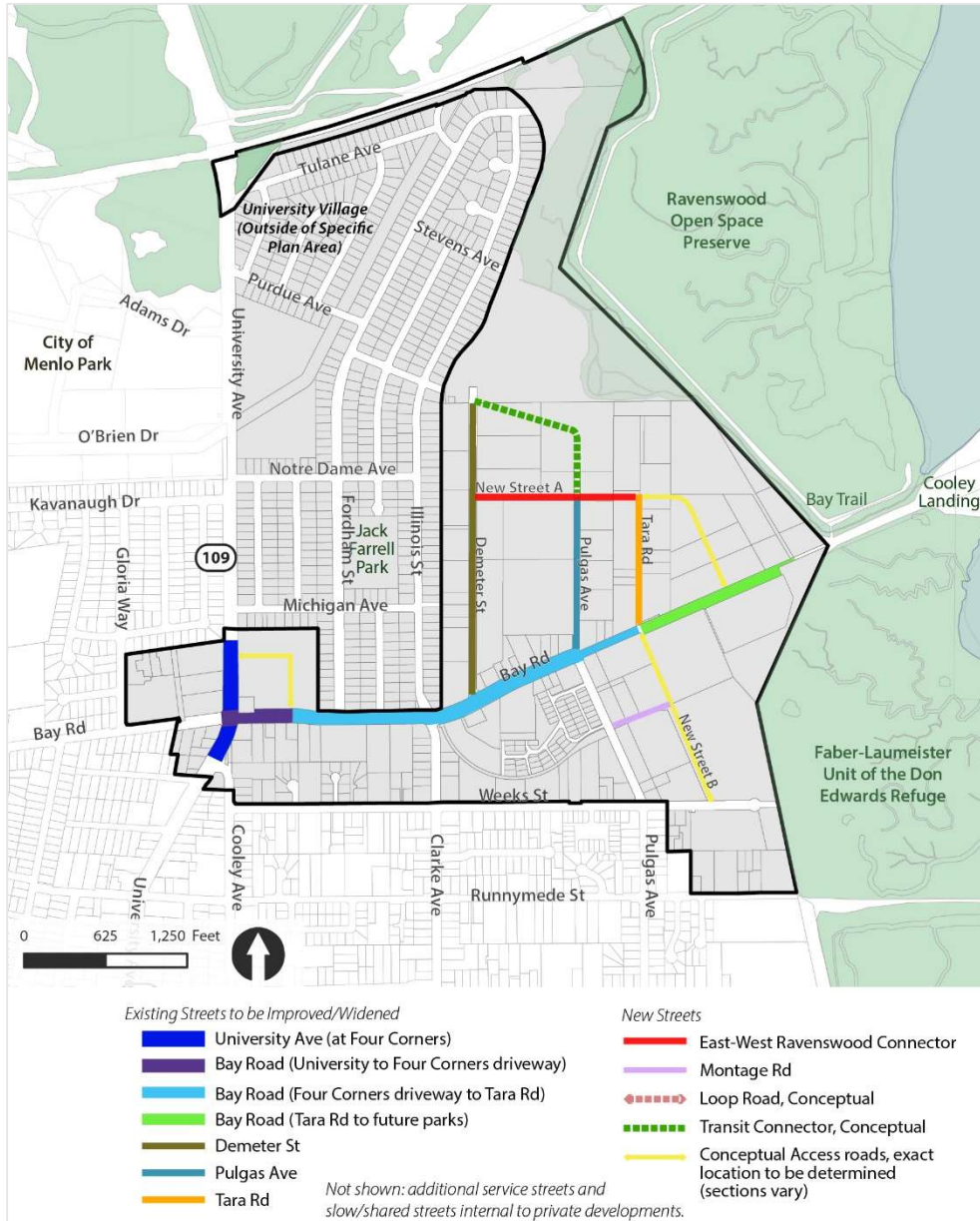
*The locations shown for future shuttle stops are conceptual only and final locations would be subject to an agreement between the City and the property owner as to how shuttle operations may occur on site.*

## **8.4 Street Design Standards**

The street sections and recommendations in this chapter are conceptual and may differ slightly to accommodate actual construction-related constraints. Street cross-sections in this chapter are shown as “typical,” meaning the cross-section is illustrating a straightforward roadway condition. Generally, this means a mid-block condition, not near corners where turning lanes may exist.

### **Figure 8-5: Street Types and Hierarchy**

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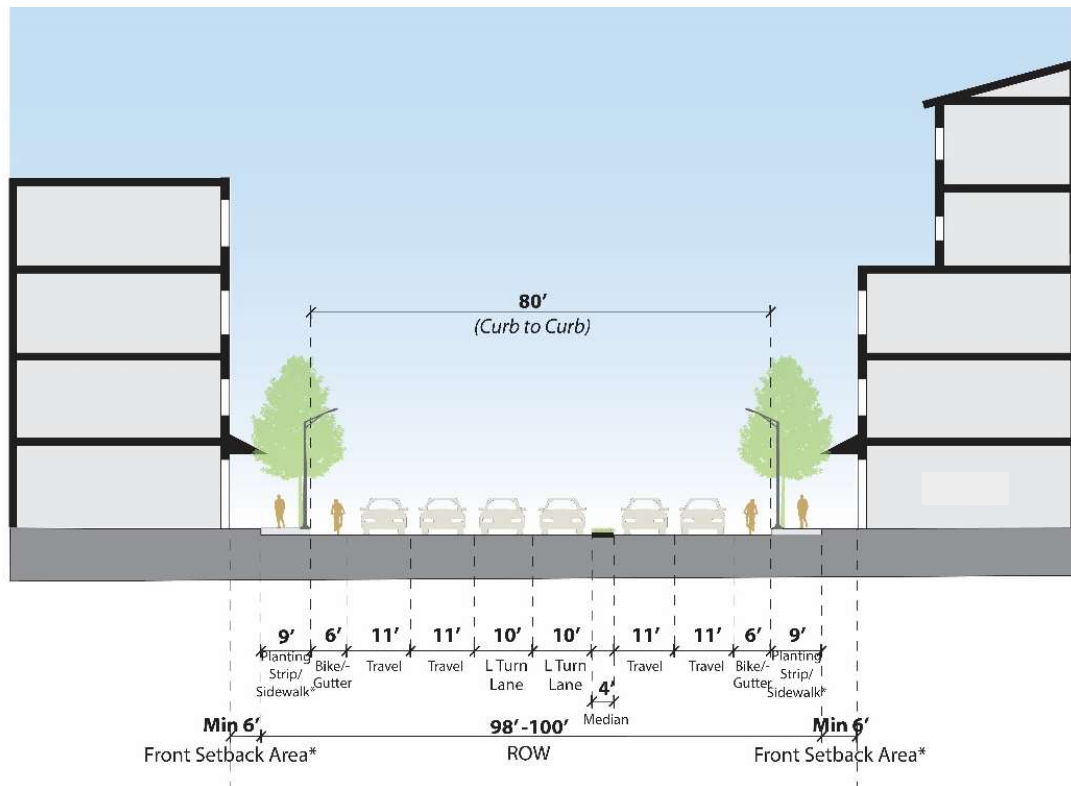
**8.4.1 Street Sections**

**Street Type: University Avenue, Bay Road to 4 Corners Driveway**

This street segment is located along the northern leg of the University Avenue and Bay Road intersection and extends from Bay Road in the south to the 4 Corners driveway in the north. It currently includes a sidewalk on the west side of the street, two southbound through lanes, a southbound left-turn lane, a center median, two northbound through lanes, and a bike lane in each direction.

The Plan envisions an additional southbound left turn lane on this segment and a sidewalk on the east side. The streetscape in this area is meant to encourage walkability, accommodate transit, create an attractive gateway condition, and ensure pedestrian safety. The following standards should apply:

**Figure 8-6: University Avenue, Bay Road to Four Corners**



**It should be noted that additional right-of-way (2-3' from the east side, or the right-hand side of the figure as shown above) is required to implement this cross-section.**

### **ROADWAY DESIGN**

**Street Lane Width:** 10 feet to 12 feet.

**On-Street Parking:** On-street parking should be prohibited in this section of the roadway.

### **PEDESTRIAN DESIGN**

**Minimum Sidewalk Width:** 9 or 10 feet, depending on setback width (15' total minimum from curb to building face).

### **BICYCLE DESIGN**

**Facilities:** Class II bicycle lanes should be provided at a minimum width of 5 feet where possible, not including 1 foot for gutters/drains.

### **PEDESTRIAN STREET LIGHTING**

**Pedestrian Street Lighting Spacing:** 20 to 30 feet apart.

**Pedestrian Street Lighting Height:** 10 to 16 feet.

### **STREET TREES**

**Tree Size (as defined by canopy diameter upon maturity):** Large canopy trees (40+ foot diameter) should be planted.

**Trees Spacing:** 20 to 30 feet apart.

**Planting:** Trees should be planted within tree wells with tree grates.



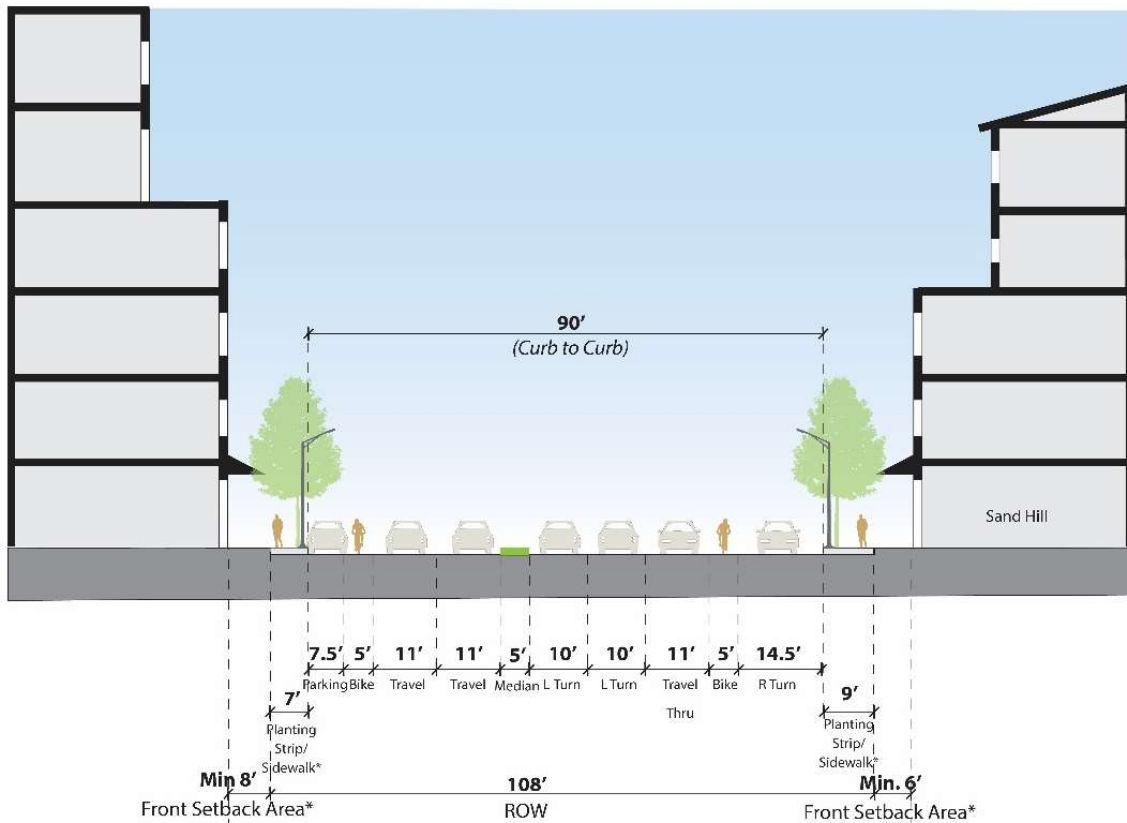
**CIRCULATION**

**Street Type: Bay Road, University Avenue to 4 Corners Driveway**

This street segment is located along the eastern leg of the University Avenue and Bay Road intersection and extends from University Avenue in the west to the 4 Corners Driveway in the east. It currently includes sidewalks, on-street parking, and bike lanes on both sides of the street, one westbound through lane, one westbound shared through-left turn lane, one westbound left-turn lane, a center median, and two eastbound through lanes.

The Plan envisions an additional westbound left-turn lane on this segment, modification of the westbound shared through-left turn lane to a westbound through lane, and removal of on-street parking on the north side of the street. The streetscape in this area is meant to encourage walkability, accommodate transit, create an attractive gateway condition, and ensure pedestrian safety. The following standards should apply:

**Figure 8-7: Bay Road, University Avenue to Four Corners**



**It should be noted that additional ROW (5-10' from north and/or south side) is required to implement this cross-section. At City Engineer discretion, the City may accept an alternative design in place of the cross-section above.**

### **ROADWAY DESIGN**

**Street Lane Width:** 10 feet to 12 feet.

**On-Street Parking:** Identify on-street parking with clearly marked striping or another method, such as special paving or colored materials.

### **PEDESTRIAN DESIGN**

**Minimum Sidewalk Width:** 9 or 10 feet, depending on setback width (15' total minimum from curb to building face).

### **BICYCLE DESIGN**

**Facilities:** Class II bicycle lanes should be provided at a minimum width of 5 feet where possible.

### **TRANSIT DESIGN**

**Shelters:** Bus shelters should be provided at transit stops. Where on-street parking exists, consider bus bulbouts.

### **PEDESTRIAN STREET LIGHTING**

**Pedestrian Street Lighting Spacing:** 20 to 40 feet apart.

**Pedestrian Street Lighting Height:** 10 to 16 feet.

### **STREET TREES**

**Tree Size** (as defined by canopy diameter upon maturity): Large canopy trees (40+ foot diameter) should be planted.

**Trees Spacing:** 20 to 30 feet apart.

**Planting:** Trees should be planted within tree wells with tree grates.

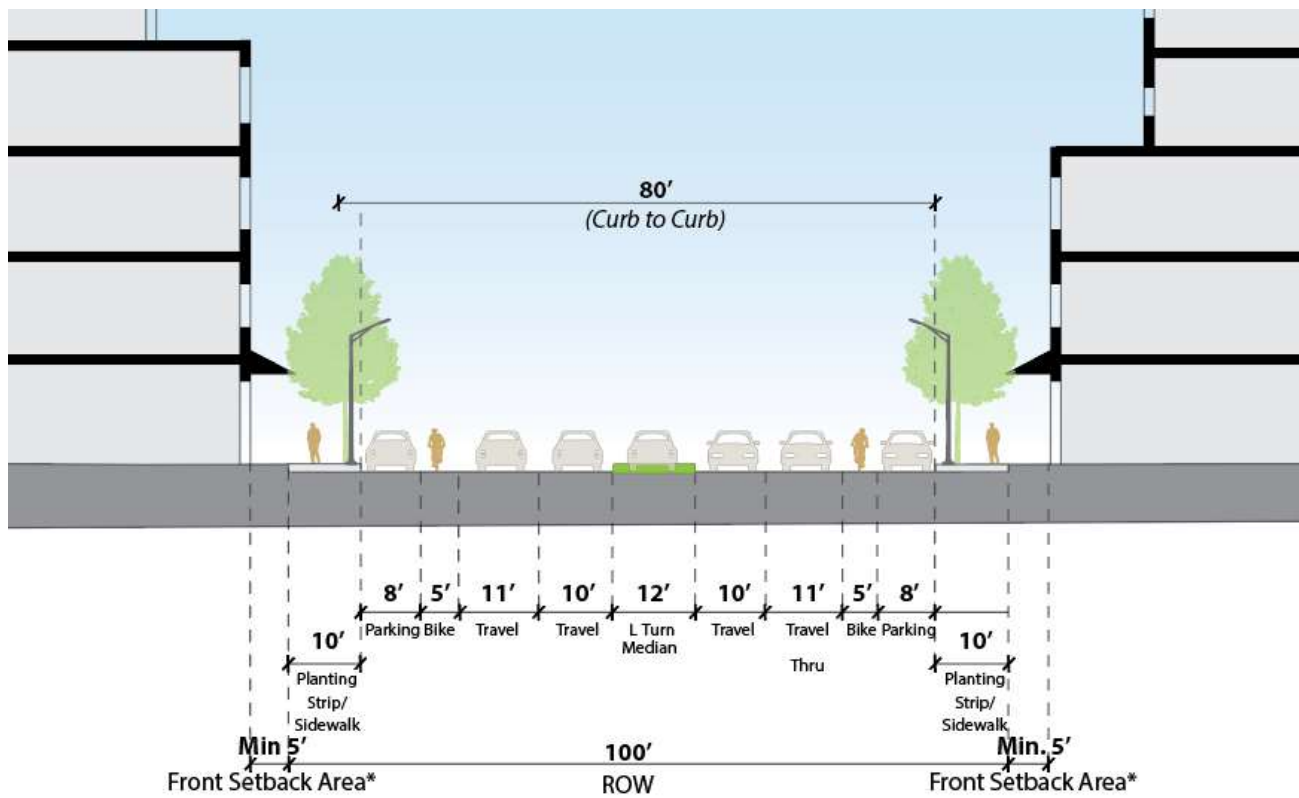
CIRCULATION

**Street Type: Bay Road, 4 Corners Driveway to Pulgas Avenue**

Bay Road, between the 4 Corners Driveway and Pulgas Avenue, has an existing 90-foot right-of-way and includes sidewalks, on-street parking, bike lanes, and two travel lanes on both sides of the street, a landscaped median, and left-turn lanes at intersections.

The Plan envisions Bay Road with a 100-foot right-of-way with an improved streetscape and wider sidewalks to encourage walkability, accommodate transit, create an attractive gateway condition, and ensure pedestrian safety. The following standards should apply:

**Figure 8-8: Bay Road, 4 Corners to Pulgas Ave**



**ROADWAY DESIGN**

**Street Lane Width:** 10 feet to 12 feet.

**Pedestrian Crossing Spacing:** Minimum of every 300 feet to 400 feet.

**Crosswalks:** Pedestrian refuge areas should be incorporated into all pedestrian crossings where possible.

**On-Street Parking:** Identify on-street parking with clearly marked striping or another method, such as special paving or colored materials.

### PEDESTRIAN DESIGN

**Minimum Sidewalk Width:** 10 feet.

### BICYCLE DESIGN

**Facilities:** Class II bicycle lanes should be provided at a minimum width of 5 feet where possible.

### TRANSIT DESIGN

**Shelters:** Bus shelters should be provided at transit stops. Where on-street parking exists, consider bus bulbouts.

### PEDESTRIAN STREET LIGHTING

**Pedestrian Street Lighting Spacing:** 20 to 30 feet apart.

**Pedestrian Street Lighting Height:** 10 to 16 feet.

### STREET TREES

**Tree Size:** Large canopy trees (40+ foot diameter) should be planted.

**Trees Spacing:** 20 to 30 feet apart.

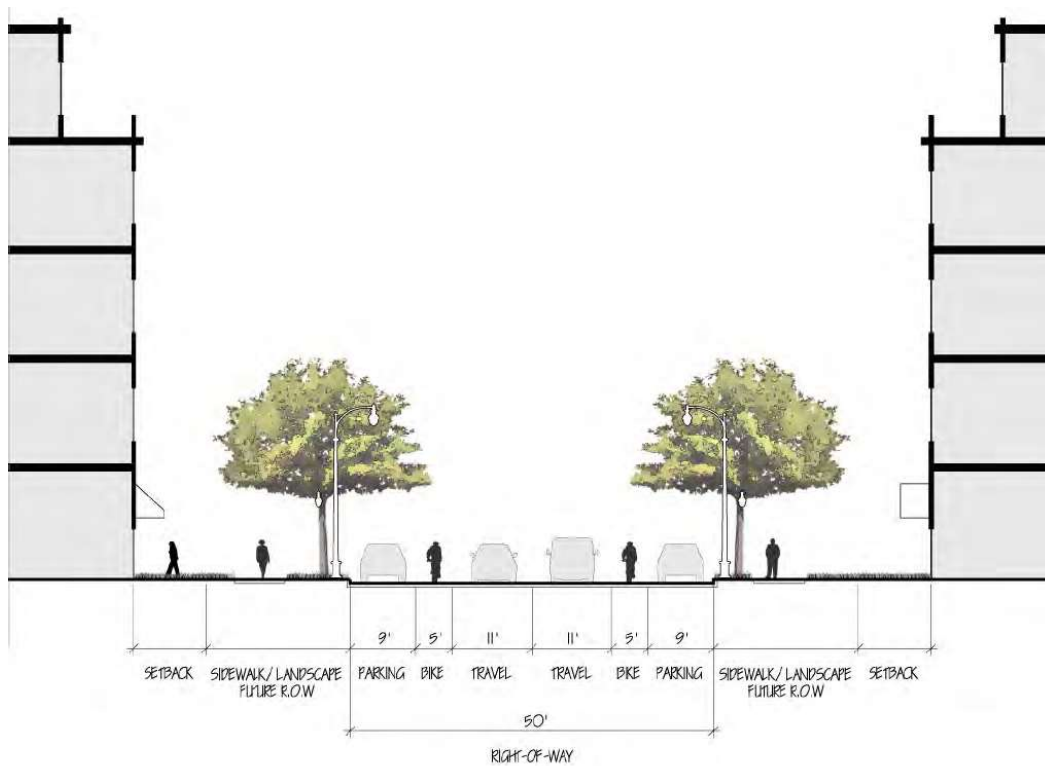
**Planting:** Trees should be planted within tree wells with tree grates.

CIRCULATION

**Street Type: Bay Road East, Pulgas Avenue to Tara Road**

Bay Road tapers from four lanes at Pulgas Avenue to two lanes until reaching Tara Road. The Plan envisions this segment of Bay Road with a 66-foot right-of-way that includes on-street parking, bike lanes, and wider sidewalks (50 feet from curb to curb). The street design is intended to facilitate safe and pedestrian-friendly connections to the office areas envisioned in the Plan Area, as well as provide connections to Cooley Landing. This segment of Bay Road is also intended to facilitate wider building-to-building distances to preserve views to and transition to the natural areas to the east.

**Figure 8-9: Bay Road, Pulgas Avenue to Tara Road**



**It should be noted that the cross-section shown will require right-of-way expansion on the northern side of Bay Road of a minimum of 18 feet. If right-of-way in excess of the minimum 18 feet is acquired or dedicated to the City, the City may consider an alternative cross-section. The City Engineer will have final authority in selecting**

**the preferred cross-section to be constructed between Pulgas Avenue and Tara Road.**

### **ROADWAY DESIGN**

**Street Lane Width:** 11 feet.

**Pedestrian Crossing Spacing:** Minimum of every 200 to 300 feet.

**On-Street Parking:** Where possible, provide for on-street parallel parking.

### **PEDESTRIAN DESIGN**

**Minimum Sidewalk Width:** 8 feet including planter strip.

### **BICYCLE DESIGN**

**Facilities:** Class II bicycle lanes should be provided at a minimum width of 5 feet where possible.

### **TRANSIT DESIGN**

If needed, provide bus shelters along the roadway for employment shuttles or public transit service.

### **PEDESTRIAN STREET LIGHTING**

**Pedestrian Street Lighting Spacing:** Street lighting should be provided at key destinations, such as entrances. Street lighting should be provided at crosswalk locations and intersections.

### **STREET TREES**

**Tree Size** (as defined by canopy diameter upon maturity): Large canopy trees (+40-foot diameter) should be planted.

**Tree Spacing:** 20 to 30 feet apart.

**Planting:** Trees should be planted within tree wells with tree grates.



CIRCULATION

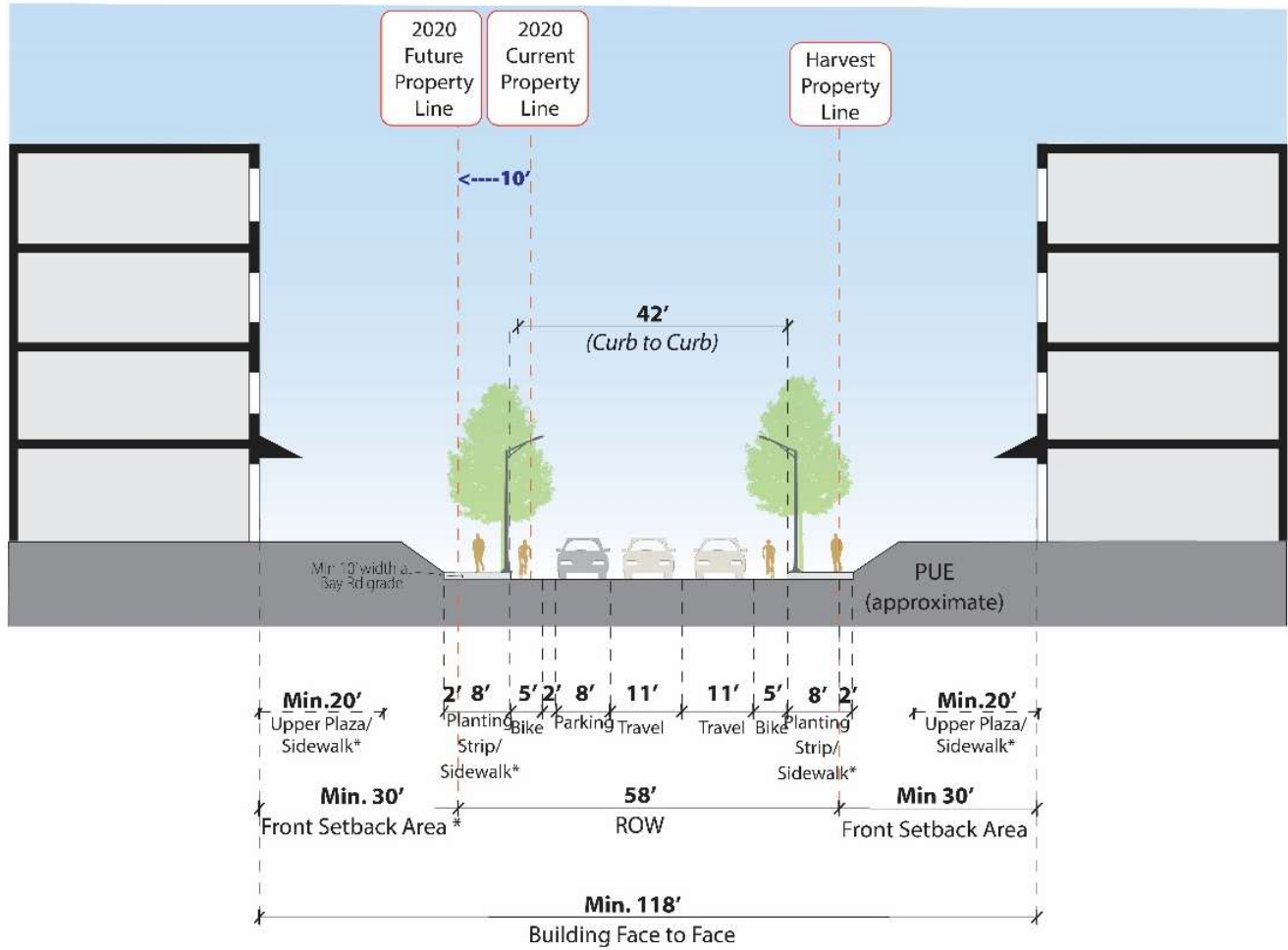
**Street Type: Bay Road, east of Tara Road**

The segment of Bay Road has two travel lanes and either one on-street parking lane or a left-hand turn lane, to serve the parking and loading access for development projects.

The Plan envisions this segment of Bay Road with a 58-foot right-of-way that includes on-street parking on portions of the North side of the street, bike lanes, and wider sidewalks (42 feet from curb to curb).

**It should be noted that the street section shown will require right-of-way expansion of approximately 10 feet on the north side of Bay Road.**

Figure 8-11: Bay Road, east of Tara Road



## CIRCULATION

### ROADWAY DESIGN

**Street Lane Width:** 11 feet.

**Pedestrian Crossing Spacing:** Minimum of every 300 to 400 feet.

**On-Street Parking:** North-side only on-street parallel parking, alternating with left-turn lanes.

### PEDESTRIAN DESIGN

**Minimum Sidewalk Width:** 10 feet including planter strip (typical condition will be 8 feet within public ROW and 2 feet on private property).

### BICYCLE DESIGN

**Facilities:** Class II bicycle lanes should be provided at a minimum width of 5 feet where possible.

### TRANSIT DESIGN

If needed, provide bus shelters along the roadway for employment shuttles or public transit service.

### PEDESTRIAN STREET LIGHTING

**Pedestrian Street Lighting Spacing:** Street lighting should be provided at key destinations, such as entrances. Street lighting should be provided at crosswalk locations and intersections.

### STREET TREES

**Tree Size** (as defined by canopy diameter upon maturity): Large canopy trees (+40-foot diameter) should be planted.

**Tree Spacing:** 20 to 30 feet apart.

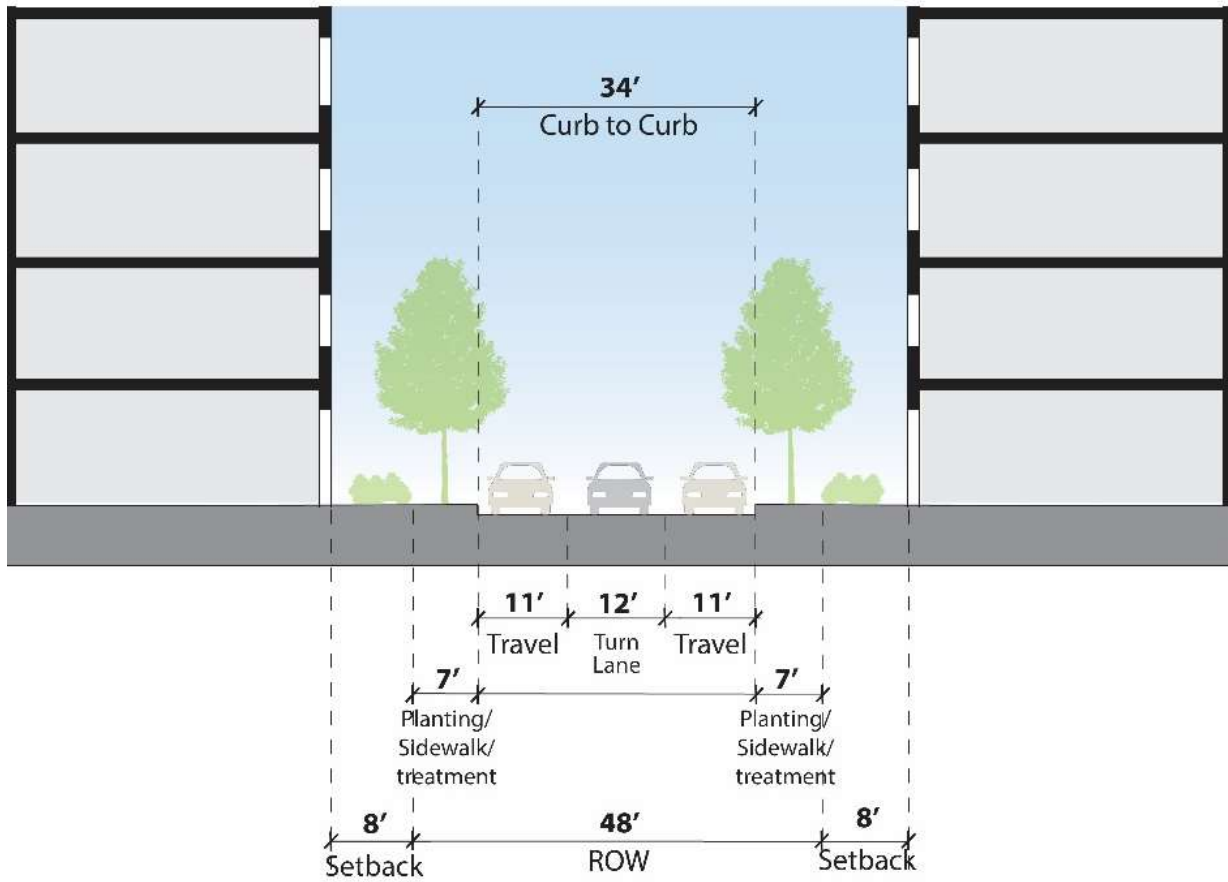
**Planting:** Trees should be planted within tree wells with tree grates.

### Street Type: Tara Road, north of Bay Road

Tara Road, north of Bay Road is a two-lane road with on-street parking on both sides of the street. It doesn't have any pedestrian or bicycle facilities and terminates in a dead end. In the future, Tara Road will terminate at Street B, the new east-west connector between Demeter Street and Tara Road. Tara Road will remain a privately owned and maintained street.

The street section below is envisioned for Tara Road with a 48-foot right-of-way. The street design is intended to facilitate safe and pedestrian-friendly connections to the office areas envisioned in the Plan Area.

**Figure 8-12: Tara Road**



## CIRCULATION

### ROADWAY DESIGN

**Street Lane Width:** 11 to 12 feet.

Pedestrian Crossing Spacing: Minimum of every 500 to 600 feet.

**On-Street Parking:** On-street parking should be prohibited to provide for sidewalks.

### PEDESTRIAN DESIGN

**Minimum Sidewalk Width:** 7 feet, including planter strip.

### BICYCLE DESIGN

**Facilities:** Class III bicycle routes should be provided on Tara Road.

### PEDESTRIAN STREET LIGHTING

**Pedestrian Street Lighting Spacing:** Street lighting should be provided at key destinations, such as entrances. Street lighting should be provided at crosswalk locations and intersections.

### STREET TREES

**Tree Size** (as defined by canopy diameter upon maturity): Medium canopy trees (25- to 40-foot diameter) should be planted.

**Tree Spacing:** Cluster trees or space 15 to 20 feet apart where possible to avoid driveways and utilities.

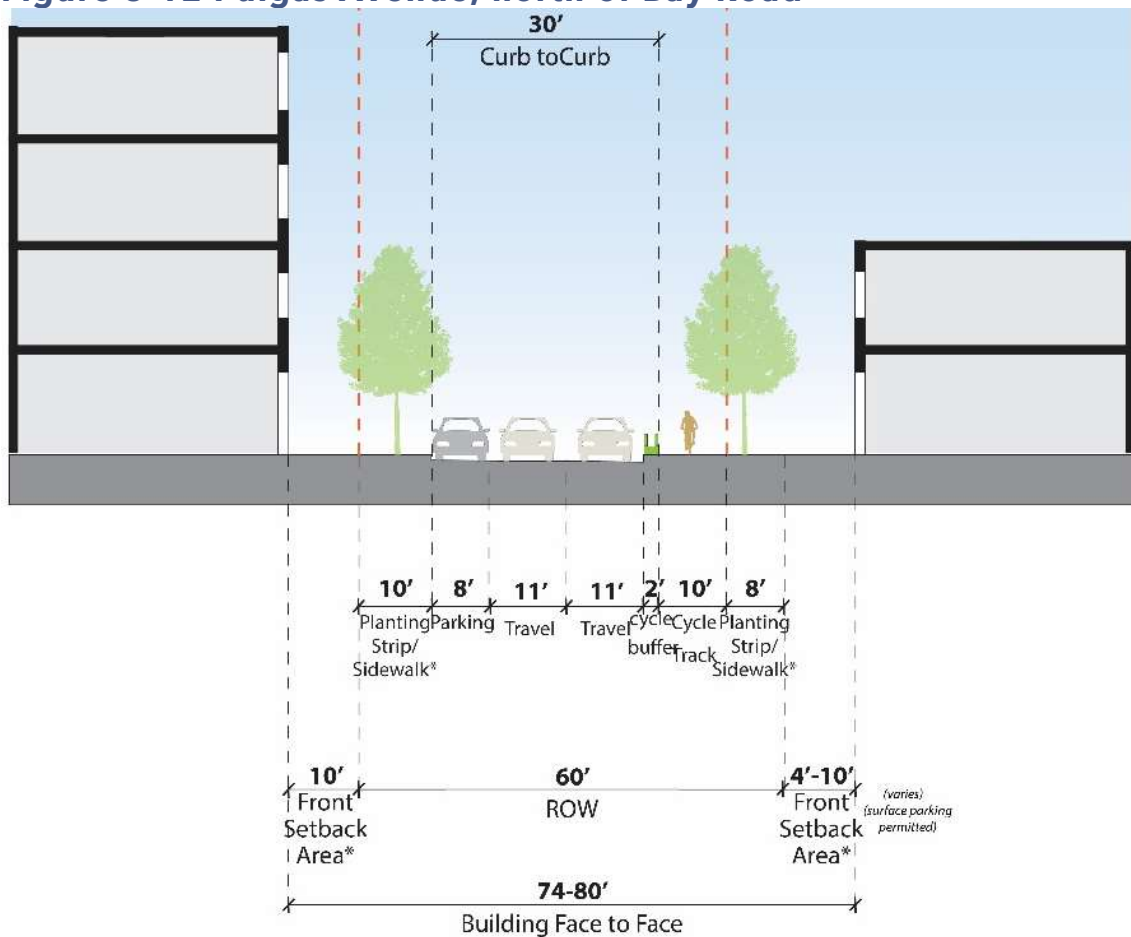
**Planting:** Trees should be planted within planting strips between the sidewalk and roadway. Three-foot-wide planting strip minimum.

**Street Type: Pulgas Avenue, north of Bay Road**

Pulgas Avenue, north of Bay Road is a two-lane roadway with on-street parking and sidewalks along a short section of the street. It has limited pedestrian and bicycle facilities and currently terminates in a dead end. In the future, Pulgas Avenue will terminate at Emmerson Street, a new east-west connector between Demeter Street and Tara Road.

The street section shown below is envisioned for Pulgas Avenue with a 60-foot right-of-way. The street design is intended to facilitate safe, multimodal connections to the office areas envisioned in the Plan Area.

**Figure 8-12 Pulgas Avenue, north of Bay Road**



**ROADWAY DESIGN**



## CIRCULATION

**Street Lane Width:** 11 feet.

**Pedestrian Crossing Spacing:** Minimum of every 500 to 600 feet.

**On-Street Parking:** On-street parking allowed on one side of the street.

### PEDESTRIAN DESIGN

**Minimum Sidewalk Width:** 8-10 feet, including planter strip.

### BICYCLE DESIGN

**Facilities:** Raised cycle track with minimum 10-foot width and 2-foot buffer between the cycle track and travel lane.

### PEDESTRIAN STREET LIGHTING

**Pedestrian Street Lighting Spacing:** Street lighting should be provided at key destinations, such as entrances. Street lighting should be provided at crosswalk locations and intersections.

### STREET TREES

**Tree Size (as defined by canopy diameter upon maturity):** Medium canopy trees (25- to 40-foot diameter) should be planted.

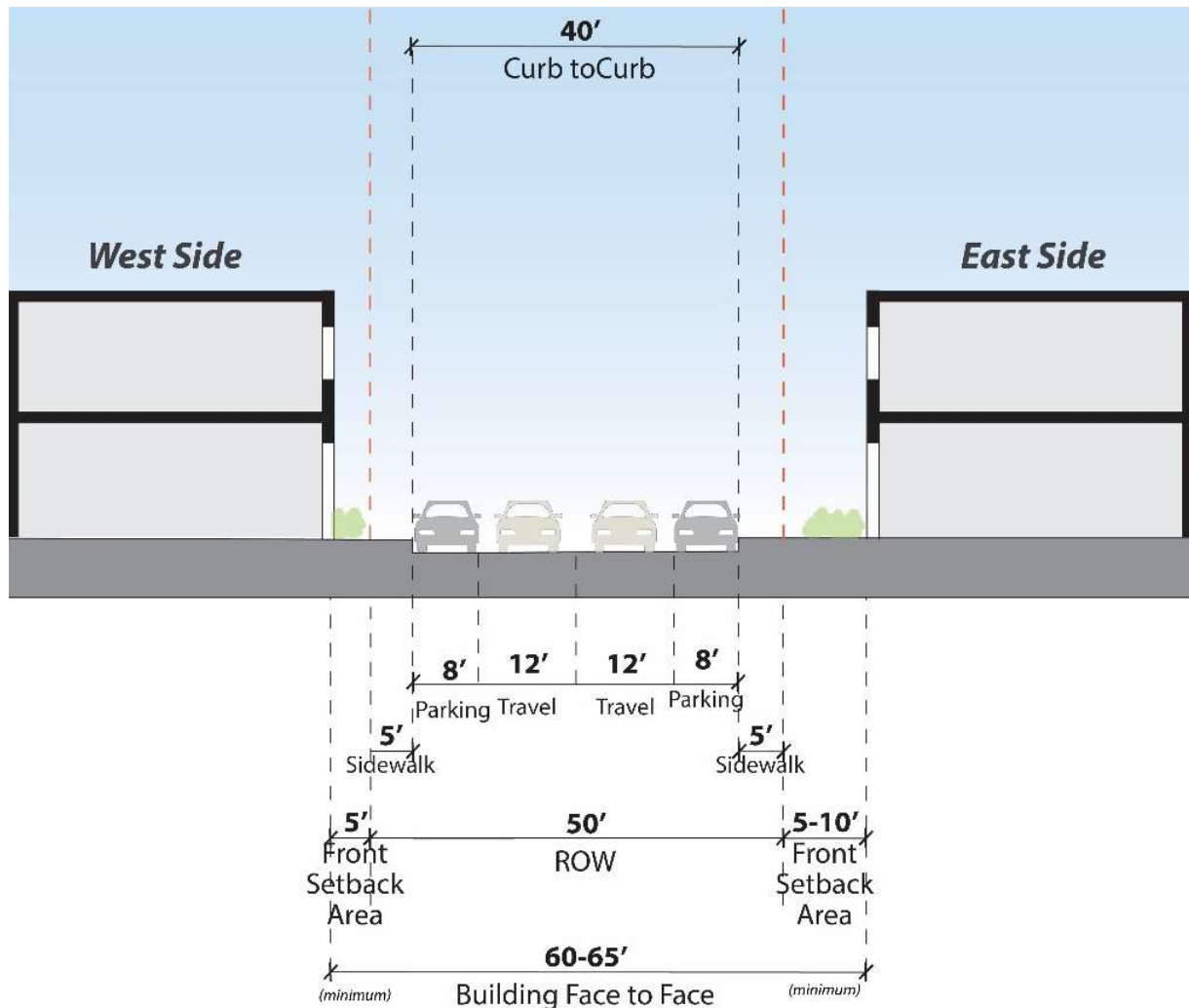
**Tree Spacing:** Cluster trees or space 15 to 20 feet apart where possible to avoid driveways and utilities.

**Planting:** Trees should be planted within planting strips between the sidewalk and roadway. Three-foot-wide planting strip minimum.

### Street Type: Demeter Street

Demeter Street is a two-lane roadway with on-street parking and sidewalks with gaps in a few locations. The cross section would remain the same with improved streetscape, continuous sidewalks, and building setbacks.

**Figure 8-13: Demeter Street**



### ROADWAY DESIGN

**Street Lane Widths:** 12 feet.

## CIRCULATION

**Pedestrian Crossing Spacing:** Minimum of every 500 to 600 feet.

**On-Street Parking:** On-street parallel parking on both sides of the street.

### PEDESTRIAN DESIGN

**Minimum Sidewalk Width:** 5 feet (no planter strip required).

### BICYCLE DESIGN

**Facilities:** Class III bicycle routes should be provided on Demeter Street.

### PEDESTRIAN STREET LIGHTING

**Pedestrian Street Lighting Spacing:** Street lighting should be provided at key destinations, such as entrances. Street lighting should be provided at crosswalk locations and intersections.

### STREET TREES

**Tree Size (as defined by canopy diameter upon maturity):** Medium canopy trees (25- to 40-foot diameter) should be planted.

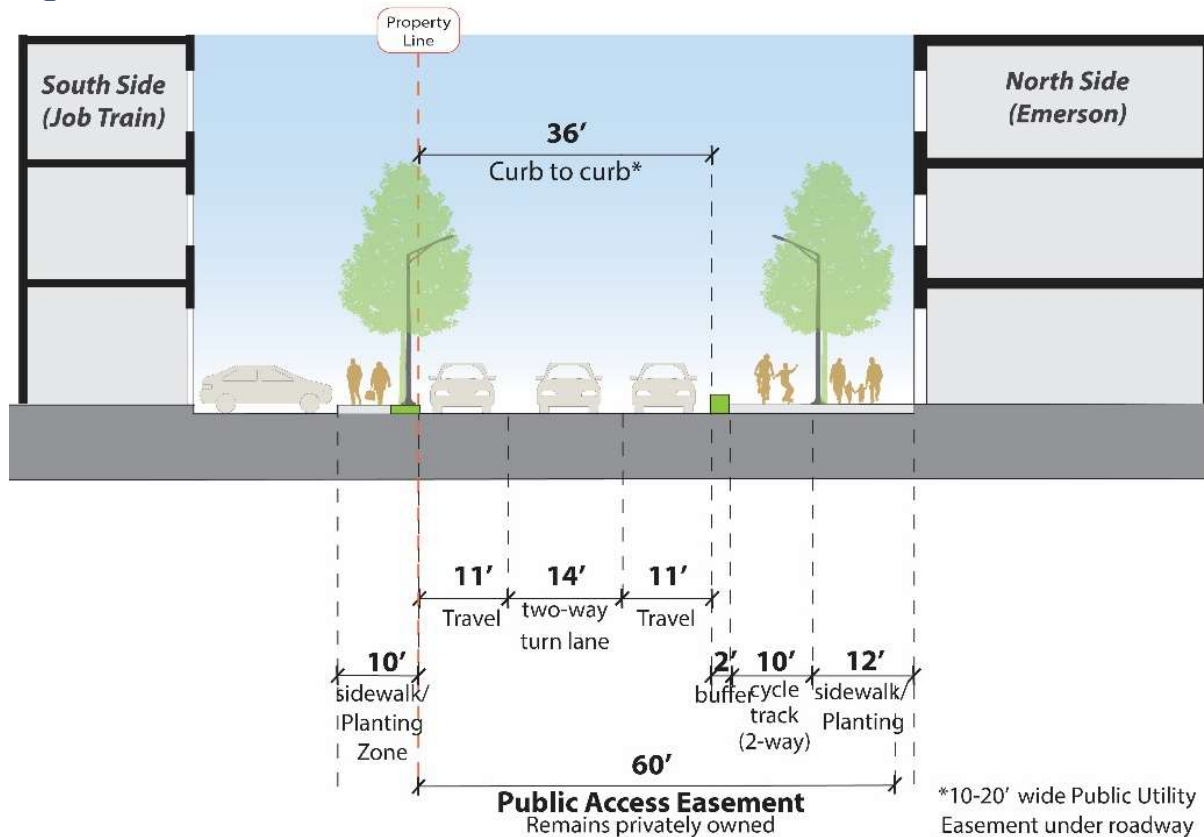
**Tree Spacing:** Cluster trees or space 15 to 20 feet apart where possible to avoid driveways and utilities.

**Planting:** Trees should be planted within planting strips between the sidewalk and roadway. 3-foot-wide planting strip minimum.

**Street Type: Street A, East-West Connector, between Demeter and Pulgas**

The street section shown in Figure 8-14 is envisioned for the portion of the East-West Connector that is between Demeter and Pulgas Avenue, a new street between Demeter Street and Tara Road with a 60-foot public access easement. These standards are meant to reflect the specific dimensions and right-of-way of this new street. The following standards should apply:

**Figure 8-14: New Street A (East-West Connector), Western**



**ROADWAY DESIGN**

**Street Lane Width:** 11 feet, 14 feet for center turn lane.

**Pedestrian Crossing Spacing:** Minimum of every 400 feet.

## CIRCULATION

**On-Street Parking:** On-street parking should be prohibited to provide for a 14-foot wide center median.

### PEDESTRIAN DESIGN

**Minimum Sidewalk Width:** 10-12 feet, including planter strip.

### BICYCLE DESIGN

**Facilities:** Raised cycle track with minimum 10-foot width and two-foot buffer between the cycle track and travel lane.

### PEDESTRIAN STREET LIGHTING

**Pedestrian Street Lighting Spacing:** Street lighting should be provided at key destinations, such as entrances. Street lighting should be provided at crosswalk locations and intersections.

### STREET TREES

**Tree Size (as defined by canopy diameter upon maturity):** Medium canopy trees (25- to 40-foot diameter) should be planted.

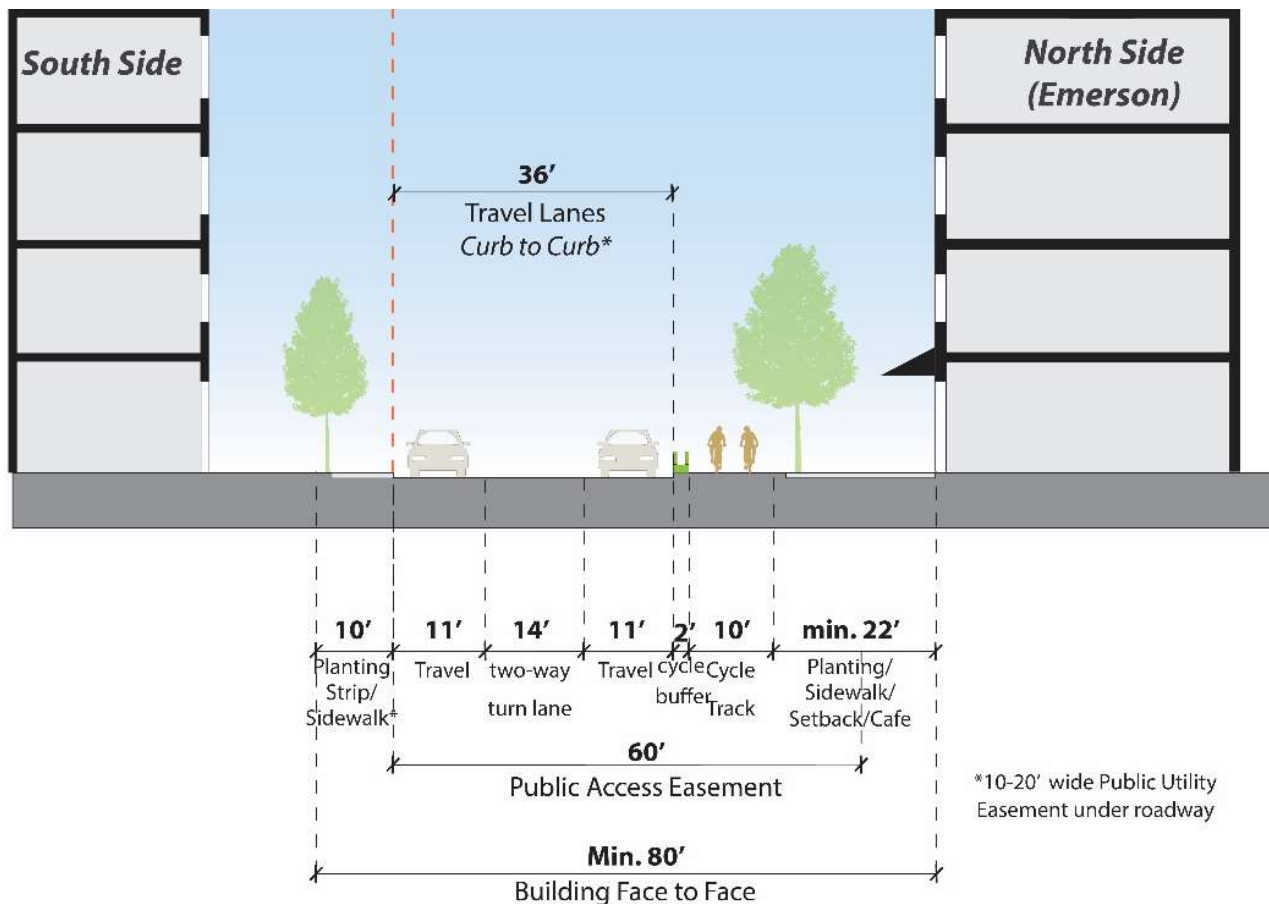
**Tree Spacing:** Cluster trees or space 15 to 20 feet apart where possible to avoid driveways and utilities.

**Planting:** Trees should be planted within planting strips between the sidewalk and roadway. Three-foot-wide planting strip minimum.

**Street Type: New Street A, East-West Connector, Pulgas to Tara**

The street section shown below is envisioned for the portion of the East-West Connector that is between Pulgas and Tara Road, a new street between Demeter Street and Tara Road with a 60-foot public access easement. These standards are meant to reflect the specific dimensions and right-of-way of this new street. The following standards should apply:

**Figure 8-15: New Street A (East-West Connector), Eastern**



**ROADWAY DESIGN**

**Street Lane Width:** 11 feet, 14 feet for center turn lane.

**Pedestrian Crossing Spacing:** Minimum of every 400 feet.



## CIRCULATION

**On-Street Parking:** On-street parking should be prohibited to provide for a 14-foot wide center median.

### PEDESTRIAN DESIGN

**Minimum Sidewalk Width:** 12 feet.

### BICYCLE DESIGN

**Facilities:** Raised cycle track with minimum 10-foot width and two-foot buffer between the cycle track and travel lane.

### PEDESTRIAN STREET LIGHTING

**Pedestrian Street Lighting Spacing:** Street lighting should be provided at key destinations, such as entrances. Street lighting should be provided at crosswalk locations and intersections.

### STREET TREES

**Tree Size (as defined by canopy diameter upon maturity):** Medium canopy trees (25- to 40-foot diameter) should be planted.

**Tree Spacing:** Cluster trees or space 15 to 20 feet apart where possible to avoid driveways and utilities.

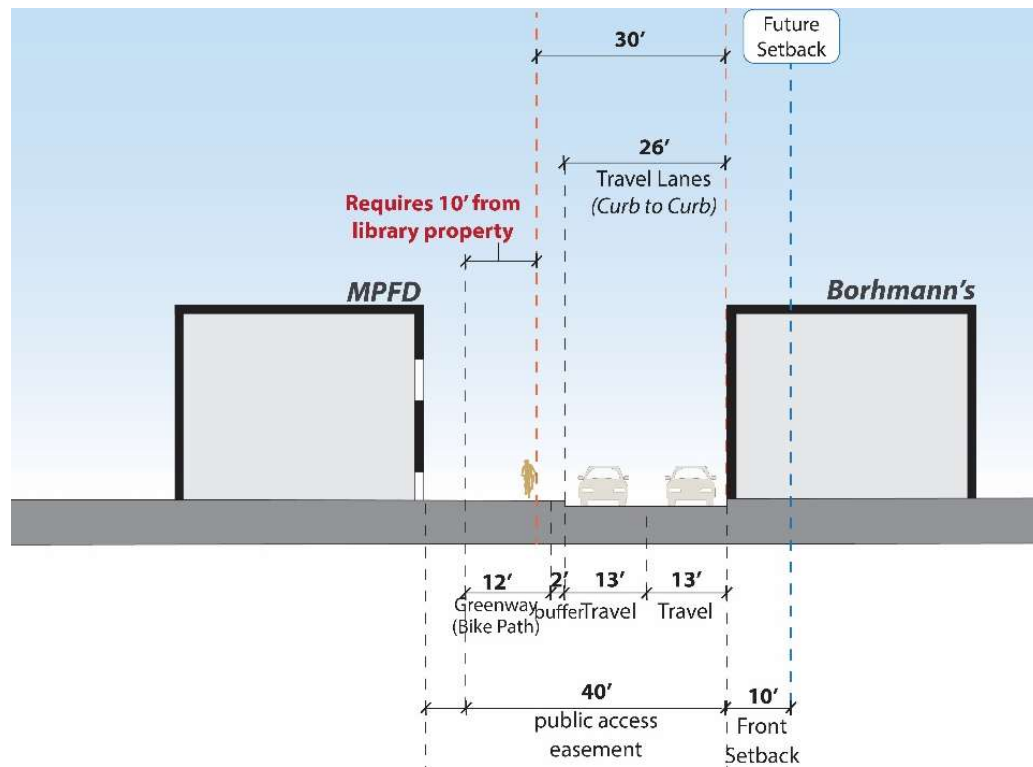
**Planting:** Trees should be planted within planting strips between the sidewalk and roadway. Three-foot-wide planting strip minimum.

*Note: New Street B is a flexible access road that will connect Bay Road to Week Road. As a flexible access road, it has no defined cross-section. However, this street shall include at least two 11' wide travel lanes and a minimum 10' wide multi-use path or greenway.*

### Street Type: New Street C, Pulgas-Tara Connector

The street section shown below is envisioned for the east-west connector between Pulgas Avenue and Tara Road south of Bay Road with a 42-foot right-of-way. These standards are meant to reflect the specific dimensions and right-of-way of Street C. The following standards should apply:

**Figure 8-16: Street C (Pulgas-Tara Connector)**



#### ROADWAY DESIGN

**Street Lane Width:** 13 feet.

**On-Street Parking:** On-street parking is not permitted.

#### PEDESTRIAN DESIGN

**Minimum Sidewalk Width:** n/a, depends on future disposition of Borhmann's. Minimum ten-foot setback desired to accommodate sidewalk.

#### BICYCLE DESIGN

CIRCULATION

**Facilities:** Raised bike path.

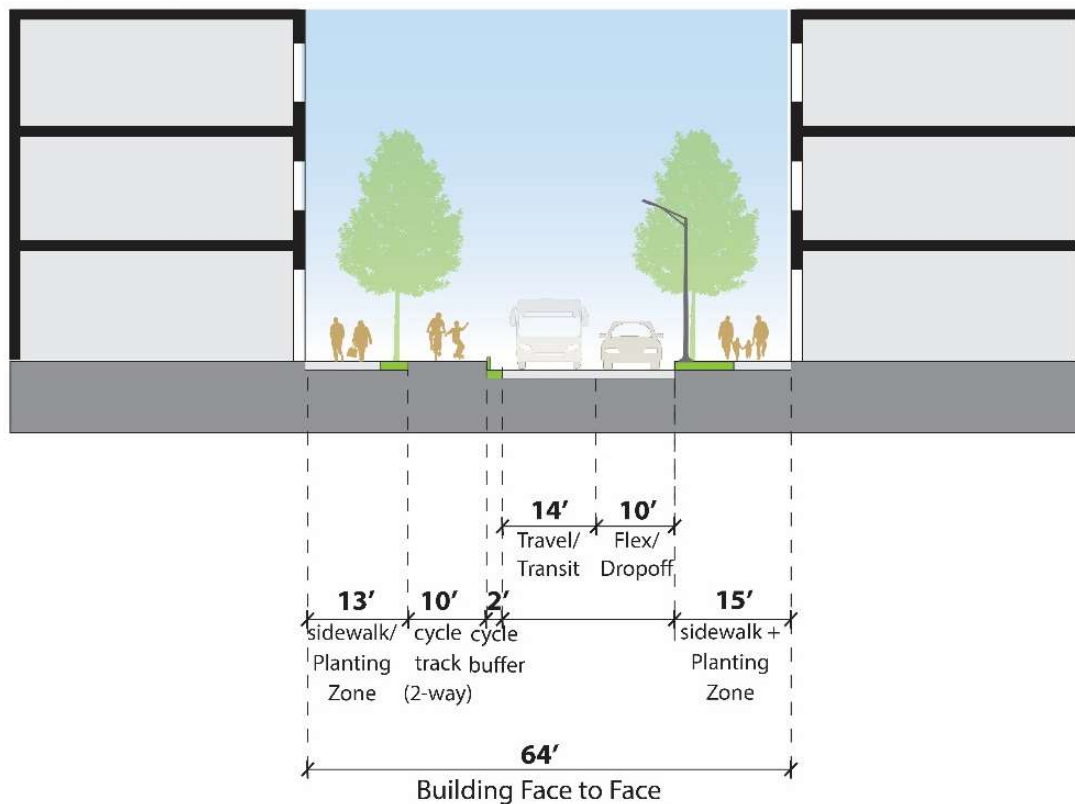
**PEDESTRIAN STREET LIGHTING**

**Pedestrian Street Lighting Spacing:** Street lighting should be provided at key destinations, such as entrances. Street lighting should be provided at crosswalk locations and intersections.

**Street Type: Transit Connector**

This street section shown in Figure 8-17 is a potential section for the connecting facility between the end of Purdue Street and Pulgas Street

**Figure 8-17: Transit Connector (New Street F)**



**ROADWAY DESIGN**

**Street Lane Width:** 14 feet if accommodating transit/shuttle vehicles.

**On-Street Parking:** On-street parking may be alternated with drop-off spaces.

### PEDESTRIAN DESIGN

**Minimum Sidewalk Width:** 10 feet.

### BICYCLE DESIGN

**Facilities:** Raised cycle track.

### PEDESTRIAN STREET LIGHTING

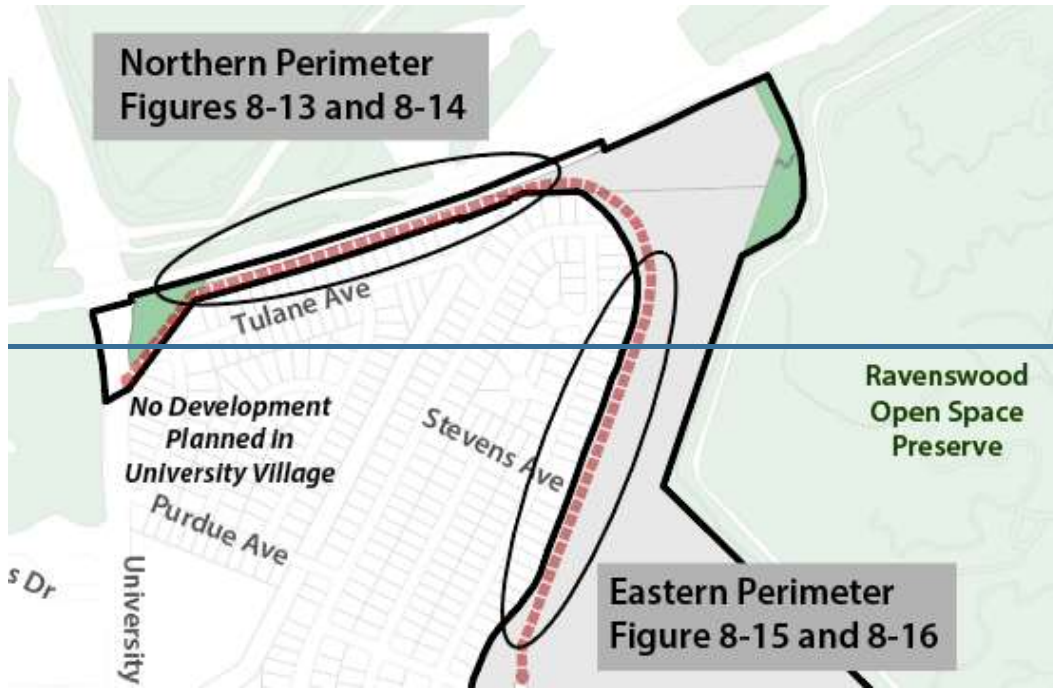
**Pedestrian Street Lighting Spacing:** Street lighting should be provided at crosswalk locations and intersections.

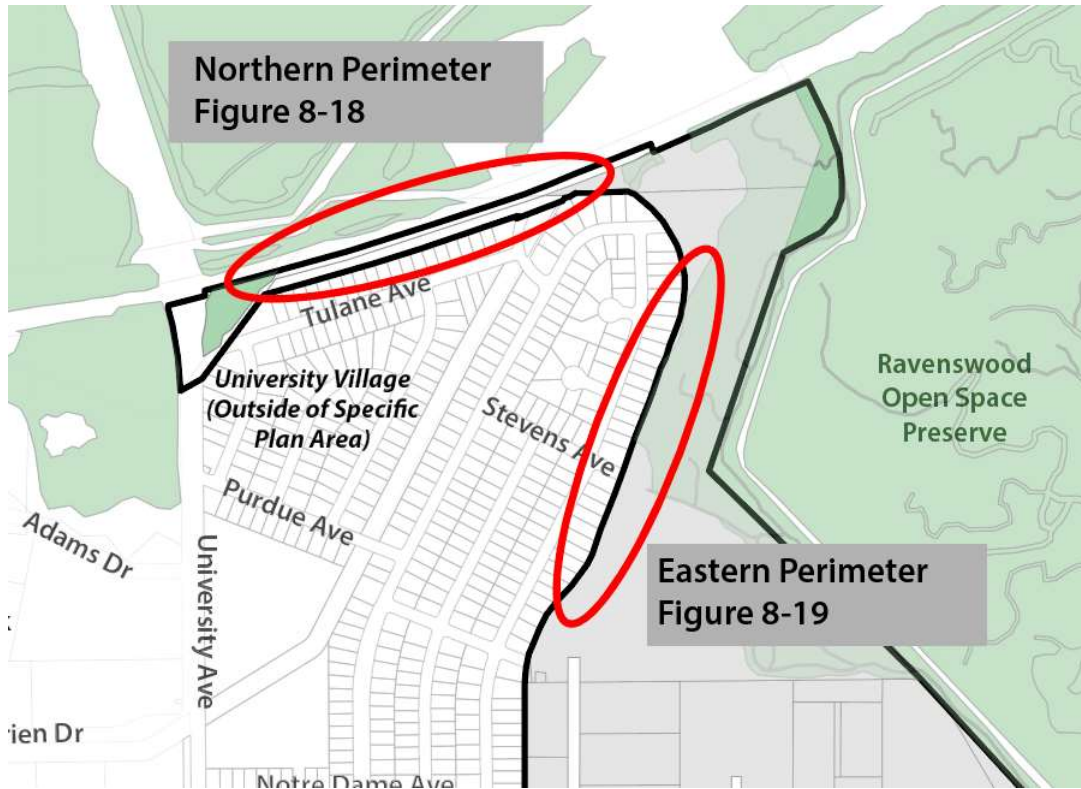
### Street Type: ~~Optional Loop Road~~ Loop Trail

The section shown in Figures 8-138 through 8-16 and 8-19 are envisioned for the future connection between University Avenue and Demeter Street around the northern perimeter of University Village. ~~There are two potential configurations: one with~~ The connection has minimal or no vehicle lanes ~~(the default section), and one with an expanded vehicular two-lane "Loop Road."~~ The Loop Road vehicle street design is intended to allow for larger buses, trucks, and employment shuttles, but still, allowing for a pedestrian and bicycle-friendly environment that respects the adjacent natural areas: ~~The feasibility of the Loop Road as a vehicular improvement is unknown at this time and requires further engineering and environmental analysis.~~

### Key to Loop ~~Road~~ Trail Figures:

CIRCULATION





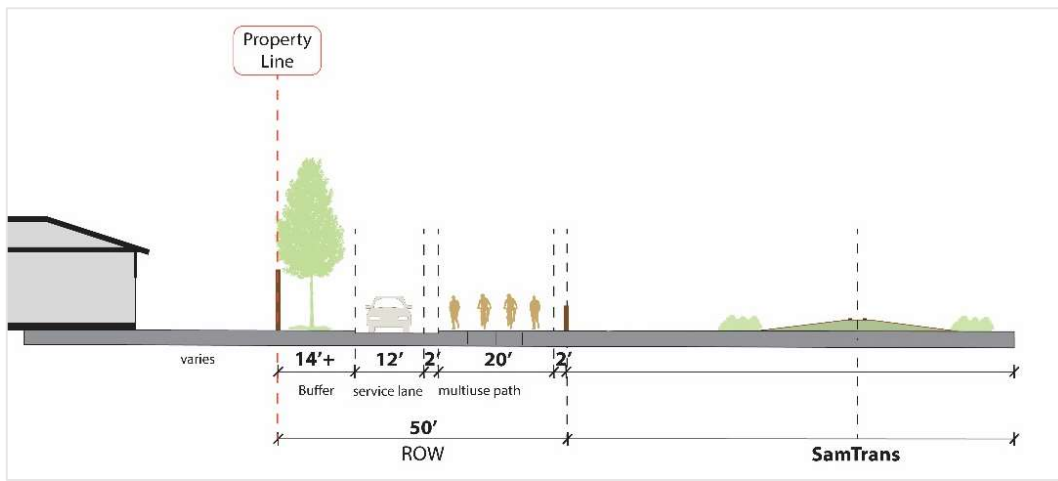


CIRCULATION

**Northern Perimeter**

Figure 8-18 shows the current condition of the Loop Trail that has only a shared multiuse trail for bicycles/pedestrians and the currently existing service lane with access to SFPUC.

**Figure 8-18: Loop Trail, Northern Perimeter**



**Eastern Perimeter**

Figure 8-19 is envisioned for shows a Loop Road Trail that has only with a shared multiuse trail for bicycles/pedestrians and no travel lanes and micromobility devices. Cars, trucks, and large shuttles would not be allowed (small EV shuttles may be permitted). There is a minimum of 42' between residential properties and the levee toe.

**Figure 8-198: Loop Trail, (no travel lanes), Eastern Perimeter**

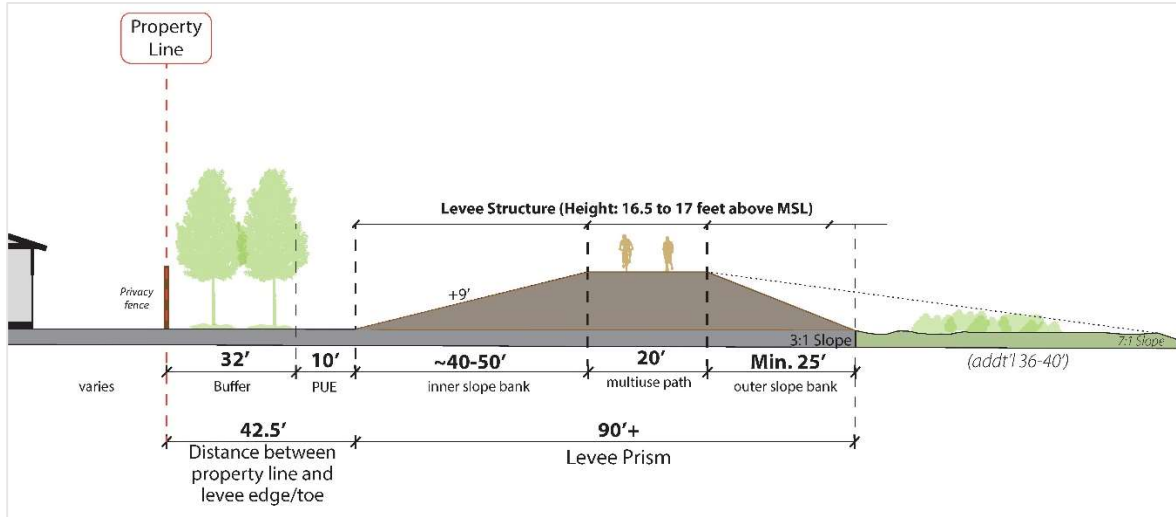
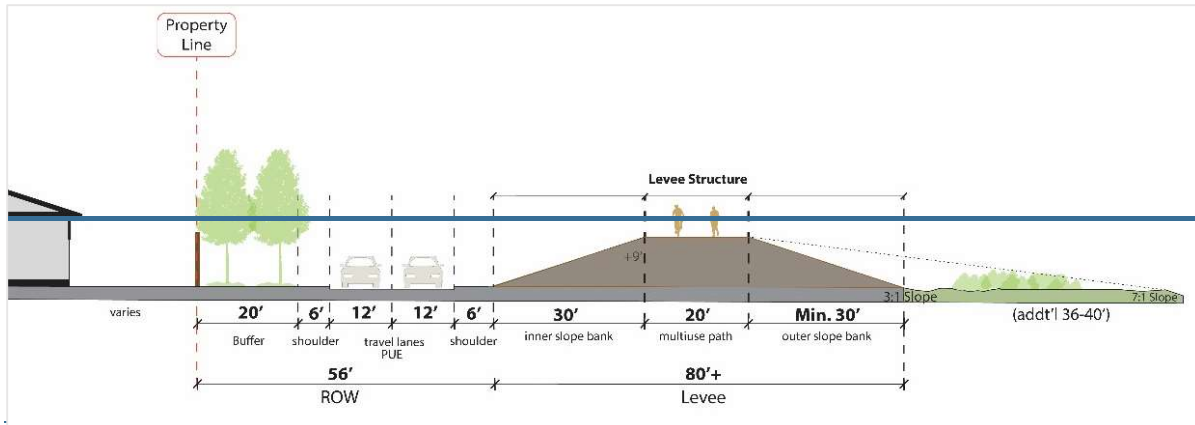


Figure 8-19 is envisioned for the Loop Road with only a shared multiuse trail for bicycles and pedestrian and no travel lanes. This is the default (or assumed) section design.

**Figure 8-19: Loop Road, Eastern Perimeter**



CIRCULATION

**Northern Perimeter**

Figure 8-20 is envisioned for a Loop Road that has only a shared multiuse trail for bicycles/pedestrians and the currently existing service lane with access to SFPUC.

**Figure 8-20: Loop Trail (current condition), Northern Perimeter**

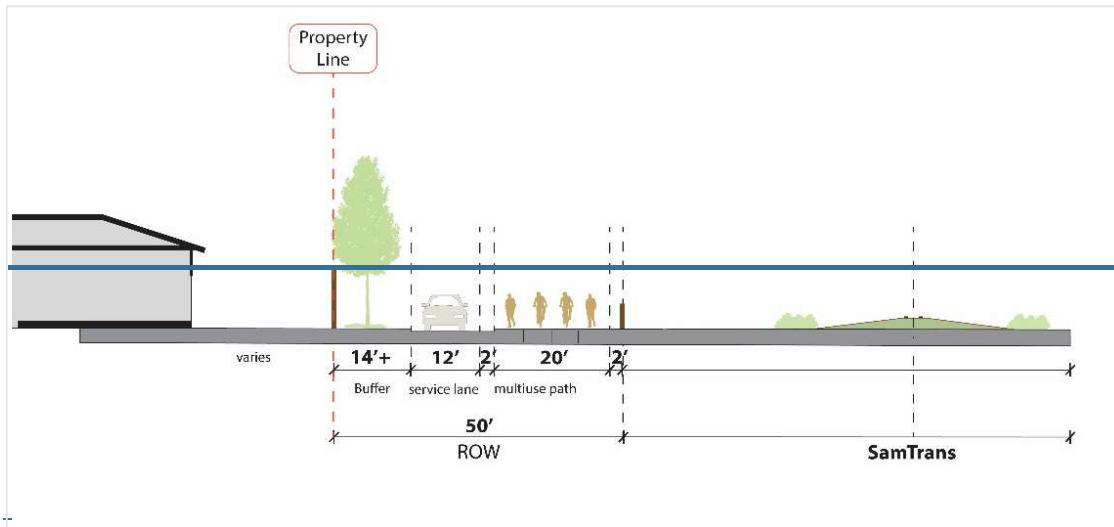
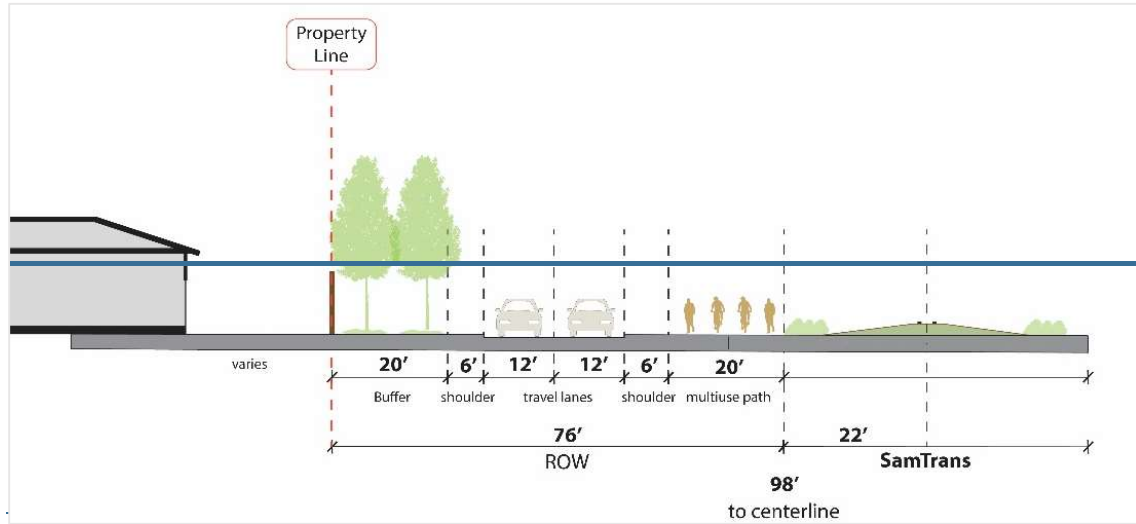


Figure 8-21 is envisioned for the Loop Road with only a shared multiuse trail for bicycles and pedestrian and two travel lanes.

**Figure 8-21: Loop Road, Northern Perimeter**

CIRCULATION



## CIRCULATION

~~If the Loop Road is built as a vehicular roadway, the following standards apply:~~

### ~~ROADWAY DESIGN~~

~~**Street Lane Width:** 12 feet (only if travel lanes are built).~~

~~**On-Street Parking:** On-street parking is not allowed on the Loop Road unless additional right-of-way is acquired.~~

### BICYCLE AND PEDESTRIAN DESIGN

**Facilities:** A 20' wide ~~M~~multi-use paths that allow pedestrian and bicycle use ~~should~~ shall be provided on ~~one side only of the Loop Road, or on~~ top of the levee where appropriate: ~~A minimum 14-foot-wide paved area with two-foot shoulders should be provided.~~

### PEDESTRIAN STREET LIGHTING

**Pedestrian Street Lighting Spacing:** Street lighting should be provided at important destinations and at pedestrian crossings. Provide minimal street lighting to satisfy safety concerns ~~for the Loop Road~~ to minimize impact on natural resources and adjacent residential uses.

**Street Lighting Height:** No greater than 16 to 20 feet.

### STREET TREES

**Location:** Trees should be planted on the southern and western sides of the street only. Trees should not be planted between the ~~Loop Road~~ levee and natural areas to the east.

**Tree Size (as defined by canopy diameter upon maturity):** -Medium canopy trees (25- to 40-foot diameter) should be planted ~~along the Loop Road~~.

**Trees Spacing:** 15 to 20 feet apart.

**Planting:** Trees should be planted within a permeable landscaped buffer separating the Loop ~~Road~~ Trail or levee from residential properties to the south or west.

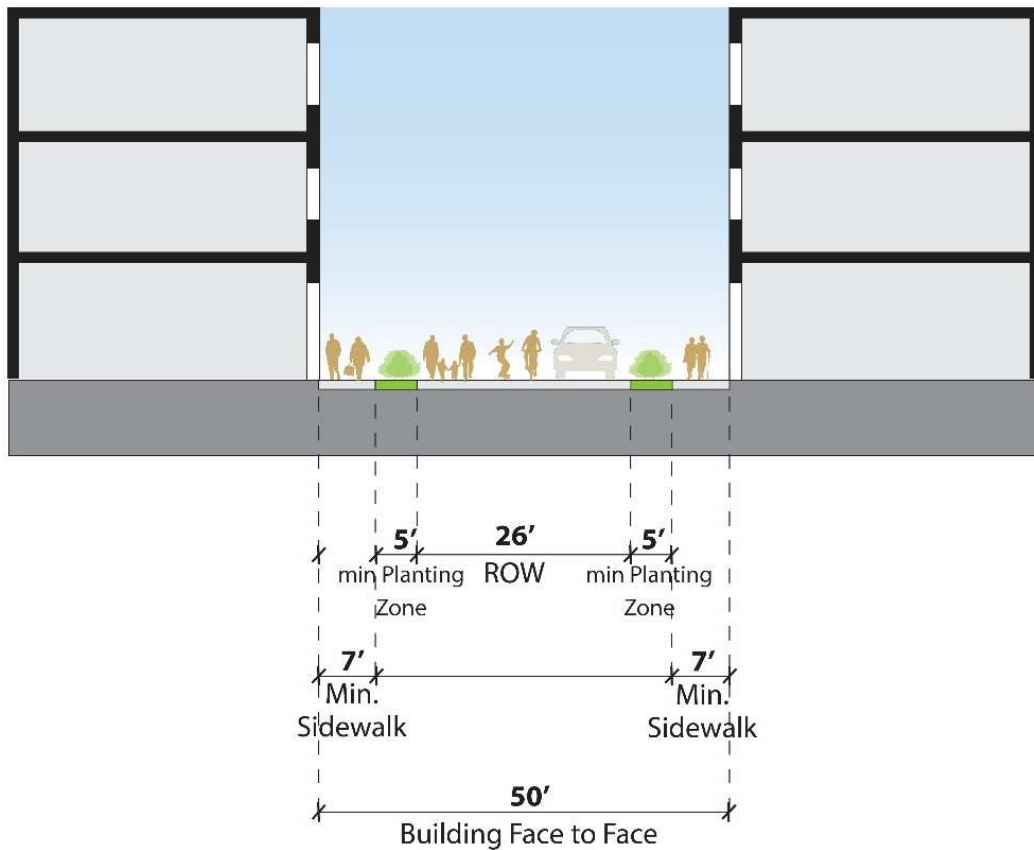
**Street Tree Type:** Trees should be native species that have been proven to thrive in similar environmental conditions, and that can tolerate exposure to salt water.

Desired locations for the Shared/Slow Street and Greenway facility types is suggested by the Flexible Connections shown on Figure 8-3. The specific alignment of internal connections with public access easements within developments will be approved as part of a Master Development Plan.

### Facility Type: Shared/Slow Street

Intended to guide the design for mobility connections where streets and pedestrian spaces/sidewalks are at the same grade, or where vehicles are otherwise designed to intermingle at slow speeds with other users.

**Figure 8-22: Slow Street, with Fire Lane**

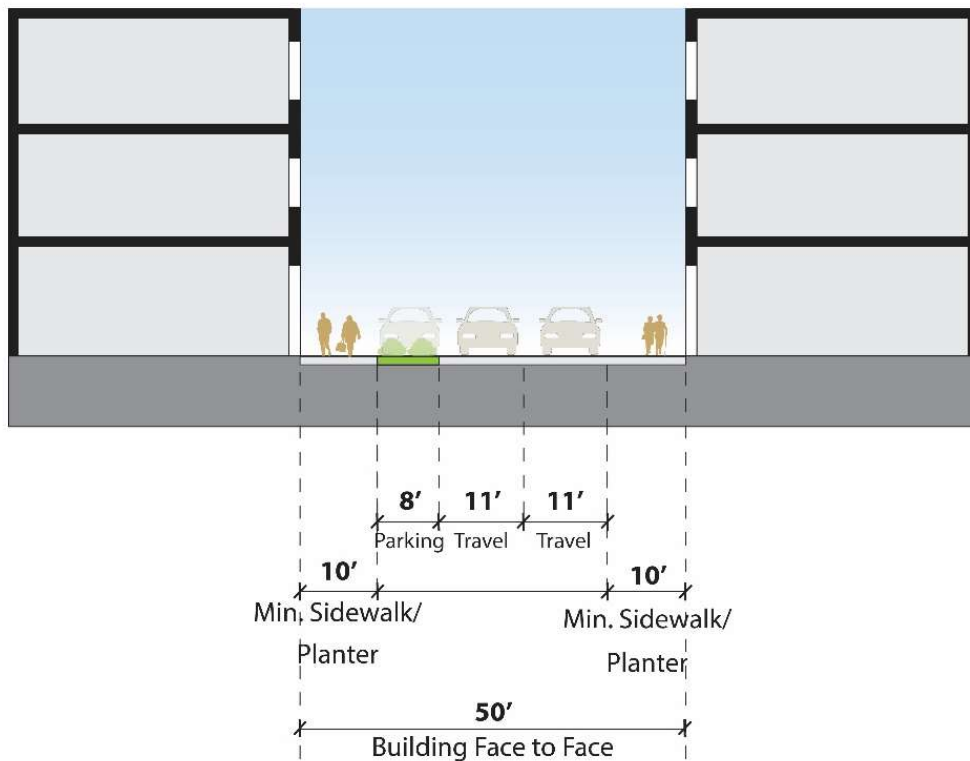




**CIRCULATION**

A minimum 26' width of clear, flat surface is necessary where required to provide firetruck access.

**Figure 8-23: Slow Street, with Parking**

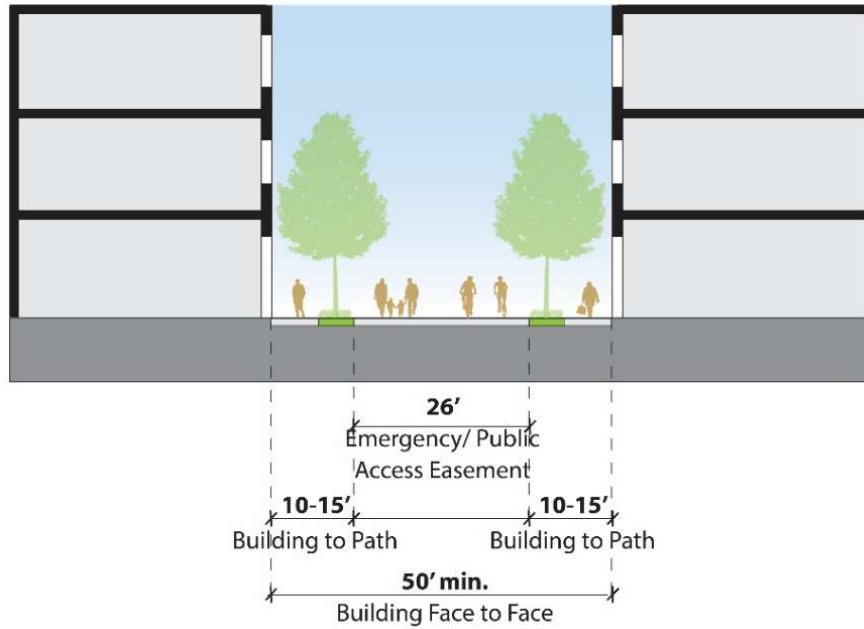


**Facility Type: Greenway with Fire Lane**

Where a greenway serves as a fire lane, a minimum 26' width of clear, flat surface is necessary where required to provide firetruck access.

CIRCULATION

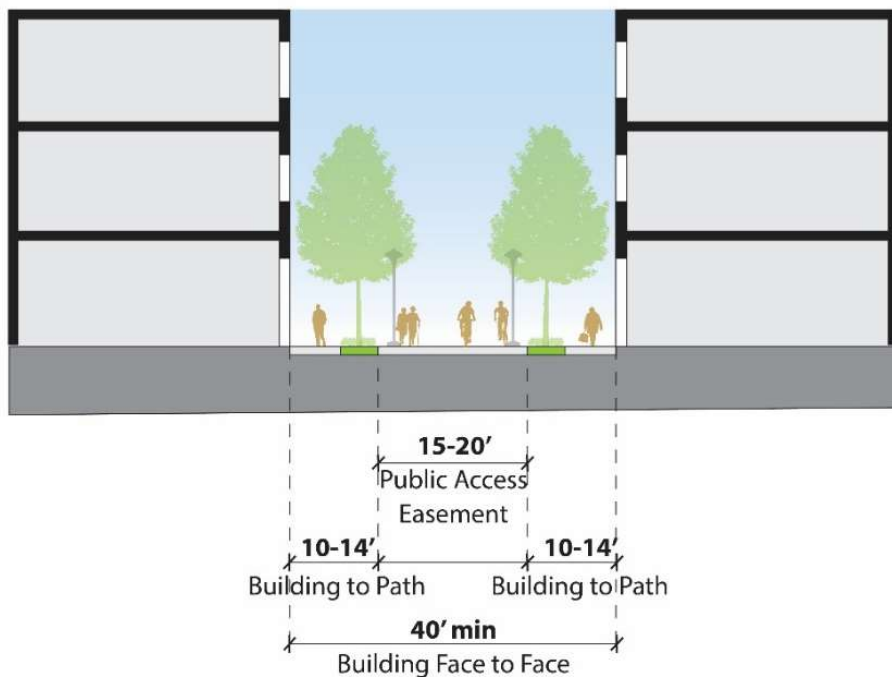
**Figure 8-24: Greenway with Fire Lane**



**Facility Type: Greenway without Fire Lane**

Without a fire lane, a greenway may be smaller, with between 15 to 20' width provided as a public access easement.

**Figure 8-25: Greenway without Fire Lane**

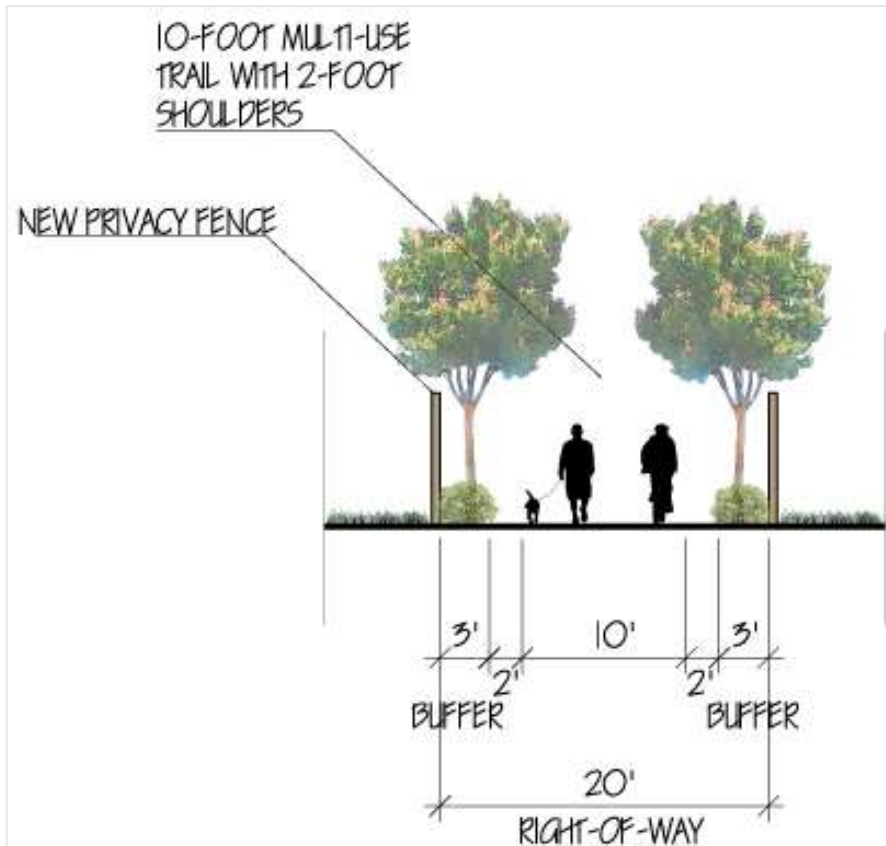


**Facility Type: UPRR/SFPUC Easement Path**

For future trails/paths located along the Union Pacific Railroad spur or the SFPUC Hetch Hetchy linear right-of-way, the following shall be the minimum dimensions:

CIRCULATION

**Figure 8-26: Minimum Easement Path**



**8.4.2 Street Right-of-Way Standards and Guidelines**

This section provides standards and guidelines for the design of all new street rights-of-way, as well as improvements to existing rights-of-way within the Specific Plan Area. The words "shall" or "must" refer to a mandatory design standard for new street rights-of-way. The words "should," "may," or "encouraged" refer to a guideline that is recommended for all new street rights-of-way and should be followed where appropriate.

## ROADWAY DESIGN GUIDELINES

- 1 Roadway width.** Lane widths should be no greater than necessary to support the street's intended speed and accommodate the anticipated through and turning movement of vehicles.
- 2 Bulbouts.** Curb extensions, or "bulbouts," at intersections are encouraged as a means of expanding the pedestrian zone where pedestrians are likely to congregate.
- 3 Refuge islands.** Pedestrian refuge islands should be incorporated into crosswalk design where a center median is present.
- 4 On-street parking.** In commercial areas, on-street parking should be striped and time enforced.
- 5 Public Utility Easements (PUEs).** Public Utility Easements (PUEs) for joint trench and other dry utilities may be required along certain project frontages (5'-10' wide). See *Chapter 9, Utilities for details*.

## PEDESTRIAN DESIGN STANDARDS

- 1 ADA Compliance.** Sidewalks shall be continuous and meet all applicable requirements of the Americans with Disabilities Act (ADA).
- 2 Minimum clearance.** A minimum 4-foot width along the sidewalk shall be entirely clear of all obstacles.

## PEDESTRIAN DESIGN GUIDELINES

- 1 Desired sidewalk widths.** Sidewalk widths should be adequate to support the level of pedestrian activity that is intended and desired.
- 2 Shortened crossings.** Consider bulbouts at major intersections instead of on-street parking to shorten the distance of pedestrian crossings. Only provide left turn lanes where absolutely necessary so that wider, more pedestrian-friendly medians can be provided.
- 3 Driveway conflicts.** Driveways and curb cuts should be minimized to limit conflicts between vehicles, pedestrians, and bicyclists. Wherever possible, driveways for adjacent uses should be consolidated.
- 4 Detached versus attached sidewalks.** Generally, attached sidewalks are suitable for Bay Road or active, retail and community-oriented frontages. Detached sidewalks are appropriate for internal circulation roads and greenways.



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- 5 Location of amenities.** Where possible, improvements such as street furniture, street lights, tree wells, and utility vaults should be located adjacent to the curb. Where space is a constraint, above ground utility boxes and equipment should be placed behind the sidewalk within a Public Utility Easement.
- 6 Quality materials.** Sidewalks should use high-quality materials and installation to ensure long use and avoid frequent replacement. Recycled and/or locally sourced paving materials should be specified wherever feasible. Pervious materials, such as special pavers or pervious concrete, are recommended where feasible.

### BICYCLE DESIGN STANDARDS

- 1 Bicycle lane width.** Class II on-street bicycle lanes shall have a minimum width of 5 feet. Four-foot-wide Class II bicycle lanes may be appropriate in cases where the adjacent parallel parking space is at least 9 feet wide to achieve a total width of at least 13 feet. The gutter and drain inlets shall not be included as part of the bicycle lane's width, except where limited by available right-of-way.

### TRANSIT DESIGN GUIDELINES

- 1 Bus stop location.** Where feasible, bus stops should be located at the far side of the intersections they serve.
- 2 Bus stop amenities.** All bus stops should provide at least one bench, along with a bus shelter, maps and wayfinding information at high-volume bus stops.
- 3 Transit signage.** All transit stops should be prominently signed, and all pertinent route and schedule information, including major connecting services, should be posted.
- 4 Bus bulbouts.** Bus bulbouts are encouraged at high-volume transit stops where on-street parallel parking exists.
- 5 Concrete pads.** Bus shelters should be constructed with concrete pads to the extent feasible in order to reduce maintenance needs and costs.

### STREET FURNISHINGS AND AMENITIES GUIDELINES

- 1 Coordination.** At an area-wide scale, street furniture should be coordinated in type, color, and material to contribute to a sense of identity in the area.
- 2 Regular furnishings.** Street furniture, including benches, trash and recycling receptacles, should be placed along the street at regular intervals to encourage pedestrian activity.

- 3 Trash and recycling.** Trash and recycling receptacles should be placed regularly at major intersections, near major building entrances, near bus stops, and adjacent to outdoor seating areas.
- 4 Wayfinding.** Wayfinding signage should be provided to direct pedestrians to nearby destinations and attractions.
- 5 Art in streetscapes and plazas.** Public art should be installed along roadways at visible locations, such as gateways, entryways to projects, and public and semi-public plazas.

#### LIGHTING GUIDELINES

- 1 Coordinated lighting.** Roadway lighting and pedestrian lighting should be designed in conjunction with one another to create a safe and attractive environment for pedestrians, bicyclists, and drivers.
- 2 Lighting emphasis.** Greater amounts of lighting should be provided in areas where there are safety concerns, at entrances to parks and plazas, at connections to the Bay Trail, and at intersections.
- 3 Pedestrian scale.** Sidewalks should be illuminated through the use of pedestrian-scaled lighting, typically 10 to 16 feet in height, in high-intensity pedestrian areas such as Bay Road.
- 4 Pedestrian lighting spacing.** Street lighting for pedestrians shall be placed approximately every 20' to 50,' depending on the section.
- 5 Dark sky.** Street lamps shall be oriented toward the ground and shall include cutoffs to minimize illumination of the night sky.

#### STREET TREE GUIDELINES

- 1 New street trees.** Street trees should be provided along all public roadways (newly constructed or reconstructed) to provide shade for pedestrians, assist in stormwater management, buffer pedestrians from traffic, and provide visual interest on the street.
- 2 Tree species selection.** Native deciduous or semi-deciduous tree species are preferred. Encourage the planting of street trees that thrive in urban conditions, meaning they do not require large amounts of water and do not have root growth patterns that disturb sidewalks. Encourage the use of root guards when planting trees. *Refer to Chapter 7 and the City's Urban Forest Master Plan for additional species recommendations.*

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- 3 Repeated species.** A small palette of species should be repeated regularly over the length of a block or throughout the Plan Area to provide visual continuity.
- 4 Mature trees.** Existing mature trees should be maintained and protected wherever possible, including by notching or stepping back buildings where trees are deemed to be of significance.
- 5 Healthy growing environment.** Street trees should be provided with the best possible growing environment, including ample soil planting depth, subsurface preparation, aeration, root protection, irrigation, and drainage.
- 6 Tree wells.** Tree wells should be used in higher-intensity areas with high levels of pedestrian activity, particularly where there is cross-traffic between on-street parking and adjoining buildings.
- 7 Tree spacing.** As a general rule, street trees should be spaced on center as follows:
  - Large canopy trees: 20 to 30 feet
  - Medium canopy trees: 15 to 20 feet
  - Small canopy trees: 12 to 15 feet

## LANDSCAPING GUIDELINES

- 1 Pedestrian landscaping.** Landscaping should contribute to the quality of the pedestrian experience by providing shade and using plant materials that are in scale with the adjacent land uses and buildings.
- 2 Planter strip dimensions.** Planting strips should be 3-foot wide minimum, and wider (5') where feasible. Throughout the Specific Plan Area, consider use of planting strips to help manage and treat stormwater.
- 3 Landscaping variety.** In order to provide added variety and visual interest, landscaping in commercial areas may include permanent above-grade planters, movable pots and planters, and hanging planters, in addition to tree wells and planting strips.
- 4 Landscape species selection.** California native and drought-tolerant species should be used where possible to minimize maintenance and water consumption.

## 8.5 Transportation Demand Management

Transportation Demand Management (TDM) consists of a combination of programs, policies, and infrastructure designed to reduce overall vehicle trips and associated parking demand. TDM seeks to provide incentives and options for the Specific Plan Area residents and employees to choose alternative modes such as walking, bicycling, transit, or ridesharing. The City of East Palo Alto's Transportation Demand Management (TDM) Ordinance, adopted in 2021, sets forth a daily trip reduction goal of 40 percent for new nonresidential developments greater than 10,000 square feet and new residential developments with 10 or more units.

### 8.5.1 General TDM Requirements

#### STANDARDS

- 1 Trip Reduction Requirement.** Per the ~~City's~~City's TDM Ordinance, the daily trips generated by new developments in the Plan Area are required to be 40 percent below trip estimates ~~developed~~ based on rates published in the Institute of Transportation Engineers (ITE) Trip Generation Manual, 11th Edition. The City's Ordinance (and the required trip reduction percentage) is subject to change at Council discretion/approval - refer to the TDM Implementation Guidelines for the trip reduction percentage in effect at the time of entitlement. Compliance with the TDM Ordinance requirements (in effect at the time of entitlement) will be a Condition of Approval.
- 2 Trip Cap Methodology.** At time of entitlement, for each project that is subject to the TDM Ordinance, the Conditions of Approval will include a table with the project's trip cap representing the project's future obligation to reduce trips (below ITE rates). All vehicle trips will be included in the trip count for each new non-residential development within the Plan Area.
- 3 Project TDM Plan.** Each new non-residential project shall develop an individual TDM plan to reach the trip reduction goal required by City Ordinance including trip/driveway count targets.
- 24 Combined Averaged Office and R&D Trip Rates.** The same average daily trip rate of 10.96 vehicle trips/1,000 square feet will be assumed for all uses in this these two employment categories, since the Plan allows for flexibility in the mix of general office space, ~~research and development~~ R&D space, and life science space, and because these uses have similar vehicle trip characteristics. This

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average trip rate supercedessupersedes the TDM Ordinance standards in the Plan Area.

~~3~~ **TDM Plan.** ~~Each new non-residential project shall develop an individual TDM plan, individual trip/driveway count requirements, and an individual project-specific 40% reduction goal~~ **Trip Cap Methodology (All Trips).** The TDM Implementation Guidelines will contain a table with the trip cap breakdown, which will be updated annually as building permits are obtained. The trip cap will be based on the daily trip estimates developed in the Specific Plan SEIR. Since ITE trip rates include all vehicle trips, including delivery truck trips, visitor traffic, pass-by trips, and internal captured trips made by automobile, all vehicle trips will be included in the established trip cap for specific non-residential properties within the Plan Area with entitlement mitigation and approval conditions tied to trip reduction and Transportation TDM plan

~~45~~ **Site Design Elements.** All new non-residential and commercial developments in the Plan Area will be required to **must** include certain site design elements that supportsupporting alternative transportation modes:

- a. For non-residential developments, these include providing bike parking, showers, and lockers, preferential carpool/vanpool parking, drop-off areas near front doors, multimodal wayfinding, and lighted pedestrian paths connecting to sidewalks and throughout the development.
- b. For residential developments, these include providing bike parking, multimodal wayfinding, lighted pedestrian paths connecting to sidewalks and throughout the development, and package drop-off rooms.
- c. The TMA may develop a master matrix of all site design elements installed at specific member properties and throughout the Plan Area.

### 8.5.2 TMA Requirements

In order to meet the trip cap, a Transportation Management Association (TMA) will be established for the RBD/4 Corners Specific Plan Area. The TMA will be responsible for providing a comprehensive array of commuter resources and measures for the Plan Area, monitoring trips, and collecting fees and penalties.

## STANDARDS

- 1 Establishment of TMA.** Property owners pursuing development proposals within the Plan Area will establish a TMA for the Plan Area to achieve the trip reduction goals set by the TDM Ordinance. The TMA may be funded through annual member fees, privately funded, or another mechanism. The formation documents necessary to establish the TMA under applicable laws and regulations must be completed and approved by the City Council before the first Occupancy Permit is issued for new project construction in the Plan Area subject to the TDM Ordinance.
- 12 Membership in TMA.** Membership in the TMA is mandatory for all new non-residential developments in the Plan Area. Other property owners, businesses, and residents in the Area who do not have vehicle trip reduction obligations may join the TMA voluntarily.
- ~~**2 Establishment of TMA.** Property owners pursuing development proposals within the Plan Area will establish a TMA for the Plan Area to achieve the trip reduction goals set by the TDM Ordinance. The TMA may be funded through annual member fees, privately funded, or funded through another mechanism. The formation documents necessary to establish the TMA under applicable laws and regulations must be completed and approved by the City Council prior to before the first Building Occupancy Permit issuance for new major project construction in the Plan Area subject to the TDM Ordinance.~~
- 3 TMA Operations.** The TMA operations for the Plan Area will commence once aggregate occupancy reaches 1 million square feet of specific projects subject to the trip reduction requirements.
  - a. The individual property owner(s) that actually fund the preparation and completion of the formation documents shall receive a credit/reimbursement for all costs associated therewith via the City's Transportation Impact Fee.
  - a.b. The TMA (and its members) shall meet on a regular basis, at least three times per year.
- 34 Compliance TMA Operational Plan.** No more than two years after formation, the TMA will develop a TDM Compliance Operational Plan for the Plan Area that includes mode-share goals and planned TDM programs, which, when implemented, will meet the required trip cap reductions. The mode-share goals and TDM program requirements may differ by site based on the size and use of each property.



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- a. ~~Once the TMA is formed, E~~each new non-residential development in the Plan Area will be required to sign on to the TMA's Operational Operations Plan. ~~Existing developmentdevelopments or developments approved prior tobefore the TDM Ordinance would not be required to comply with the TDM plan if they have fewer than 100 employees.~~

**45 Information and Marketing.** The TMA shall provide information and marketing to residents and/or employees in the Plan Area to build awareness of TDM programs, amenities (e.g., bike lockers and showers) and incentives. Information on transportation options and/or links to appropriate websites, apps and other resources (e.g., Commute.org and 511 phone and web sources) must be:

- o Provided to all prospective residents and employees
- o Included in resident and employee orientation materials
- o Posted in prominent locations within buildings (e.g., elevators, shared common spaces) and online (e.g., on tenant portals)

**5 TDM Coordinator. Training and Support.** The ~~TDM Compliance~~TMA Operational Plan ~~mustwill~~ identify ~~an individual or job classification that will serve as each property'smember property's~~ TDM coordinator and if this will be a full or part-time position. ~~The TDM Compliance Plan must describe~~Member properties will provide the TMA with a description of the TDM coordinator's duties and responsibilities of the TDM coordinator. Typical roles of TDM and the TMA will provide commuter program training and marketing support to coordinators. The TMA will support TDM coordinators within the Plan Area.

**8.5.3** ~~Specific Required TDM Elements~~

~~The TMA will determine the full suite of TDM programs and policies, which when implemented, will satisfy the 40 percent reduction requirement. At a minimum, the TMA will be required to implement the following TDM measures:~~

**1 Information and Marketing.** The TMA shall provide information and marketing to residents and/or employees in the Plan Area to build awareness of TDM programs, amenities (e.g., bike lockers and showers) and incentives. Information on transportation options and/or links to appropriate websites, apps and other resources (e.g., Commute.org and 511 phone and web sources) must be:

- o ~~Provided to all prospective residents and employees~~

- Inluded in resident and employee orientation materials
- Posted in prominent locations within buildings (e.g., elevators, shared common spaces) and online (e.g., on tenant portals)

**2—TDM Coordinator.** The TDM Compliance Plan must identify an individual or job classification that will serve as each property's TDM coordinator and if this will be a full or part-time position. The TDM Compliance Plan must describe the duties and responsibilities of the TDM coordinator. Typical roles of TDM coordinators include:

- Providing information about transit options and passes
- Marketing TDM programs, including distribution of orientation materials for new residents/employees
- Distributing transportation news and commuter alerts
- Assisting with rideshare matching
- Managing travel surveys to track trends and develop new commute programs
- Coordinating services with partners and transit providers

**3—Site Design Elements.** All new developments in the Plan Area will be required to include certain site design elements that support alternative modes. For non-residential developments, these include providing bike parking, showers and lockers, preferential carpool/vanpool parking, drop-off areas for shuttles and rideshare near front doors, multimodal wayfinding, and lighted pedestrian paths connecting to sidewalks and throughout the development. For residential developments, these include providing bike parking, multimodal wayfinding, lighted pedestrian paths connecting to sidewalks and throughout the development, and package drop-off rooms:

#### **8.5.4—Shuttle Program Standards**

**1—Shuttle Program.** If the TMA is required (or otherwise decides on its own) to fund and operate a shuttle program for the purposes of reducing trips in the Plan Area, the following standards shall apply:

- a. The shuttle shall not be limited to the employees and residents of the Plan Area and shall be free and open to the public:
  - Individual property owners or developers in the Plan Area who provide separate privately-run shuttle programs are not exempt from any future shared/public shuttle program implemented by the TMA or City Council as a condition of TDM Compliance.

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- ~~c.—To the maximum extent feasible, the TMA shall design and run the long-haul shuttle service to actively promote counter-direction ridership (e.g. outbound trips in the morning and inbound trips in the afternoon/evening). The TMA shuttle program can be incrementally expanded with services provided in conjunction with other developments in the area like the Willow Village development or other TMAs:~~
- ~~d.—To the extent possible, the RBD TMA shall collaborate with Willow Village in the administration and delivery of TDM measures such as shuttle services.~~
- ~~d.—The shuttle program will qualify for trip credits based on its ability to reduce “external” trips, i.e. trips of East Palo Alto employees and residents living outside the Plan Area for both peak-direction and counter-direction ridership.~~

—~~Optional TDM Elements~~

- ~~The following is a partial list of optional TDM elements that can be adopted on a parcel specific or area-wide basis to supplement the required elements listed above and/or to augment efforts if a project is unable to meet its trip reduction goal. The TMA may implement or require property owners to implement these and other elements as part of the TDM Compliance Plan.~~

—~~**Micromobility Systems**~~

- ~~Micromobility systems include bicycles, scooters, electric-assist bicycles, electric scooters (e-scooters), and other small, lightweight, wheeled conveyances. This transportation option encourages the use of alternative modes for short trips and promotes active transportation associated with community health benefits. Although specific parcels may provide micromobility devices for the exclusive use of their employees and/or residents, deployment of a shared fleet of devices could be provided by the TMA or a regional service provider.~~

—~~**Car Sharing**~~

- ~~Car sharing programs allow people to have on-demand access to a shared fleet of vehicles as an alternative to car ownership. Property owners can provide parking spaces for car-share operators and/or the TMA can provide memberships for residents and employees.~~

—~~**Transit Pass Subsidies**~~

—The TMA can provide partially or fully subsidized transit passes to employees and residents in the Plan Area.

—**Transit Amenities**

—Property owners can provide screens that display real-time transit and shuttle information on site and/or the TMA can provide enhanced bus/shuttle stop amenities in coordination with SamTrans.

—**Bicycle Repair Shop/Bikeshare**

—Property owners can incorporate bicycle-serving facilities into the design of their projects, which makes multimodal commuting easier and more dependable.

—**Bike Buddy Programs**

—A “Bike Buddy” program pairs a beginning or novice bicyclist with an experienced rider who already knows safe routes and riding techniques.

—**On-Site Amenities and Services**

—Mixed-use buildings can offer on-site amenities such as a café, ATM machine, post office, dry cleaning, pharmacy, as well as other types of retail services to reduce the need for vehicle trips for meeting day-to-day needs. Reducing the need to drive for these types of trips makes using alternative modes of transportation for commuter purposes more feasible.

—**Rideshare Matching Programs**

—The TMA can offer carpool / vanpool matching services, subsidies, and priority accommodation to all employees and residents. Individual property owners or developers in the Plan Area may not implement a separate privately run rideshare matching program.

—**Compressed Work Schedules/Remote Work**

—Employers can offer compressed work schedules, for example 10 hours per day for 4 days each week, and/or allow employees to work from home on certain days thereby reducing vehicles trips to worksites.

—**Guaranteed Ride Home (GRH)**

**6** The TMA will provide information to Plan Area employees and residents about the free guaranteed ride home services provided by Commute.org. Commuters who carpool, vanpool, take transit, shuttle, bike, or walk to work or to a participating college in San Mateo County are eligible to participate. This service provides free rides home in case of personal emergencies or unexpected late workdays that

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~~cause them to miss a customary transit ride or carpool seat. The TMA could be asked to provide this service as a trip reduction strategy if Commute.org discontinues the GRH Program.~~

### 8.5.58.5.3 Additional TDM Implementation Guidance

#### TDM Compliance and Monitoring

- 1 Annual Monitoring.** ~~The New~~ development projects in the Plan Area with TDM ~~Plan is~~Plans are subject to annual monitoring as ~~set forth~~outlined in City's TDM Ordinance to ensure compliance. The TMA may petition the Council for a legislative act to ease this monitoring requirement if the Plan Area overall is ~~compliant~~complies with the required trip reductions for at least two years in a row.
- 2 Driveway Counters.** ~~Monitoring Technology.~~ ~~New development~~New developments shall build driveway counting technology into their sites for all vehicular access points unless the City Engineer approves an exception.
- 3 Required Driveway Counts.** Using the installed driveway counters, the City of East Palo Alto will conduct ~~the~~driveway counts at individual properties with trip reduction requirements. The TMA, or specific member properties, will fund the counts. The City will provide collected trip count data to specific properties for review. A summary table of trips will be created, producing both an individual and district-wide trip count for all members of the ~~entire~~Plan Area: with trip reduction requirements. If spillover parking is observed, off-site counts will be required to quantify trips not using project driveways. Standard practices for driveway counts will include:
  - a. Driveway counts will be conducted for five weekdays (Monday through Friday) and averaged to obtain Average Daily Traffic (ADT).
  - b. Counts will include pick-up and drop-off trips by Transportation Network Companies (TNCs), to be divided in half.
  - c. Parking on properties in the Plan Area to access the shoreline will be monitored. Vehicle trips associated with public ~~use of the~~shoreline use will be subtracted from the driveway counts.
  - d. The method of data collection at site driveways, including schematics of camera locations if applicable, will be outlined in the ~~TDM Compliance Plan~~TMA Operational Plan and City's methodology plan before execution of data collection.
- 4 Non-Compliance Plan Penalties.** Per the TDM ~~o~~Ordinance, the TMA ~~is~~specific member properties that are subject to non-compliance penalties based on the level of deficiency or non-compliance ~~for the Plan Area.~~. The allocation of penalty



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and program cost responsibility for properties will be set in established by the TDM Compliance Plan City. The financial allocations of penalty and program costs may be adjusted in the future (the exact penalties for various land uses are not established by this Specific Plan and will be determined by the City Council - refer to the TDM Implementation Guidelines for penalty amounts).

**5 Credits for Trip Reduction Programs.** For consideration by the City of East Palo Alto, the TMA may at any time propose to earn trip reduction/cap credits for "external" programs funded in full or in part by the TMA, such as Dumbarton BRT, the last-mile shuttle program, long-haul commuter bus program, a citywide school bus program, pedestrian and bike network de-stressing improvements, and other multimodal mobility improvements.

**6 Parking Supply Review.** The TMA Specific properties will also monitor on-site vehicle and bike parking usage and review the supply periodically (every few years) to determine when parking policies should be changed to reflect evolving development conditions. The TMA may petition the City Council to modify the appropriate vehicle and bike parking standards contained in the Specific Plan as appropriate.

~~1. **Annual Monitoring.** The TDM Plan is subject to annual monitoring as set forth in City's TDM ordinance to ensure compliance with the TDM trip cap. The TMA may petition Council for a legislative act to ease this requirement if the Plan Area is compliant with the trip cap for multiple years in a row:~~

~~1. **Monitoring Technology.** New development shall build driveway counting technology into their sites for all vehicular access points, unless the City Engineer approves an exception:~~

~~1. **Required Driveway Counts.** The City of East Palo Alto will conduct the driveway counts at individual properties (non-residential as well as residential), while the TMA will fund the counts. A summation table of trips will be created, producing a single trip metric for the entire Plan Area. spillover parking is observed, off-site counts will be required to quantify trips not using project driveways. Standard practices for driveway counts will include:~~

~~o Driveway counts will be conducted for five weekdays (Monday through Friday) and averaged to obtain Average Daily Traffic (ADT):~~

- Counts will include pick-up and drop-off trips by Transportation Network Companies (TNCs).
  - Parking on properties in the Plan Area to access the shoreline will be monitored. Vehicle trips associated with public use of the shoreline will be subtracted from the driveway counts.
  - The method of data collection at site driveways, including schematics of camera locations if applicable, will be outlined in the TDM Compliance Plan.
2. **Parking Supply Review.** The TMA will also monitor vehicle and bike parking needs and review the supply periodically (every few years) to determine when parking standards should be changed to adapt to evolving development conditions. The TMA may petition the City Council to modify the vehicle and bike parking standards as appropriate.

### **Noncompliance & Mitigation**

0. **Compliance Plan Penalties.** Per the TDM ordinance, the TMA is subject to non-compliance penalties based on the level of deficiency or non-compliance for the Plan Area. The allocation of penalty and program cost responsibility between properties will be set in the TDM Compliance Plan. The financial allocations may be adjusted in the future provided the trip reduction objective is met.
1. **Overall Non-Compliance.** The City's TDM ordinance does not impose a penalty fee on residential properties that do not meet the 40 percent trip reduction goal. However, because the Plan Area will be subject to a trip cap based on trips generated by all uses, including residential, all developments must be incentivized appropriately to ensure the overall success of the TDM Plan. Thus, the City will assess a non-compliance penalty to the TMA based on the Plan Area trip cap and the actual vehicle trips determined through monitoring less any applicable trip credits based on the per trip penalty fee established in the City's TDM ordinance. The TMA will allocate the penalty and collect fees from tenants/landowners according to the formula set forth in the TDM Compliance Plan. The per trip penalty fees imposed on residential uses may be lower than for non-residential uses but should be sufficient to ensure that all TMA members are motivated to achieve the trip cap.
1. **Remedy for Failing to Meet Trip Cap.** Should the Plan Area as a whole fail to meet the 40 percent daily trip reduction target for any four consecutive years following the formation of the TMA, the City Council may, at its discretion, require that the

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~~TMA implement or provide funding for additional District or Citywide TDM measures (TDM penalty fees may be used for this purpose, if available), such as those listed above, or other innovative measures to ensure that the Area meets the City's TDM requirements:~~

- ~~a. One possible TDM measure that could be required is a Single Occupancy Vehicle (SOV) Feebate Program at employers with 100 or more employees. An SOV feebate is a daily fee imposed on employees driving alone to and from work to encourage alternative transportation modes. The funds generated by the SOV fees would be rebated to non-SOV commuters, resulting in a revenue-neutral program. See <https://www.cityofepa.org/publicworks/page/transportation-demand-management-tdm> for additional information.~~
- ~~a. Additional measures that could be implemented to ensure that the RSP Area meets the City's TDM requirements include metering on-street parking, establishing permit parking, community benefit measures like a citywide school bus program, transit system improvements like the Dumbarton rail or a bus lane on University Avenue, bus stop upgrades or bicycle facility improvements in the City, a University Avenue toll or Area pricing program, emerging mobility technology and/or other measures designed to reduce vehicle trips generated by other East Palo Alto residents and/or workers outside the Plan Area.~~

### **Trip Credits**

- ~~1. **Credits for Reduction Programs.** For consideration by the City of East Palo Alto, the TMA may at any time propose to earn trip cap credits for "external" programs funded in full or in part by the TMA such as Dumbarton BRT, the shuttle bus program, a citywide school bus program, pedestrian and bike network de-stressing improvements, and other multimodal mobility improvements. Trip credits for non-TMA use of TMA-sponsored shuttles may be earned if the TMA actively promotes counter direction ridership (i.e. outbound trips in the morning and inbound trips in the evening by East Palo Alto residents living outside the Plan Area) and if counter direction routes stop at high-demand locations. East Palo Alto also encourages equity-increasing programs like providing discounted transit passes for qualifying low-income individuals and may consider granting extra credits for such programs.~~

~~Credits will be determined by the City Council based on the impact of the program, both from projected benefits as well as through data collection.~~

- ~~1. **Maximum Credit.** A maximum of 50 percent of the required trip reductions may come from trip credits for external programs with the remaining trip reductions achieved by reductions in vehicle trips by Plan area employees and residents.~~

## 8.6 Parking

This section describes the parking policies that will ensure that new development in the Plan Area provides an adequate, but not excessive, amount of parking. Too much parking can incentivize driving and create traffic congestion. Therefore, it is necessary to provide the right amount of parking and ensure that it is managed to maximize its use. TDM strategies must be coordinated and work synergistically with parking management to achieve Single Occupant Vehicle (SOV) trip reduction and provide robust mobility options.

### 8.6.1 Vehicle Parking Maximums

Building too much parking limits land available for other uses, impacts walkability, while increasing traffic congestion, vehicle miles traveled, and transportation costs. Eliminating parking minimums does not mean new parking is prohibited. Instead, it offers flexibility to right-size parking supply to meet the needs of individual projects and their prospective tenants.

Parking maximums specify the maximum number of off-street parking spaces permitted by land use, ensuring that parking is not overbuilt. Reduced parking demand is easier to achieve when phased in over time, as a greater mix of uses develops, multimodal projects are built, and TDM efforts ramp up. ~~Therefore, the earlier projects would be allowed to build more parking up front through a tiered approach to maximums as shown in Table 8-3.~~

**Table 8-3: Off-Street Maximum Vehicle Parking Standards for New Development**

Land Use (per 1,000 s.f.)	Parking Maximums At Plan Adoption Mid-Term
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<u>Office</u>	<u>3.0</u> <u>2.7</u>
<u>R&amp;D</u>	<u>2.5 (up to 3.0 allowed if shared with residential and/or retail)3.0</u>
<u>Small Retail &lt;5,000 s.f.</u>	<u>4.0</u>
<u>Large Retail &gt;5,000 s.f.</u>	<u>3.5</u>
<u>Industrial</u>	<u>1.0</u>
<u>Residential</u>	<u>1.0 per 1 bedroom, 1.5 per 2 bedrooms, 2.0 per 3 bedrooms</u>
<u>All Other Uses</u>	<u>As determined by the Director</u>

**STANDARDS**

**1 Maximum Parking Ratios.** All new developments shall adhere to the maximum parking requirements in Table 8-3.





**2 Adjustments to Maximums.** The TMA shall monitor parking needs and review the supply periodically to determine when parking maximum standards should be changed to adapt to evolving development conditions. The TMA may petition the City Council to modify the parking maximums.

**3 Exceptions to Maximums.** Specific projects may propose to exceed the parking maximums, at the discretion of the Director. Such cases would require exceptions to the Specific Plan and. Exceptions would only be granted if the project still demonstrates that it could achieve the required TDM trip reductions and that the additional parking can be accommodated per the design standards.

~~**Maximum parking ratios. All new development shall adhere to the maximum parking requirements in Table 8-3. Mid-term parking maximums would be triggered after 50 percent buildout of the Plan Area (percent constructed of the Maximum Development Capacity).**~~

~~**1 Adjustments to maximums.** The TMA shall monitor parking needs and review the supply periodically to determine when parking maximum standards should be changed to adapt to evolving development conditions. The TMA may petition the City Council to modify the parking maximums as appropriate.~~

~~**1 Exceptions to maximums.** Specific projects may propose to exceed the parking maximums, at the discretion of the Director. Such cases would require exceptions to the Specific Plan and would only be granted if the project still could achieve the required TDM trip reductions and provided that the additional parking can be accommodated per the design standards.~~

## **8.6.58.6.2 Off-Street Parking Management Strategies**

### **STANDARDS**

**1 Tandem Parking.** Tandem parking allows two cars to park one behind the other. It can sometimes provide for a more efficient parking layout. Tandem parking is allowed within the Plan Area for

single family residential developments or for developments that have a valet parking program.

- 2 Mechanized Parking Dimensions.** Mechanized systems shall be required to meet typical compact parking stall dimension standards, including accommodating vehicle heights of up to 6'10". Exceptions may be considered on a project-by-project basis.
- 3 Mechanized Parking Study.** For projects proposing significant mechanized parking operations, a parking management study shall be conducted to ensure ~~the operations of the system~~ do not cause queue spillovers onto the street. (Mechanized parking systems are engineered structures that allow vehicles to be stacked vertically, through the use of elevators, with minimum amounts of clearance to allow maximum efficiency).
- 4 Carpool/Vanpool.** To encourage and incentivize shared rides, a minimum of 5 percent of a non-residential parking facility's spaces shall be reserved for carpool/vanpool parking. Designated carpool/vanpool spaces shall be located in convenient locations, such as on first floor of parking garages and near building entrances, elevators and stairways, or pedestrian paths. Carpool/vanpool parking spaces shall count toward the total parking supply and parking maximum.
- 5 Electric Vehicle (EV).** EV parking for all developments shall be provided ~~in accordance with per~~ CalGreen [Tier 2](#) guidelines. As an incentive for EV adoption, parking spaces for EVs should be designated, time limited and marked as reserved in prominent and convenient locations. Electric vehicle spaces shall count toward the total parking supply and parking maximum.
  - [a. Discount EV charging fees may be offered to employees who carpool with two or more per vehicle to encourage carpooling.](#)
  - [b. A surcharge EV charging fee may be implemented for SOV EV commuters.](#)
- 6 Unbundled Parking.** The Plan requires that all off-street parking spaces for multifamily development be leased or sold separately from the rental or purchase fees for the individual units in perpetuity, such that potential renters or buyers have the option of renting or buying a unit at a price lower than would be the case if there were a single price for both the unit and the parking space.

- a. Leases for parking spaces may be monthly or annual but shall have a maximum lease term of one year.
- b. Monthly or yearly parking leases shall identify the primary address of lessee in the leasing agreement.
- c. Furthermore, no individual spaces or parking areas shall be reserved for any resident, except for persons with ADA placards or users of special vehicles, such as EV, carpool/vanpool, or carshare vehicles (noting that EV parking may become standard in the future). Visitor parking may be separated from resident parking.
- ~~c.~~ Affordable units which include financing requirements that conflict with these provisions may be granted an exception from these provisions by the Director.
- d.

**7 Paid Parking.** Commercial developments may establish off-street paid parking programs. Paid parking works best if charged daily (vs. monthly). Paid parking at a commercial development site is a system where employees or visitors pay a small daily fee to park their vehicles on-site. This fee-based approach helps manage parking demand, encourages the use of alternative transportation options, and supports the site's overall transportation management goals. The nominal charge is typically designed to be affordable for employees while promoting more sustainable commuting habits.

**78 Loading.** ~~All~~ Where feasible, loading facilities should be provided off-street and within the subject property, ~~where feasible~~. On-street loading may be permitted subject to approval by the Director. Loading facilities shall also meet the following additional standards:

- a. Located adjacent to building door openings.
- b. Designed to avoid loading doors facing public streets and backing out into streets.
- c. Situated to ensure that the loading facility is screened from adjacent streets as much as possible, with minimal interference with pedestrian and bicycle paths of travel.
- d. Accessible from an alley, or if no alley is adjacent to the site, a minor roadway.

**89 Shared Parking.** Subject to Administrative Use Permit approval, the Specific Plan allows for shared parking to occur within the Plan Area. ~~Shared parking is a strategy that allows multiple uses to share individual parking lots or structures. This enables a lesser amount of parking to be provided overall while still accommodating the individual needs of each use.~~ Shared parking can be accomplished in different ways on the Plan Area:

- A multi-tenant development, or several development projects in one area, may be developed with one common parking area that satisfies the parking needs of all users, subject to recorded reciprocal easements conditioned through the design review permit or Master Development Plan.
- Two uses that experience peak parking demands at different times of day may share parking areas as part of an Alternating Parking Arrangement. For example, a residential development might share a parking area with an office development, since residential uses experience high parking demand in the evenings and nights on weekdays and weekends while office developments experience high parking demand on middays on weekdays.
- Developments that have underutilized parking on site could lease their parking to neighboring parcels subject to a lease agreement (an “Off-site Parking Arrangement”).

## GUIDELINES

**1 Valet Parking.** Valet parking is allowed in the Plan Area to save space and make ~~the provision of~~ parking more feasible in certain developments. This method should be considered on a project-by-project basis but may be appropriate for certain projects. A parking management study is recommended to ensure the pick-up and drop-off operations do not cause queue spillovers onto the street.

### 8-6-68.6.3 On-Street Parking

On-street parking is currently provided throughout much of the Plan Area. This is beneficial to the area in two ways. It provides additional parking for uses in the Plan Area, and it provides for a safer pedestrian environment by acting as a buffer between vehicular travel lanes and sidewalks. On-street parking should continue to be allowed and encouraged throughout the Specific Plan Area. As parking demand increases with buildout of the

Specific Plan, it may be appropriate to consider paid on-street parking or time restricted parking in certain areas. This could help to address short-term parking needs, particularly for retail and service uses that are expected to develop along Bay Road. However, any paid or time-restricted parking should not result in parking spillover into residential neighborhoods.

### STANDARDS

- 1 **Neighborhood parking ~~Study~~ Study.** If the City receives a consistent pattern of complaints of parking intrusion by developments (generated by Plan Area developments) from residents of adjacent neighborhoods, the City Council may require a neighborhood parking study funded by the TMA to document the parking conditions on the subject streets and the extent of parking spillover generated by these developments. ~~Pending~~ The results of the parking study and upon a demonstration of support by residents of the street(s) where permit parking is proposed allows; Council may to establish a residential permit parking program. The TMA would be required to fund the ongoing costs of the residential permit program, including parking enforcement.

### 8.6.78.6.4 Bicycle Parking

Designated, safe, and secure long-term and short-term bicycle parking facilities should be provided for all applicable uses in the Plan Area.

- Long Term Bike Parking (Class I). These parking spaces are secure, weather-protected facilities and are intended for longer-term use, such as overnight or during the workday. Examples include bike lockers, indoor bike rooms, and access-restricted bike cages.
- Short Term Bike Parking (Class II). These parking spaces are appropriate for short-term parking where the typical parking duration is less typically than two hours. They generally serve customer or visitor parking demand for shopping, dining, and other retail trips. Examples include inverted "U" and post-and-ring racks.

### STANDARDS

- 1 Minimum Bbicycle parking.** All new developments in the Plan Area are subject to the minimum bicycle requirements: 2 long-term bike parking spaces and 4 short-term bike parking spaces.
- 2 Long-term and sShort-term sStandards.** Requirements for long-term and short-term bike parking for spaces land uses in the Plan Area are provided in Table 8-4 below. The TMA should monitor bike parking needs and review the supply periodically to determine when the minimum bike parking standards should be changed based on usage. The TMA may petition the City Council to modify the bike parking minimums as appropriate.

**Table 8-4: Minimum Bicycle Parking for New Development**

Land Use	Long-Term Spaces	Short-Term Spaces
<b>Office/R&amp;D</b>	1 per 10 employees or 1 per 4,000 sq. ft.	1 per 20,000 s.f.
<b>Retail</b>	1 per 20 employees	1 per 2,000 sq. ft.
<b>Restaurants</b>	1 per 20 employees	1 per 800 sq. ft. of dining space or per 40 seats (whichever is greater)
<b>Industrial</b>	1 per 20 employees	1 per 20,000 sq. ft.
<b>Residential</b>	Minimum: 1 per unit Goal: 1 per bedroom	1 per 20 units
<b>Government/ Public Uses (includes libraries)</b>	1 per 20 employees	1 per 2,000 sq. ft. or per 15 visitors, if known (whichever is greater)

*Note: these standards are substantially similar to the City’s Development Code with minor adjustments made to support trip reduction goals in the Plan Area.*

**BICYCLE PARKING GUIDELINES**

- 1 Location of Bicycle Parking.** It is recommended that long-term bike parking be located at ground level within the parking garage or the building, and short-term bike parking for visitors and deliveries should be located near the front door of every building. The location and design of the bicycle facilities should be provided as appropriate and required by the Director.

**2 Bicycle Repair Stations.** All new non-residential and commercial developments in the Plan Area are encouraged to install a bicycle repair fix-it station at or near its long-term bicycle parking facilities.

**3 Public Repair Stations.** The TMA is encouraged to identify locations within the Plan Area to install publicly-accessible bicycle repair fix-it stations. Locations may include trails, pathways, and public parks. It is recommended that long-term bike parking be located at ground level within the parking garage or the building, and short-term bike parking for visitors and deliveries should be located near the front door of every building. The location and design of the bicycle facilities should be provided as appropriate and required by the Director.



## **UTILITIES**

# 9

As development proceeds in the Plan Area, wet utility infrastructure will need to be improved, and public services extended. This chapter summarizes the modifications and upgrades required to support the Specific Plan development. In particular, this chapter addresses needs for the water supply system, sanitary sewer system, storm water drainage system, and electrical/dry utilities.

## 9.1 Utilities Goals and Policies

**Goal UTIL-1: Water, wastewater, and stormwater infrastructure that is adequate to support new development.**

- Policy UTIL-1.1 Ensure that development projects construct on-site components of the water, sewer, and storm drain utility systems as described below in Tables 9.4, 9.5, and 9.6 (and in *the RBD Utility Impact Study*). As appropriate, identify the responsibility of developers for constructing off-site improvements, confirm these off-site improvements with the City Engineer and document them in Development Agreements and/or Conditions of Approval.
- Policy UTIL-1.2 Ensure that utility improvements are constructed per the standards identified in this Specific Plan and other applicable City standards (including Veolia and [EPASDthe City's Sanitary District](#)), and that each project contributes at least at minimum its proportionate fair share towards infrastructure, as detailed in the Nexus Study.
- Policy UTIL-1.3 When publicly accessible streets are replaced/reconstructed, it is the City's expectation that any existing utilities will be concurrently replaced/upgraded.
- Policy UTIL-1.4 Partner with a developer to build one or more large (1.5 MGD+) water storage tank(s) within the Plan Area, with a likely location being at the end of Demeter and Purdue Streets.
- Policy UTIL-1.5 Ensure that development of each parcel includes an adequate sanitary sewer infrastructure to prevent discharge of untreated water to surface waters.
- Policy UTIL-1.6 Ensure that the future storm water system in the Plan Area is designed and built to provide adequate capacity for peak rain events, including both the southern and

northern parts of the Plan Area, as well as the adjacent University Village neighborhood. functionality of existing storm water infrastructure.

Policy UTIL-1.7 All untreated runoff shall be directed away from salt marsh habitat.

Policy UTIL-1.8 Ensure future projects will make a fair share contribution toward the Bay Road, Eastern Main Trunk, and Dual Trunk to RWQCP capital improvement projects (CIPs) identified in Table 5-4 Recommended RBD Sewer CIPs, which address the needs of the City’s sewer pipe system with respect to maximum flow depth/pipe diameter (d/D). EPASD (or the City’s current sanitary sewer service provider) will implement these improvements prior to the Specific Plan Update buildout (2040).

Policy UTIL-1.9 Prioritize construction of public utility and infrastructure improvements necessary to serve 100% affordable housing projects.

Policy UTIL-1.9 Applicants and the City shall coordinate with Don Edwards Wildlife Refuge and contact the Refuge early in any planning for the Runnymede Pump Station.

**Goal UTIL-2: Effective coordination with sanitary sewer service providers.**

Policy UTIL-2.1 Work with the sanitary sewer provider and regional wastewater agency to ensure that additional wastewater treatment capacity is available as development occurs under the Specific Plan. Partner on the engineering study required when 80% of City capacity is reached to redefine the future needs of the treatment plant.

Policy UTIL-2.2 Encourage West Bay Sanitary District (WBSD) to conduct increased inspection and maintenance of the sanitary sewer system and repair any points of entry for rainwater.

Policy UTIL-2.3 Future project applicants under the Specific Plan Update shall coordinate with the City or the sanitary sewer provider to ensure that adequate wastewater treatment capacity is available. A will-serve letter from the sanitary district will be required.

**Goal UTIL-3: Development that responds to the Plan Area’s geological context and protects itself and its neighbors against sea level rise and flooding.**

Policy UTIL-3.1 Ensure that developments are effectively integrated with the future SAFER BAY levee-flood control improvement project to be constructed primarily within the BCDC jurisdictional area.

Policy UTIL-3.2 Ensure projects’ site design accommodates potential SAFERBAY flood control improvements and construction of a new pump station adjacent to the outfall at the end of Runnymede Street.

Policy UTIL-3.3 Through easements and/or Development Agreements, property owners shall convey the all-rights necessary to construct, operate and maintain, repair, rehabilitate and replace the levee, access roads, and associated facilities to the City. The extent of future easements will be determined through a negotiation between property owners, the SFCJPA, and the City.

Policy UTIL-3.4 Ensure that new development in the Specific Plan area complies with the City’s Water Conservation and Landscaping Ordinance and maximizes the use of features such as permeable paving, roof catchment systems, irrigated landscaping, or other means to enhance on-site infiltration of runoff or landscape irrigation water.

**Goal UTIL-4: Mechanisms to facilitate sufficient funding, financing, and long-term maintenance of infrastructure in the Plan Area.**

Policy UTIL-4.1 Explore the formation of a Special Funding and Financing District by the City. Study the potential for an “Enhanced Infrastructure Financing District” (EIFD), “Communities

Facilities District" (CFD), "Climate Resilience District" (CRD), or "Community Revitalization And Investment Authority (CRIA)" to fund shared infrastructure improvement needs in the Plan area.

- Policy UTIL-4.2 The City will require applicants and property owners to form a Property Owners Association or similar entity to support the long-term maintenance of private streets and common area improvements in the Specific Plan Area. Additionally, the City may require the formation of a Landscape Lighting and Maintenance District to cover long-term maintenance of public infrastructure, facilities, parks, and streetscape improvements that serve the Specific Plan Area. The City will require applicants and property owners to form a Landscaping and Lighting Maintenance Districts to support the long-term maintenance of infrastructure, streetscapes, and parks in the Specific Plan Area. Alternatively, the City may support the formation of a Property Owners Association for this same purpose. Two separate entities may be appropriate; one to cover Four Corners and one for the Business District (or a single district with different zones/assessments).
- Policy UTIL-4.3 Implement maintenance agreements or relevant Conditions of Approval with all developers, to assure the lifecycle replacement and upkeep of new streets, utilities, and park facilities built as part of their projects, or require that developers join and support existing financing or Maintenance Districts (if a district financing entity or Maintenance District has already been formed, individual agreements/conditions are not necessary).
- Policy UTIL-4.4 In order to streamline new development (or expansion of existing development) consistent with the Specific Plan, the City shall work collaboratively with land owners and developers to address infrastructure issues. Projects and their required infrastructure are encouraged to be phased, pursuant to each project providing adequate infrastructure consistent with this Plan.

Policy UTIL-4.5 Credit will be provided for new infrastructure that is built to the standards and system designs of the RBDSP/UIS.

Policy UTIL-4.6 The City will seek to maximize its competitiveness for future infrastructure grants, and grant monies should be prioritized to pay for initial/first phase infrastructure to support development.

## 9.2 General Utility Standards

**1 Construction of required capital improvements.** All projects shall be required to pay utility impact fees, but to the maximum extent feasible, ~~larger projects over 150,000 square feet in all projects size~~ will be required to construct the public infrastructure improvements that are needed to support their development, rather than pay impact fees to the City.

a. New developments are generally required to construct the utility improvements identified within the 2023 Utilities Impact Study, this chapter, and the Implementation chapter of this Specific Plan, and other future utility studies including updates to the City's Storm Drain Master Plan.

b. Each development project will build the necessary on-site/in-tract improvements to serve the utility needs of the district as well as any mitigations required through CEQA.

c. In addition, each development will provide a combination of off-site improvements and impact fees/funding to satisfy the dollar value established by the City Council (guided by the results of the nexus study). The City's strong preference is for construction of improvements over payment of fees.

~~d.~~ Development projects shall receive a credit or offset to their impact fee obligations for the value of utility improvements provided above and beyond the required impact fee valuation. Projects may enter into a reimbursement agreement with the City, if necessary.

~~d.-~~ After offsets, construction or contributions in excess of the value required by impact fees towards transportation, parks, utilities, flood control, or similar improvements will be considered community benefits (and can be calculated as part of a project's benefits valuation).- This would include

including addressing existing deficiencies or acquiring off-site rights-of-way.

- 2 Fairshare improvements.** Development projects shall construct - or where infeasible, fund - the required proportion of the water, sewer, and storm drainage improvements which are identified in the Nexus Study as the 'fair share responsibility' of the applicant's project. The specific allocation to each project for capital improvement contributions will be established through individual Development Agreements or through a subsequent nexus study. In either case, there will be a clear proportionality or 'nexus' between the required improvements and each project's impacts (such as LOS delay impacts or percentage of added daily trips).
- 3 Future maintenance.** Private developments shall be responsible for maintenance of all lighting, sidewalks/paths, and street trees on privately owned streets, as well on Bay Road and Pulgas Ave. The City will support the developers in establishing BIDs or assessment districts (two separate entities or one entity with two different zones may be appropriate: one for Four Corners and one for all other projects in the Employment District/along the Waterfront).
- 4 Credit towards impact fees.** The City will grant credits or offsets towards required impact fees for certain improvements. Not all improvements will qualify; routine, on-site frontage improvements do not qualify for impact fee credit.
  - a. Constructing frontage improvements on adjoining property or land acquisition & dedication would be considered for credit (to be evaluated on a case-by-case basis by the City Engineer). -fFor example, improvements to a project's own street frontage own public sidewalks would not be considered for credit; while constructing a traffic calming project within an adjacent neighborhood could be considered for credit or potentially as a community benefit. Similarly, building a water main within a project is not a benefit.
  - b. Credit is not provided for required CEQA mitigations.
  - c. Similarly, no credit is offered for improvements needed to comply with City requirements such as NPDES-required green infrastructure in the public right of way.
  - d. The phasing of any infrastructure and credits provided for infrastructure built shall be approved by the City Engineer.

4—



- 5 Reimbursement agreements.** If a development project is required to construct or provide funding for initial phase infrastructure in excess of the project’s individual requirements, a reimbursement agreement can be established to receive payments from later developers who benefit from early improvements. Reimbursements to/from district entities may also be negotiated with Public Works.
- 6 Detailed improvements phasing.** A phasing plan for project-specific improvements shall be determined through project-specific EIRs based on an individual project’s relative contribution to impacts (such as a project’s percentage of added daily trips or utility system capacity).
- 7 Easement requirements.** New developments shall provide easements in perpetuity to the City for mobility and utility improvements as required.
- 8 Existing deficiencies.** City resources (such as CIP funds) should be prioritized for resolving existing deficiencies that are unrelated to future growth in the Plan Area.

## 9.3 Water Supply and System Standards

### 9.3.1 Water Supply

East Palo Alto’s municipal water system, which serves the Plan Area, is operated by Veolia North America (Veolia) under a contract with the City that expires in 2026. As of 2020, the City serves 4,058 connections within its service area. All municipal water supplied to the City of East Palo Alto is provided to Veolia by the San Francisco Public Utilities Commission (SFPUC). Small areas within the City boundaries are served by the O’Connor Tract Cooperative Water Company and the Palo Alto Park Mutual Water Company.

The water system for the City is primarily served with purchased water delivered through the SFPUC Supply Turnouts. The main source of the SFPUC’s water, approximately 85 percent, is from the Hetch Hetchy Reservoir in the Sierra Nevada. The remaining 15 percent of the SFPUC’s water supply comes from Bay Area reservoirs in the Alameda and Peninsula watersheds.

Per the Water Supply Agreement between the City and SFPUC, the City has a total capacity of 3.56 million gallons (MG) per day (Average Daily Demand). The City’s need is only a fraction of this, with an average demand of 552 MG per year on average between 2016 and 2020. Taking into

account historical water use, expected population increase and other growth, climatic variability, and other assumptions, water demand within the City is projected to increase to 1,078 MG by 2045, a projected increase of 89% compared to the water demand of 572 MG in 2020.

A groundwater well located at the intersection of Bay Road and Gloria Way in the City is the only other source of water besides SFPUC. Groundwater is treated at the well site. The City operates and maintains over 66 miles of pipe, as well as a groundwater well and a water treatment facility. The City does not currently have any water storage tanks; however, two water storage tanks and associated booster pump stations are high priority CIPs in the 2022 Master Plan. It also does not currently supply non-potable or recycled water to customers.

The City has sufficient supply to meet the demands for development proposed in the Specific Plan. The Ravenswood Business District Project (RBD Project) is projected to increase water demand to 1,027 MG at build-out with a net incremental increase of 100 MGD. As the 2035 General Plan did not account for the incremental increase from the RBD Project above the 2013 RBD Specific Plan EIR and SEIR, the increase in water use at the Site has not been accounted for in the projected growth in water use shown in the 2020 UWMP.

**Table 9-1: Water Demand Summary**

Land Use Type	Total Demand
Previously Projected Total Demand (2035 General Plan & 2013 Specific Plan)	267 MGD
Updated 2024 Specific Plan Area Total Demand	367 MGD
<b>Net Increase of Updated Specific Plan</b>	<b>+100 MGD</b>

The City of East Palo Alto water service has sufficient existing water supply to support the Maximum Development Scenario under normal year conditions. Under normal conditions, the City is not projected to experience supply shortfalls. Shortfalls of up to 58% are projected for single dry-years and for multiple dry-years assuming the Bay Delta Plan is implemented. Under all conditions, the City may need to impose water conservation measures, per East Palo Alto Municipal Code, Section 13.24 Article III and Article VI and Section 17.04, to reduce demand. The implementation of these measures would result in supply remaining sufficient for the projected future demand even in multiple dry years.

**Table 9-2: Water Supply Assessment Summary, Normal Year**

Land Use Type	2025	2035	2045
Potable Water Supply	1,271	1,271	1,271
Citywide Projected Demand	692	778	1,078
Net Increase of Specific Plan	+100	+100	+100
Total Potable Demand	792	878	1,178
<b>Difference (MG)</b>	479	393	93

Supply capacity may be subject to change from SFPUC based on drought conditions.

**WATER SYSTEM STANDARDS**

**1 Minimum fire flows.** Provide the following fire flows in new developments:

- Single-Family Residential and Townhouse: 1,000 PSI
- Multi-Family Residential: 4,000 PSI
- Non-Residential: 4,000 PSI

Projects (especially small ones) may deviate from these flows at the discretion of the Menlo Fire District, taking into account project-specific building size, occupancy rating, and other building code variables not known at the time of Plan adoption.

**2 Timing of Improvements.** Significant firefighting flow improvements must occur before building occupancy of the first major, high-density, non-residential project in the Plan Area. Applicants and the City Public Works shall coordinate with MFPD to determine this initial phase of improvements.

**23 Required Capital Improvements.** Projects shall provide the capital improvements described in Table 9-3.

**34 Backflow preventers.** The City may request the installation of backflow preventers in private development utility systems; however, the preference shall be to integrate in-tract piping with public mains as shown on Figure 9-1.

**9.3.2 Water System Improvements**

**Table 9-2: Water Usage Demand Factors**

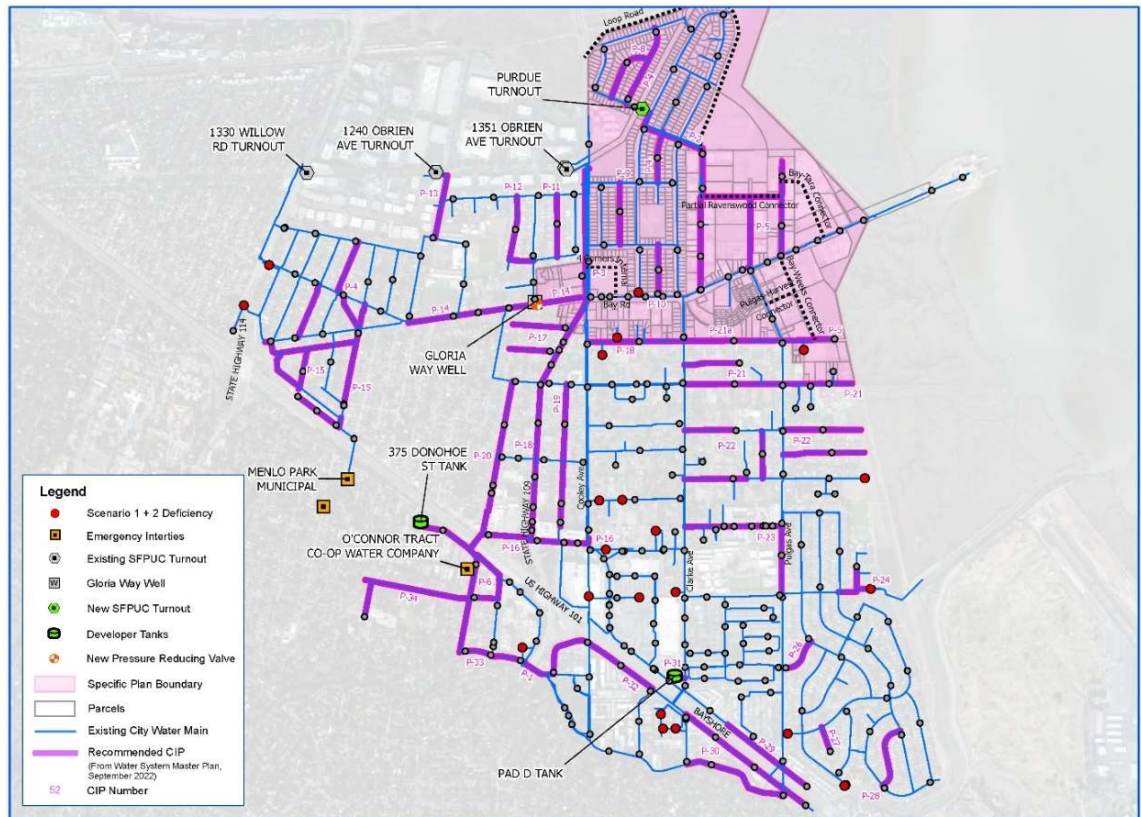
Land Use Type	Demand Factor
Industrial Warehouse	110 GPD/1,000 SF
Industrial R&D/Lab	375 GPD/1,000 SF
Commercial - Office	110 GPD/1,000 SF
Retail/Restaurant	160 GPD/1,000 SF
Civic/Amenities	110 GPD/1,000 SF
Residential - Single Family	260 GPD/DU
Residential - Multi-family	160 GPD/DU

**Table 9-3: Required Capital Improvements to Water Supply Infrastructure**

Project Description	CIP #	Feet	Diameter	Cost (\$)	Cost Share
New Purdue Turnout Along Purdue Avenue and pipeline	P-2	1,240	16	\$1,423,000	80% RBD
University between O'Brien and Bay Rd	P-3 (underway)	1,800	12	\$1,778,200	75% RBD
In-Tract Piping	P-5	8,180	12 & 16	\$7,850,000	100% RBD
New Storage Tank*	WS-03A	N/A	N/A	\$6,000,000	80% RBD
<b>Subtotal: CIPs Needed for Plan</b>	<b>P-2, P-3, P-5, WS-03A</b>			<b>\$17,051,200</b>	
<i>Remaining CIPs recommended in the 2022 WMP</i>	<i>P-21a, P-14, P-8, P-9, P-10, P-21, P-4</i>	<i>Varies</i>	<i>Varies</i>	<i>\$65,099,800</i>	<i>Varies</i>

*\*Location of water storage tanks is to be further studied in a City-led water storage siting study (one potential site is at the end of Purdue & Demeter).*

**Figure 9-1: Water System Improvements**



*The figure reflects draft alignments of pipes - applicants may submit alternate alignments, subject to Public Works approval.*

**Water System Phasing**

- CIPs #P-2, P-3, and P-5 are expected to be built during the earlier phases of development.
- In-tract piping shall accompany all private developments in a concurrent fashion.
- Ideally, the water storage tank(s), WS-03A should be built in the earlier phases of development if possible as this will facilitate additional future supply and redundancy.
- Other remaining CIPs are a lower priority.

**9.59.4 Sanitary Sewer System Improvements**

**9.5.19.4.1 Sanitary Sewer Supply**

Wastewater conveyance and treatment services to the northern half of the Plan Area are provided by the West Bay Sanitary District (WBSD). The East

Palo Alto Sanitary District (EPASD) serves the southern half of the Plan Area, which has greater development potential.

The EPASD serves portions of the City and the City of Menlo Park through a collection system comprised of approximately 35 miles of gravity sewer mains, ranging from 6-inch diameter to 24-inch diameter pipe. Wastewater collected by the EPASD is treated at the Palo Alto Regional Water Quality Control Plant (PARWQCP). The City of Palo Alto owns, maintains and upgrades the PARWQCP, and the contributing jurisdictions, including East Palo Alto, purchase capacity rights. The EPASD collected approximately 438 MG of wastewater from the City's service area in 2020.

The WBSD serves customers within the northern portion of the City, as well as other customers within the cities of Menlo Park, Atherton, Portola Valley, and Woodside, and unincorporated San Mateo and Santa Clara Counties. The WBSD collection system conveys wastewater to the Menlo Park Pumping Station, where it is then transported to the Silicon Valley Clean Water (SVCW) facilities in Redwood City for treatment and discharge to the San Francisco Bay. The WBSD collected approximately 52 MG of wastewater from the City's service area in 2020. The SVCW wastewater treatment plant (WWTP) is jointly owned and operated by WBSD and the Cities of Redwood City, Belmont, and San Carlos. The water recycled by the SVCW WWTP is reused in Redwood City.

The City is contractually supplied with 2.9 Million Gallons per Day (MGD) of treatment capacity. Per the Basic Agreement, the partnering agencies agree to conduct an engineering study when their respective service area reaches 80% of their contractual capacity rights (2.32 MGD). Projected demand under the Future Cumulative Condition will exceed the 100% capacity threshold (2.96-3.14 MGD). The City will partner on the required engineering study when 80% of capacity is reached (after approximately 2.25-2.5 million square feet of non-residential development is built) to redefine the anticipated future needs of the treatment plant.

**SANITARY SEWER STANDARDS**

- 1 Adequate Treatment Capacity.** Projects shall confirm with the local sewer provider and regional wastewater agency that sufficient wastewater treatment capacity.
- 2 West Bay Sanitary District Capacity.** Peak wet weather flows of wastewater shall not increase above the present maximum, despite any increase in development.
- 3 Required Capital Improvements.** Projects shall build to the maximum extent feasible the CIPs in Table 9-3. Project's responsibility is limited to the fairshare obligations set forth in the adopted nexus fee study and do not include existing deficiencies (as determined by Public Works).

**Table 9-4: Required Capital Improvements to Sanitary Sewer Infrastructure**

Project	Model ID	Length (ft)	Existing Diameter (in)	Deficiency / CIP Diameter		
				Future Pre-Project	Scenario 1	Scenario 2
Bay Road	290	239	14	Yes / 16"	Yes / 16"	Yes / 16"
	639	181	14	Yes / 16"	Yes / 16"	Yes / 16"
	262	80	14	Yes / 16"	Yes / 16"	Yes / 16"
	263	244	14	Yes / 16"	Yes / 16"	Yes / 16"
	264	124	15	Yes / 18"	Yes / 18"	Yes / 18"
	266	61	15	Yes / 18"	Yes / 18"	Yes / 18"
	268	181	15	Yes / 18"	Yes / 18"	Yes / 18"
	269	299	15	Yes / 18"	Yes / 18"	Yes / 18"
	270	435	15	Yes / 18"	Yes / 18"	Yes / 20"
	275	296	15	Yes / 18"	Yes / 18"	Yes / 20"
	276	155	15	Yes / 18"	Yes / 18"	Yes / 20"
	281	14	15	Yes / 18"	Yes / 18"	Yes / 20"
	282	369	18	No	No	Yes / 20"
		283	345	18	Yes / 24"	Yes / 24"
22		234	18	Yes / 24"	Yes / 24"	Yes / 24"
21		162	18	Yes / 24"	Yes / 24"	Yes / 24"
20		356	18	Yes / 24"	Yes / 24"	Yes / 24"
19		306	18	Yes / 24"	Yes / 24"	Yes / 24"



UTILITIES

Eastern Main Trunk	18	282	18	Yes / 24"	Yes / 24"	Yes / 24"
	17	317	18	Yes / 24"	Yes / 24"	Yes / 24"
	16	446	18	Yes / 24"	Yes / 24"	Yes / 24"
	13	332	24	Yes / 28"	Yes / 28"	Yes / 28"
	12	500	24	Yes / 28"	Yes / 28"	Yes / 28"
	11	540	24	Yes / 28"	Yes / 28"	Yes / 28"
	10	482	24	Yes / 28"	Yes / 28"	Yes / 30"
	9	34	28	No	No	Yes / 30"
Dual Trunk to RWQCP	PN-1	478	18	Yes / 21"	Yes / 21"	Yes / 24"
	PN-2	504	18	Yes / 21"	Yes / 21"	Yes / 24"
	PN-3	482	18	Yes / 21"	Yes / 21"	Yes / 24"
	PN-4	326	18	Yes / 21"	Yes / 21"	Yes / 24"
	PN-5	447	18	Yes / 21"	Yes / 21"	Yes / 24"
	PN-6	498	18	Yes / 21"	Yes / 21"	Yes / 24"
	PN-7	502	18	Yes / 21"	Yes / 21"	Yes / 24"
	PN-8	481	18	Yes / 21"	Yes / 21"	Yes / 24"
	PN-9	382	18	Yes / 21"	Yes / 21"	Yes / 24"
	PN-10	352	18	Yes / 21"	Yes / 21"	Yes / 24"
	PN-11	475	18	Yes / 21"	Yes / 21"	Yes / 24"
	PN-12	500	18	Yes / 21"	Yes / 21"	Yes / 24"
PN-15	506	18	Yes / 21"	Yes / 21"	Yes / 24"	
In-Tract	274	288	6	No	Yes / 8"	Yes / 8"
	273	412	6	No	Yes / 8"	Yes / 8"
	272	485	6	No	Yes / 8"	Yes / 8"
	271	418	6	No	Yes / 8"	Yes / 8"
	280	340	6	No	Yes / 8"	Yes / 8"
	279	214	6	No	Yes / 8"	Yes / 8"
	278	442	6	No	Yes / 8"	Yes / 8"
	287	311	6	No	Yes / 8"	Yes / 8"
	286	234	6	No	Yes / 8"	Yes / 8"
	285	253	6	No	Yes / 8"	Yes / 8"
	284	251	6	No	Yes / 8"	Yes / 8"

Pipe diameters are based on nominal pipe sizes and are assumed to be HDPE DR17

Pipe to remain consistent with the CIPs proposed in the 2020 Sewer Master Plan.

Notes:

1. For Future Pre-Project, deficiency is based on pipe diameters that include Existing CIPs as outlined in Table 5-4. Future Pre- Project assumes Base Scenario demands are included.
2. For Future Post Project, deficiency is based on pipe diameters that include Future CIPs.

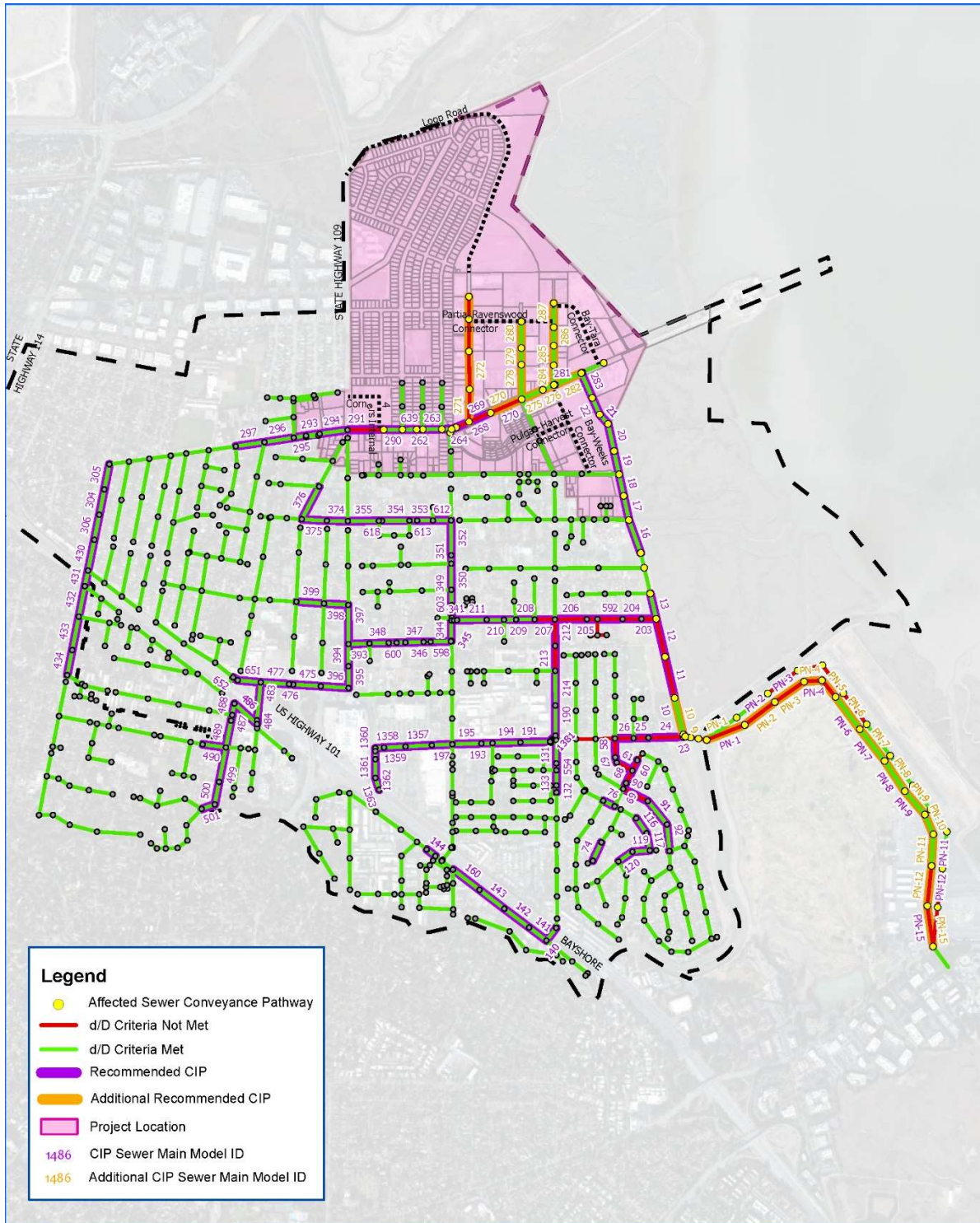
**Table 9-5: Required Capital Improvement Projects for Sewer System**

Project Description	Existing Pre-Project Deficiency	Future Project Condition
Bay Road	\$550,560	\$2,926,090
Eastern Main Trunk	\$2,892,240	\$7,366,800
Dual Trunk To RWQCP	\$6,526,300	\$9,255,480
In Tract	\$0	\$1,678,080
<b>Total</b>	<b>\$9,969,100</b>	<b>\$21,226,450</b>

**Sewer System Phasing**

- Additional study should be completed in the pre-development phases to review CCTV records of the existing sanitary system.
- Bay Road CIP should be completed during an early phase, particularly if multiple north of Bay Road projects occur.
- Dual trunk CIP should be completed concurrently with construction of SAFERBAY shoreline infrastructure and/or upgrades to O’Connor Pump Staton.

Figure 9-2: Sanitary Sewer System Improvements



The figure reflects draft alignments of pipes - applicants may submit alternate alignments, subject to Public Works approval.

### 9-69.5 Stormwater System Improvements

The East Palo Alto storm drain system is comprised of several different watersheds that primarily gravity discharge to the Bay. Stormwater in East Palo Alto drains into two major drainage systems: the Runnymede Storm Drain System and the O'Connor Storm Drain System. The Plan Area is closest to the Runnymede Storm Drain System. Stormwater infrastructure within the Plan Area is inadequate. Many of the streets do not have storm drains, and those that do are unable to handle stormwater during peak events.

Stormwater for the Runnymede Storm Drain System is carried through a 72-inch reinforced concrete pipe and ultimately flows into the San Francisco Bay. During peak stormwater events and certain high tides, the existing stormwater pipes are unable to handle stormwater flow.

The O'Connor Pump Station receives stormwater from throughout the city and an at-grade canal, which runs along the eastern city limit. The O'Connor Pump Station distributes stormwater outfall into San Francisquito Creek. The Storm Drain Master Plan (SDMP) capital improvement program concept eliminates individual local gravity outfalls and conveys storm water south to the existing O'Connor Pump Station, thereby eliminating the influence of Bay tides on the storm drain system. New stormwater infrastructure will be designed to function under Future Conditions, with increases in flooding, sea level rise, and groundwater rise in mind.

#### STORM DRAINAGE STANDARDS

- 1 **C.3 Permit.** New development shall conform to C-3 Municipal Permit stormwater regulations as required by City and County law.
- 2 **Runoff limitations.** Development projects may not cause an increase in run-off compared to pre-project conditions.
- 3 **Future conditions design.** New developments shall build stormwater infrastructure designed to function under Future Conditions as identified in the Plan and Utilities Impact Study, following a Modified SDMP Alternative 2 design, as detailed in Table 9-6.
- 4 **Future flooding design.** New developments shall adhere to FEMA flood elevation and other Community Rating System flood prevention/management requirements. See Chapter 6, Development Standards, for additional information.
- 5 **Avoid adjacent flooding.** New developments shall ensure that proposed site topography and connection to the City's storm drain

system does not cause new or additional flooding to City streets and other properties. The City Engineer shall have final determination over the direction/flow of drainage. See Figure 9-5 for Mass Grading Plan.

**6 Design storm condition.** The City Engineer shall have final determination of the design storm condition required to be used by applicants. At time of adoption, the standard is a 10-year storm condition.

**7 Responsibility.** All development projects that are proposing storm drain systems that drain to a City pump station share responsibility in constructing and/or funding improvements to the Storm Drainage system.

7—

### 9.6.19.5.1 Recommended Storm Drain Improvements

**Table 9-6: Required Storm Drainage Capital Improvements (Modified SDMP Alternative 2 with Runnymede Pump Station)**

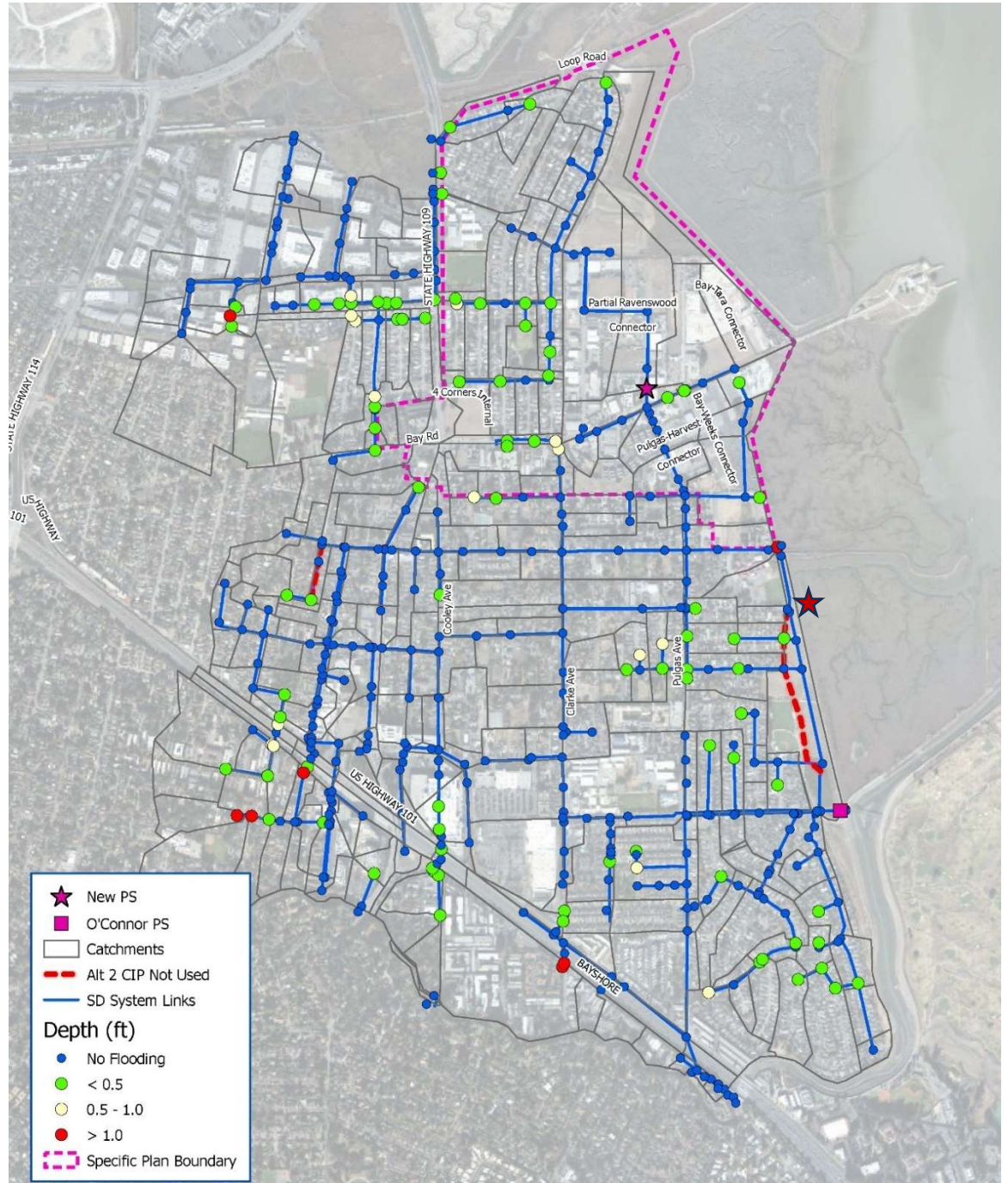
Pump Station CIPs	Feet	Cost Estimate (2023)
Bay Road Pump Station	n/a	\$5,800,000
Runnymede Pump Station*	n/a	\$10,400,000
SDMP Pipe CIPs Required to Mitigate Impact of New Developments	Feet	Cost Estimate (2023)
Harvest-Weeks Pipe		\$1,400,000
Illinois-Purdue Pipe		\$2,100,000
Purdue-Bay Pipe (along Pulgas)		\$3,100,000
		<b>\$22,800,000</b>
SDMP Pipe CIPs Required to Mitigate Impact on Illinois System	Feet	Cost Estimate (2023)
Michigan Ave Pipe	252	tbd
Notre Dame and Illinois Pipe	1,360	tbd
Illinois-O'Connor Pipe	586	tbd

*Depending on which development occurs first, the required storm drainage improvements may change. Depending on timing of the Runnymede Pump Station construction, additional CIPs may be required to provide sufficient capacity and mitigate*



new development impacts. If Runnymede Pump Station is not built, Public Works will identify the alternative pipe CIPs needed to mitigate SD impacts.

**Figure 9-3: Storm Drain System Improvements, with Runnymede Pump Station**



The figure reflects draft alignments of pipes - applicants may submit alternate alignments, subject to Public Works approval.

### Storm Drainage System Phasing

- Phasing of improvements depends substantially on the sequencing of major private developments. The need and timing for constructing the two new pump stations depends primarily on the phasing of major developments, and their early phase storm pipe improvements.
- A new Bay Road Pump Station (CIP #Storm SD-14) will be required as soon as significant development is constructed on the north side of Bay Road - including any development that is unable to drain to the existing public system on Bay Road by gravity or private pumps. Significant development on the north side of Bay Road also triggers the need for at least a portion of the Illinois-O'Connor CIP.
- The addition of the Bay Road Pump Station necessitates subsequent downstream improvements to mitigate impacts on Bay Road. Replacement and upsizing of the 2018 Pulgas Avenue system or construction of the Runnymede Pump Station should follow not long after construction of a Bay Road Pump Station, if not completed beforehand.
- When The Landing/Harvest project is constructed, complete the SD connection between Weeks Street and Pulgas Ave but leave the outfall in place until additional downstream CIPs are completed.
- Development at Four Corners is expected to construct the Notre Dame and Illinois CIP. This improvement will mitigate impacts of this project.

## 9-79.6 Fill & Grading

### STANDARDS

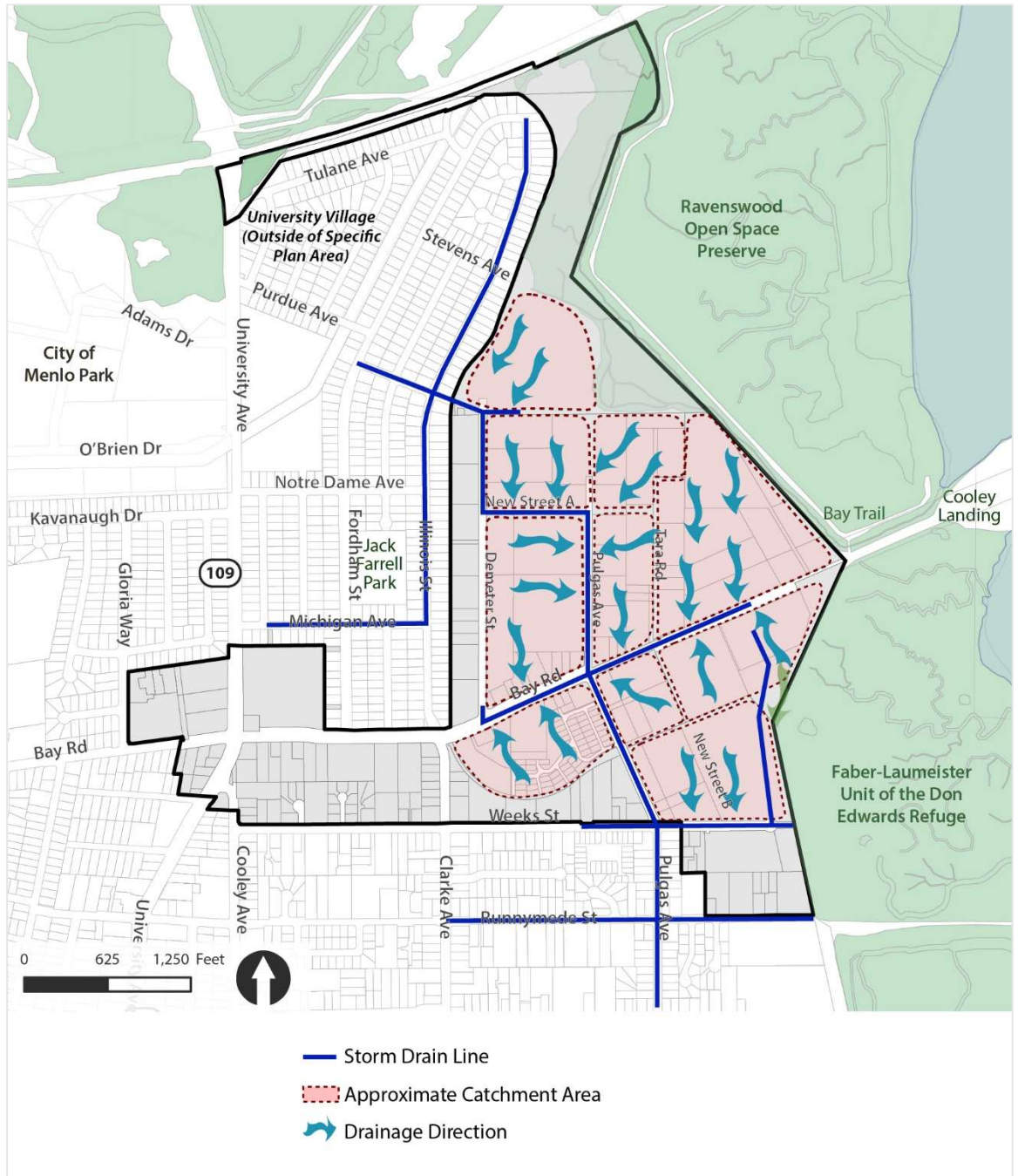
- 1 Site Grading Study.** New construction and major renovations shall prepare a site-specific grading and drainage study to ensure compliance with Municipal Regional Stormwater Permit C.3 requirements, determine site storm water runoff, assess impacts to neighboring properties and buildings, and impacts to the City's storm sewer infrastructure. The study shall provide site design mitigation measures for identified impacts.
- 2 District Grading and Drainage Plan.** Development projects are expected to grade their sites and/or design their stormwater flows in accordance with Figure 9-5.



- 3 Finish Floor Elevation for Flood Hazards.** As per Chapter 15.52 of the Municipal Code, ensure that at the time a project is proposed in the Plan Area that each proposed new structure in the 100-year flood plain as identified in the current Flood Insurance Rate Map (FIRM) is elevated so that the bottom of the lowest floor is at least 2.5' above the base flood elevation (BFE) for residential structures, and elevated and/or flood-proofed to at least 2.5' above BFE for non-residential structures. See Figure 6.5 for required Design Flood Elevations, which increase to +3.5' BFE and +4.5' BFE as buildings are closer to the shoreline. This standard is based on OneShoreline guidance which takes future sea level rise into account for the expected life of future development projects.
- 4 Submittal Requirements Related to Grading.** Applicants proposing fill or significant grading on site shall provide:
- a. Cross-sections/profile drawings of stormwater improvements (to understand grade).
  - b. A geotechnical report calculating the building load and placement of fill for each development. This report shall include an assessment of flood risks to the building itself and the impacts on neighboring structures from displacement of flood waters due to new buildings and site fill/grading. The report shall consider the cumulative flood risks to other structures from the building and site fill/grading in addition to other known, planned, and reasonably foreseeable development.
- Projects shall be prepared to submit a C-LOMR (Conditional Letter of Map Revision Letter) to FEMA to obtain approval for changes to FIRM flood insurance maps.
- 5 BCDC approval.** All final plans will be approved by BCDC; ensure that projects seek shoreline development approval from BCDC after being granted planning entitlements from the City. Applicants are strongly encouraged to engage in the pre-application process with BCDC (the pre-application process will typically include a project review by the Commission's Design Review Board and/or Engineering Criteria Review Board).
- 6 JPA review.** All final plans for waterfront-adjacent projects should be developed in consultation and coordination with the JPA.
- 7 Utility connections over grade.** Storm water discharge may be routed to the city system regardless of the raised grade of development pads relative to public piping.

- 8 Fill over existing utilities.** Projects shall reconstruct existing utilities that would be buried under fill (of 1 or more feet).
- 9 Maximum slope of fill along street-facing frontages.** Where private development projects meet public roads, the slope of any fill shall not exceed 1:1 (45-degree angle). The maximum slope for publicly accessible vehicular streets/driveways over top of fill is 10:1. Areas used for ADA compliance must not exceed an 8% slope (ramps or switchbacks can be utilized).
- 10 Minimum setbacks.** Substantial fill (more than 2 feet in depth) shall begin no less than five feet from the property line, with the exception of frontages where sites coincide with the SAFERBAY shoreline installation.
- 11 Permitted soils.** Applicants shall utilize only permitted soil types to avoid excess settlement or disturbing deep soil contamination. Consult BCDC and other relevant regional agencies for information on soil types.
- 12 Retaining walls.** Developments are permitted to construct temporary retaining walls during construction, in between major phases of construction, or to facilitate integration of site topography/grade with SAFERBAY shoreline infrastructure.

Figure 9-4: District Grading and Drainage Plan



## 9-89.7 Shoreline-Adjacent Development Requirements

### STANDARDS

- 1 Shoreline Construction Standards.** For development projects within or coincident with any portion of BCDC jurisdiction:

  - New buildings on fill or near the shoreline shall be set back at least fifty feet from the inner top edge of the SAFERBAY levee improvement.
  - As per Section 9.5 Fill and Grading, new construction and substantial renovations subject to flooding hazards shall meet a minimum elevation of finished floors. See Chapter 6 for minimum Design Flood Elevations.
  - New developments shall elevate critical mechanical equipment above the Design Flood Elevation.
  - New developments shall be graded and elevated/designed such that they are aligned with a future design elevation for the levee top of 16.5 feet (NAVD 88).
  - New development projects shall anticipate that this final ground elevation above the levee will be increased with additional material to address future settlement, and that the levee will be designed to allow for future increases to the height of levee for sea level rise.
- 2 OneShoreline Site and Development Plan Review.** Proposed shoreline-adjacent projects within or coincident to any portion of BCDC's jurisdiction shall submit site plans and civil engineering plans to OneShoreline (the San Mateo County flood district) for a non-binding review of proposed construction in relation to the below standards. If there is a conflict, the standards imposed by the City Engineer shall supersede voluntary OneShoreline guidance.
- 3 Bay Shoreline Access.** Shoreline-adjacent developments shall provide improvements to the Bay Trail and provide maximum feasible public access to the Bay Trail/shoreline as defined by BCDC.
- 4 SAFER Bay Shoreline Protection.** New construction ~~on properties~~ within 100 feet of the San Francisco Bay shall include shoreline protection infrastructure (or leave adequate width for future infrastructure to be constructed by the City or other public entity) that incorporates natural features to the greatest extent practicable.

  - a. If a project is constructed before the SAFER BAY project is completed, the project shall leave adequate space/width for

the future flood control improvement. The applicant shall describe how the project will accommodate the City's (and SFCJPA's) preferred alignment and design.

b. The shoreline infrastructure will be primarily constructed approximately along the alignment indicated in Figure 9.5, most of which is within the BCDC shoreline jurisdictional area (which stretches 100 feet landward of the Mean High-Water Line (MHWL). BCDC's jurisdiction also includes where tidal marsh is present up to five feet above mean sea level. BCDC does not have Bay jurisdiction above that elevation where marsh is present. Where there is no marsh present BCDC's Bay jurisdiction is located bayward of the mean high tide.

4c. BCDC's 100-foot shoreline band is a jurisdiction and not a setback. Pursuant to the requirements of the McAteer-Petris Act, any fill, extraction of material, or change in use of land or water within BCDC's jurisdiction (such as the 100-foot shoreline band) triggers the requirement to obtain a permit from BCDC for that activity. BCDC does not enforce a general prohibition or requirement to avoid development within the 100 foot shoreline band, however, the City has established a 100-foot setback aligned with the BCDC jurisdictional area. *which stretches 100 feet landward of the Mean High Water Line (MHWL); in marshlands this jurisdiction extends five feet inland.*

**5 Disclosure of Hazards.** Hazards related to sea level rise and flooding shall be disclosed in real estate transactions in areas subject to such hazards.

**6 Shallow Groundwater Vulnerability Assessment and Mitigation.**

Future projects on sites with shallow groundwater depths of six feet or less below ground surface shall perform a geotechnical assessment of the project's vulnerability to shallow groundwater rise and submit a list of project measures that will monitor and mitigate seasonal and permanent emergent groundwater impacts, including: buoyancy, seepage, infiltration, liquefaction, corrosion, and contaminant mobilization hazards. Shoreline-adjacent development projects shall perform a geotechnical assessment of the project's vulnerability to shallow groundwater rise and submit a list of project measures that will monitor and mitigate seasonal and permanent emergent groundwater impacts, including: buoyancy, seepage,

infiltration, liquefaction, corrosion, and contaminant mobilization hazards.

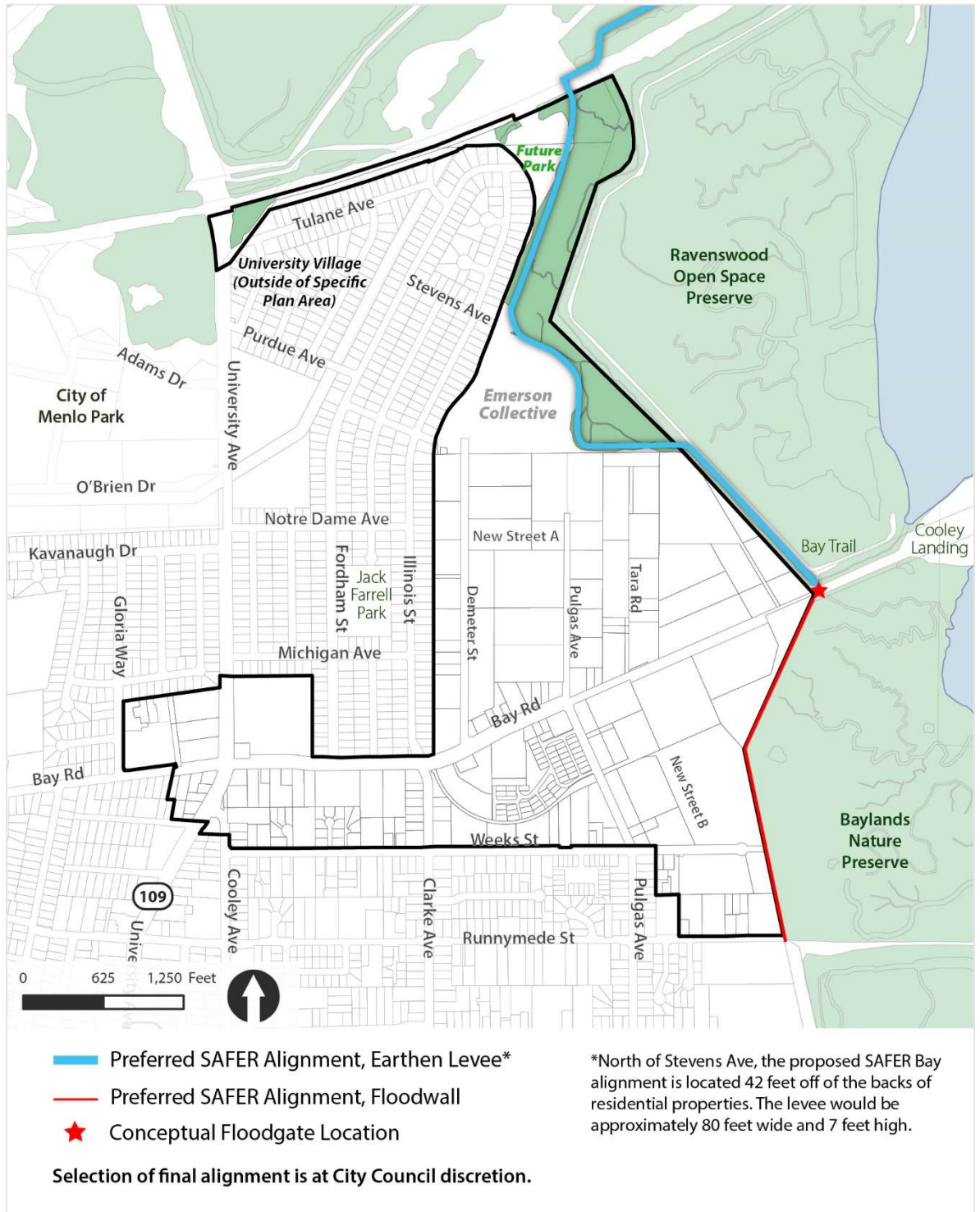
**67 Underground Parking and Groundwater.** Geotechnical reports must consider future groundwater rise and design any proposed underground parking to account for this hazard.

**78 Utility Pipes.** Pipes serving public and private utilities may be permitted to run over the levee, if required to construct the systems identified in this Plan and the UIS.

**89 Exceptions.** Projects may seek limited exceptions to the above standards, subject to the discretion of the City Engineer.



Figure 9-5: SAFER Bay Preferred Alignment and Options





### 9.99.8 Electricity, Phone, Cable, and Internet

The Plan Area would continue to be served with electric, gas, telephone, cable, and internet service from private companies, as detailed below (see Table 9-8).

Existing overhead electric lines would be removed and undergrounded on streets in the Plan Area. ~~Several electricity transfer stations would be built along the underground lines.~~ Some of the buried conduits would be placed in joint trenches carrying electrical power, cable TV, phone, fiber optic, and gas lines. Table 9-9 describes the changes and additions to the existing system.

#### STANDARDS

- 1 Applicants are expected to underground overhead (not transmission lines) electric lines only on their property and to the nearest electrical pole.

**Table 9-8: Dry Utility Providers**

System	Provider
Electricity	Pacific Gas & Electric Company (PG&E)
Gas	PG&E
Telephone	AT&T + Sonic + others
Cable TV and Internet	Comcast, AT&T + others

**Table 9-9: Recommended Priority for Electric Undergrounding**

Street	Location	Description
<b>Pulgas Avenue north of Bay Road</b>	From the new connector road to Bay Road	Overhead electric wires to be removed and undergrounded when street is redone
<b>East of Tara Street</b>	From ~300 feet north of Bay Road to Bay Road	Overhead electric wires to be removed and undergrounded when development occurs
<b>Tara Street</b>	From just north of the connector road to Bay Road	Overhead electric wires to be removed and undergrounded when street is redone

# 9

## UTILITIES

<b>Demeter Street</b>	From Purdue Avenue to Bay Road	Overhead electric wires to be removed and undergrounded when street is redone
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## COMMUNITY BENEFITS **10**

This chapter sets forth the community benefits priorities, guidelines, and required processes to review and entitle new major office/R&D development projects in the Specific Plan Area.

The East Palo Alto community seeks to ensure that development provides extensive benefits for residents. The content of this chapter reflects East Palo Alto's top priorities for community benefits and as articulated by the community and City Council.

## 10.1 Goals & Policies for Community Benefits and Affordable Housing

<b>Goal HCB-1</b>	<b>Displacement of existing residents is minimized to the greatest extent possible.</b>
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- Policy HCB-1.1 Maximize the construction of new housing that is affordable to East Palo Alto’s range of incomes and household types, with a focus on serving:
- Housing-insecure community members at extremely low (35-50% Area Median Income or AMI), very low (50-60% AMI) household levels.
  - “Missing middle income households” at low (60-80% AMI) and moderate (80-100% AMI) income levels to retain students graduating from local colleges and universities.
- Policy HCB-1.2 In keeping with the community’s selection of affordable housing as one of the highest priority benefits, prioritize the allocation of office/R&D development capacity to developments that exceed their required contributions to below-market rental and below-market ownership housing in the City of East Palo Alto.
- Policy HCB-1.3 Plan residential areas so that they are well-connected to services and amenities. Promote new residential uses in the following locations, adhering to the standards of the relevant overlay zone:
- North of 350 Demeter Street.
  - 1103 Weeks Street and 2450/2470 Pulgas Street.
  - East of 1160 Weeks Street.
- Policy HCB-1.4 Through the discretionary allocation process, prioritize awarding entitlements to development projects that agree to provide more affordable housing than is required by citywide policy under the City Inclusionary Housing Ordinance and Commercial Linkage Program.

Policy HCB-1.5 Seek to maximize construction of deed-restricted affordable housing over the payment of in-lieu fees to the City.

Policy HCB-1.6 Consider fee reductions or deferred payment of development impact and permit fees for affordable housing projects that exceed City Inclusionary requirements to improve project feasibility.

Policy HCB-1.76 Ensure that major office/R&D developments advance home ownership in the City. Suggested strategies include:

- Building deed-restricted affordable ownership housing on-site or off-site.
- Donating land to a non-profit housing developer that will be used to build below-market rate ownership housing.
- Providing financial support to existing or future City ownership programs such as, but not limited to, the Below Market Rate Program, ADU/Second Unit Fund, 1<sup>st</sup> Time Homebuyer Program, Foreclosure Prevention or Housing Preservation Program, or funding to enable use of State (e.g. CalHome Loan Program) and federal programs (e.g. WISH, AHEAD, or the Home Loan Bank).
- Establishing and funding a new below market rate home ownership program, such as, but not limited to duplex/fourplex projects.
- Supporting construction of an informational resource center for those seeking assistance as a first-time home buyers.
- Supporting ADU/JADU production in the City.

Policy HCB-1.78 Seek to distribute and integrate deed-restricted affordable housing units. Distribution of units should be throughout the Plan area as well as among each development project.

## 10 COMMUNITY BENEFITS

Policy HCB-1.89 Encourage a variety of unit sizes to accommodate different household sizes and needs. Across the Plan Area, strive for a healthy balance between 1, 2, and 3-bedroom units. Promote the construction of for-sale units, which tend to be more appropriate for larger households.

Policy HCB-1.10 For verified residents who are directly displaced as a result of development in the Plan Area, the developer/property owner shall provide residents with relocation assistance and, if qualified, an option to move into the new development (if a residential project) once it is completed.

**Goal HCB-2    Development contributes significant community benefits in the form of amenities and ongoing improvements to the quality of life in the Plan Area.**

Policy HCB-2.1    Prioritize social, recreational, and cultural programs and amenities that serve the needs of East Palo Alto residents.

Policy HCB-2.2    Ensure significant benefits from new development by requiring developers to contribute their fair share to amenities prioritized by the community, including affordable housing and community-serving facilities. As needed, update and adjust the Plan’s Community Benefits framework and process to meet changing needs over time.

Policy HCB-2.3    Prioritize development applications with greater allocations of office and R&D square footage that are aligned with the priorities identified by the community, as identified in Section 10.2.

Policy HCB-2.4    Ensure transparency in the value of the community benefits provided by developments by requiring financial peer review analysis by the City, funded by applicants, of the realistic value of proposed community benefits and the development’s residual land value.

Policy HCB-2.5    Continue to seek out input from the community during implementation of this Specific Plan. Develop clear and consistent mechanisms to allow the community to provide input into the allocation of community benefits in the Plan Area, as development builds out. These could include regular public forums, resident surveys to confirm priorities, or an advisory body composed of representatives from local organizations that would offer recommendations to the Council around the use of community benefits funds, subsidized community spaces, or certain ongoing revenues.



Policy HCB-2.6 The point system and list of Priority Benefits should be regularly revisited and recalibrated as needed to reflect changing community values and priorities, economic conditions, and land/development costs.

Policy HCB-2.7 Expand the opportunities for “ownership” and economic empowerment as a result of development in the Plan Area (for both homes and businesses). This could include forming a Community Land Trust or funding an existing Community Land Trust using revenues generated from future developments.

Policy HCB-2.8 Ensure that benefits are sustainable for the long-term through mechanisms that provide ongoing benefits for the community:

- Support Council in taking future action on a revenue set-aside from increased taxes generated in RBD/4 Corners.
- Encourage projects to commit to a source of ongoing funding in addition to annual Measure HH taxes, such as reinvestment of below market rent for subsidized commercial or industrial spaces, upfront seed funding for new locally owned businesses, or long-term funding for key community programs.

Policy HCB-2.9 Construction contracts with a value of \$5 million or more shall register the job site with the State Department of Tax and Fee Administration (CDTFA) for a sub-permit location, when legally possible, to ensure the one percent sales tax revenue is allocated to the City rather than the county.

**Goal HCB-3 New spaces that serve the local community and support a strong network of community organizations and small businesses.**

Policy HCB-3.1 As described below in Section 10.2.2, ensure that developers of Standard or Exemplary Tier Projects include

space for community use (on-site space is preferred, but off-site is allowed). These major office/R&D projects are expected to provide space for one or more of the following uses: community retail or start-up, community organization/non-profit, production, distribution, and repair (PDR), maker/flex, commercial kitchen, job training, public facility, cultural or recreational facility, or a similar community-serving use. These spaces should be integrated successfully into the project's overall site design and circulation plan.

- Policy HCB-3.2 Support small, local, and startup businesses through:
- Applying active frontage standards to ensure adequate space is provided for these uses.
  - Favoring projects that include these spaces for allocation of office/R&D floor area.
  - Prioritizing these businesses when leasing community-serving maker/flex spaces.
  - Undertaking a citywide retention and promotion effort, including loans and incentives.
  - Implementing a small-format retail policy (which requires smaller storefronts) to create diverse economic opportunities.
- Policy HCB-3.3 Through the completion of the scorecard and phasing plan, ensure that developers articulate clear commitments for their proposed provision of community space, including the length of subsidy, amount of subsidy, deed restrictions, maintenance requirements, and more.
- Policy HCB-3.4 Seek to locate at least one large maker space in the Plan Area (partnering with an established organization is recommended).
- Policy HCB-3.5 Support redevelopment of the existing City Hall site to create a mixed-use civic center.

- Policy HCB-3.6 Ensure that new development at the northeast corner of 4 Corners includes both indoor community-serving space and publicly accessible outdoor space.
- Policy HCB-3.7 If any existing small businesses or community organizations are displaced as a result of new development, require that the sponsor of the development provide technical and financial support to relocate the business or organization within East Palo Alto, preferably within the Plan Area.
- Policy HCB-3.8 As feasible, give preference to formerly displaced local businesses in future RFP processes established for leasing/occupancy of subsidized community spaces.
- Policy HCB-3.9 Consider establishing Community Opportunity to Purchase (COPA) first right of offer and first right of refusal requirements for surplus or underutilized lands in the Plan Area.
- Policy HCB-3.10 Partner with community organizations to publicize and carry out City programs and housing lotteries.

<b>Goal HCB-4</b>	<b>A wide range of high-quality jobs created and sustained for the advancement of the East Palo Alto community.</b>
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Policy HCB-4.1 ~~MAJOR~~All project applicants [including a non-residential component \(for the Base, Standard, and Exemplary Tier\)](#) shall describe their 'Local Jobs Strategy,' [through a narrative and supporting analysis](#) which shall indicate how their project will contribute to providing local job opportunities across a broad range of education and skill levels. [This shall include estimated wages and the estimated number of jobs that will be accessible to local residents at various educational achievement levels.](#) Examples of strategies to ensure a good match between

East Palo Alto residents’ skills and future job opportunities could include the following:

- Funds or construction of dedicated facilities for job training, mentorships with stipends, internships, trades schools & vocational education
- Subsidized spaces available at below market rents for existing and new local vendors/merchants
- Provision of advanced manufacturing or industrial/PDR/maker spaces

Policy HCB-4.2 Seek to focus middle-wage industrial and manufacturing jobs on Demeter Street by requiring one of the following use types on the ground floor of new developments: light industrial, warehouse, production/distribution/repair (PDR), flex/makerspace, production studio, advanced manufacturing, live/work, or a similar use at the Planning Manager’s discretion.

Policy HCB-4.3 Facilitate partnerships between property owners, tenants, and nearby academic and job training institutions to foster an opportunity pipeline for East Palo Alto students.

Policy HCB-4.4 Leverage the arts as a generator of community wealth and ownership, through the provision of public art in new developments, financial support for local artists and music, ongoing programming, and other strategies that involve the community and youth in the creation of art.

Policy HCB-4.5 Work with organizational partners to address gaps in job training and educational programs needed for future job opportunities in the Plan Area. Focus on local and regional organizations that already serve East Palo Alto residents effectively.

<b>Goal HCB-5</b>	<b>A diversified, strengthened, and expanded economic base through development that enhances</b>
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**opportunities and quality of life for the residents of the City of East Palo Alto.**

- Policy HCB-5.1 Seek development proposals that will increase East Palo Alto’s tax base while providing other benefits to the community, including new jobs accessible to East Palo Alto residents.
- Policy HCB-5.2 Require major commercial projects to complete a Fiscal Impact Report to demonstrate a net positive impact on the City General Fund.
- Policy HCB-5.3 Utilize Development Agreements (DA) for developments seeking Standard or Exemplary Tier allocations from the Development Capacity. DAs will facilitate the implementation of the Specific Plan by codifying expectations about the development, fees and entitlements, and community improvements/benefits.



The remainder of this chapter contains detailed guidance for:

- Community Benefits pre-requisites and submittal requirements associated with an application for allocation of Office/R&D Development Capacity.
- Priorities and targets for evaluating the value and appropriateness of the proposed community benefits relative to established tiers.
- Community / City expectations and policies for how benefits will be provided by development projects, subject to negotiation within final Development Agreements.

## **10.2 Community Benefits Framework for Allocation of Office/R&D Development Capacity**

As described in Section 11.2.3, office/R&D development projects proposed at the discretionary Standard or Exemplary Tier (as opposed to the Base Tier) must first request an allocation from the Plan Area’s Development Capacity, by submitting an application for a Master Development Plan. A Master Development Plan must contain the required community benefits details and analyses described below (once a Master Development Plan is approved by Council, the applicant will then enter into a negotiated Development Agreement process to refine the benefits terms and receive the actual office/R&D entitlements). An application for a Master Development Plan must:

- 1) Meet all base requirements for development in the City of East Palo Alto and the Specific Plan Area.
- 2) Provide the community benefits submittals described in this chapter to ensure an acceptable level of benefits contributions, including a detailed description of proposed benefits via the “scorecard” requirement, a description of the Local Jobs Strategy, a benefits phasing plan, and completion of a “financial transparency” analysis and peer review.



### **10.2.1 Base Requirements for All Development Projects**

All proposed projects in the Specific Plan Area must meet base requirements applicable to all development in the City of East Palo Alto and the Specific Plan Area. Meeting these requirements does not count as a community benefit contribution. Key existing base requirements include:

- [Development Impact Fees](#). Developments are subject to one-time impact fees that mitigate project impacts on public infrastructure, public facilities, and affordable housing.
  - [Commercial Linkage Fee](#). The City assesses affordable housing impact fees on non-residential development.
- [Inclusionary Housing Ordinance](#). Residential developments must provide 20 percent of all new housing units on-site at a level affordable to low- and moderate-income households or provide an alternative mitigation.
- Ongoing Measures and Taxes.
  - Measure HH. Office developments greater than 25,000 square feet are subject to an additional annual parcel tax to fund job training and affordable housing.
  - Measure L. Establishes a 2.5% tax on the gross receipts of all residential landlords in the City (applicable three years after occupancy for new construction), to be used for general government uses such as programs for affordable housing, providing tenant rental support, and protecting local residents from displacement and homelessness.
- Sea Level Rise Improvements. In coordination with the City and the SFCJPA, developments must support the completion of the SAFER Bay flood control and sea level rise adaptation project, as specified in Chapter 7, Parks and Public Facilities and Chapter 9, Utilities.

### **10.2.2 Community Benefits Requirements to receive Allocation of Development Capacity**

Major project applicants seeking an allocation of office/R&D Development Capacity ([Standard or Exemplary Tier projects](#)) must provide a community



benefits proposal that meets several guidelines. Community benefits proposals must undergo a series of assessments and reviews to determine the adequacy of the proposal, as determined by the City Council. The following sections describe the East Palo Alto community's priorities and expectations for community benefits proposals, and then details the required process for assessing community benefits proposals. Applicants shall:

1. Before development review, follow the City's **Community Outreach Policy for Planning Projects** for notification and public meetings.
2. At time of development review:
  - a. Provide a **Fiscal Impact Analysis** to confirm a project's net positive impact on the General Fund.
  - b. Provide **Financial Analysis for Valuation and Transparency**. Analysis would be conducted on each major project requesting office/R&D square footage, to clarify the value of proposed community benefits and assess the project's ability to support community benefits (the end result of the analysis shall be made public but details shall be kept confidential).
  - c. Complete a **Community Benefits Scorecard**. Project applications are to include a scorecard that lists the community benefits in detail in relation to the desires of the community. The scorecard is comprised of a narrative description, dollar value per square foot estimate, proposed phasing, location, and alignment with community priorities (with specific reference to goal or priority numbers).
    - i. **Phasing Plan**. Developers would describe how they intend to provide benefits across all phases of the project and be bound to this in the Development Agreement (DA).
    - ii. **Affordable Housing Program**. To recognize the potential gentrifying impacts of new office and life science employees, projects are asked to provide additional support for affordable housing beyond the existing Commercial Linkage Fee and annual Measure HH tax. Specifically, projects requesting Standard or Exemplary Tier allocations are expected to enable the

construction of affordable housing units by building units or donating land to a non-profit developer.

- iii. **Local Jobs Narrative.** Describe how the project will contribute to providing local job opportunities across a broad range of educational and skill levels. [This requirement applies to all non-residential projects.](#)

3. After development review:

- a. Provide any **Ongoing Revenues** promised. As part of any Development Agreement, developers (in partnership with the City) will identify and commit to an on-going source(s) of funding for community benefits, to create long-term enhancement of East Palo Alto. Examples include seed money for a homebuyer loan program, returning below market rent charged for community spaces to a community fund, or funding/other material support for a long-term job training program.

a.—

### 10.2.3 Community Benefits Priorities and Preferences

Community benefits proposals and commitments must include both one-time and ongoing revenue commitments. The following table describes the highest-priority community benefits sought by the City of East Palo Alto.

**Table 10-1: Community Benefits Priorities**

Type	Description
<b>District Utilities</b>	<ul style="list-style-type: none"> <li>• Construction of and dedication of sites for public utilities facilities (e.g., pump station and water tank)</li> <li>• Support for the SAFERBAY Flood Control and Levee Project</li> </ul>
<b>Affordable Housing</b>	<ul style="list-style-type: none"> <li>• Construction of deed-restricted rental affordable housing for lower-income households earning 35% to 60% of AMI (primary emphasis)</li> <li>• Construction of units for “middle-income” households at 60% to 100% of AMI (secondary emphasis)</li> <li>• Funding for home ownership programs or for-sale units</li> <li>• Funding for acquisition, rehab, and housing preservation and for rental assistance programs</li> </ul>

**COMMUNITY BENEFITS**

	<ul style="list-style-type: none"> <li>• <a href="#">Construction of affordable housing units for vulnerable populations such as low-income seniors, large households, at-risk youths and adults (“youth shelters”), and persons with disabilities</a></li> </ul>
<b>Jobs and Workforce Development</b>	<ul style="list-style-type: none"> <li>• Funding and subsidized spaces for job training, vocational education, internships, and apprenticeships</li> <li>• Funding and/or below market rate subsidized space for entrepreneurs and other small local businesses, especially those displaced at any time from the City or Plan Area</li> <li>• Jobs reserved for residents and/or high school seniors</li> <li>• Construction of light industrial, production-oriented spaces or maker, fabricator, or live/work space</li> </ul>
<b>Community Facilities and Local Business Support</b>	<ul style="list-style-type: none"> <li>• Construction of subsidized space for local community use</li> <li>• Subsidized space for local community organizations providing services (e.g. legal aid, core services, etc.)</li> <li>• Ongoing funding for community projects and programs</li> <li>• <a href="#">Funding for local schools and</a></li> <li>• <a href="#">Funding or facilities for childcare or senior care</a></li> <li>• Funding for library, police station, city offices</li> </ul>
<b>Parks, Public Space, and Art</b>	<ul style="list-style-type: none"> <li>• New and renovated public parks and open spaces, including playgrounds and recreational amenities</li> <li>• New and renovated trails and greenways</li> <li>• Trees, landscaping and beautification</li> <li>• Restored wetlands and marshland ecosystems</li> <li>• Public art &amp; arts programming</li> </ul>
<b>Transportation</b>	<ul style="list-style-type: none"> <li>• Neighborhood traffic calming and safety enhancements</li> <li>• Multi-modal improvement projects above the impact fee</li> <li>• Funding for city/regional transit improvements and programs</li> </ul>

**Community Benefits Preferences**

The City of East Palo Alto prefers that community benefits proposals meet the following guidelines:

- a. Proposed benefits support the vision for physical development set forth in the Specific Plan, aligning with the overall Plan Concept and the suggested geographic locations described in Chapter 7 under Community Facilities.

- b. Community spaces are provided at below market rents/leases, and with the following characteristics:
  - i. Any subsidized below market rate commercial, industrial, and community spaces remain subsidized for a period of at least 20 years.
  - ii. Proposals to provide below market rate community spaces are accompanied by an outline of a selection process, such as a request for proposals.
  - iii. Inclusion of a deed restriction on uses and spaces provided as community benefits to ensure those uses operate in perpetuity or do not change without City authorization.
  - iv. A management entity is defined or established to oversee community spaces.
- c. Job training programs and internships pay their participants.
- d. Committing to an ongoing mechanism for funding benefits.
- e. Projects are encouraged to provide spaces for existing locally owned businesses that are being relocated/displaced from within the Plan Area or for small businesses that formerly operated within the City limits.

#### **10.2.4 Community Benefits Review Process**

**Applicants should describe in the Master Development Plan submittals how they meet the priorities and preferences of the community.** Community benefits proposals for allocations of Development Capacity must undergo the following review process, which includes providing a detailed description of proposed benefits via the “scorecard” requirement, completing a “financial transparency” review, and providing a benefits phasing plan.

##### **A. Community Benefits “Scorecard” Requirement**

Applications for a Master Development Plan must include a community benefits “scorecard” completed by the development applicant. The City of East Palo Alto will use the scorecard for assessing community benefits proposals. The scorecard includes qualitative and quantitative targets and metrics, and indicates alignment with community priorities regarding the type, value, and timing of proposed community benefits contributions.

Each scorecard must include the following:

- A narrative description of each proposed community benefit
- A description of how each proposed benefit aligns with community priorities.
- A calculated dollar value of each proposed benefit, including a justification or calculation for how that value was determined
- A timeline for delivering each proposed benefit
- A completed Exemplary Targets matrix, indicating how the project proposes to meet the targets for the relevant Tier
- A Local Jobs Strategy narrative, indicating how jobs are being provided across a broad spectrum of educational levels and describing the strategies to ensure a good match between residents' skills and future job opportunities for both construction and on-going jobs.

**B. Benefits Contribution and Financial Transparency Requirements**

Applicants for Standard or Exemplary Tiers in the Plan Area must undergo a clear and consistent “Financial Transparency” financial analysis process. This process establishes the value of proposed community benefits and the adequacy of the proposal relative to the development rights granted by the City of East Palo Alto. Two analyses must be conducted to meet this requirement:

- 1 Community Benefits Value.** The applicant shall provide a dollar value estimate for each proposed community benefit, with documentation of assumptions and methodology.
  - a. The City of East Palo Alto will then conduct a peer review of the applicant’s estimates to verify the value of each proposed community benefit. Valuation assumptions and methods will vary depending on the nature of the community benefits contribution. For a physical facility, estimate the total design, development, and construction cost (minus any revenue achieved by the developer via sales or leasing of the facility).
    - i. For leased space, calculate the multi-year lease value of the improved space (maximum 20 years). Value of leases may be based on the capitalized value of foregone revenue.

- ii. For land dedication for affordable housing, estimate the current market value of the land, plus the value of site preparation & entitlements and any gap financing.
  - iii. For additional affordable units beyond inclusionary requirements, calculate the value of the current gap subsidy for each unit according to its AMI (the gap between the cost to construct the housing units versus the value of sales/revenues generated by those housing units).
  - iv. For funding of an ongoing program, estimate the start-up and multi-year program cost for the length of promised commitment (maximum 20 years).
  - v. For additional park land or open space dedications, establish value using specific property appraisal plus the value of any recreational facilities provided by the developer.
  - vi. If a monetary value cannot be determined or is beyond just a monetary value, describe the 'community' value of the benefit.
- b. The City of East Palo Alto will compare the dollar value of the benefits established in the peer review to the dollar value estimates provided by the applicant. The applicant will also calculate the community benefits value per square foot of building area and the City will review this calculation. This calculation will allow for comparison to other proposed developments and for incorporation in the City's scoring process for assessing community benefits proposals.
  - c. The City will make summary findings publicly available. The findings are intended for consideration by the East Palo Alto City Council as part of their deliberations regarding approval of development agreements.

- 2 Residual Value Analysis.** The applicant shall provide a project financial feasibility (residual land value) analysis to the City.
- a. The development applicant will provide, at minimum, detailed revenue and cost assumptions from their project pro forma financial analysis to the City of East Palo Alto, including

- land acquisition costs and required rate of return. The City will treat these statements as confidential materials.
- b. The City of East Palo Alto will conduct a confidential peer review of the pro forma assumptions to verify the reasonableness of the development applicant’s assumptions. The City will also calculate and indicate the supportable residual land value of the proposed development for comparison against the project’s actual or anticipated land acquisition costs. The remaining residual land value will indicate the development’s potential for supporting additional community benefits.
  - c. The East Palo Alto City Council will consider the findings of the peer review to consider the adequacy of the development applicant’s proposed community benefits contributions.

*Residual value analysis calculates the remaining value of the land after all costs of developing have been subtracted. Costs of developing include hard costs such as acquisition of land, site prep, and construction, and soft costs such as entitlement costs, engineering and architecture, and City impact fees. This analysis allows the value of a development’s proposed community benefits contributions to be compared to the potential overall financial capacity of the development to provide benefits.*

**C. Benefits Phasing Plan Requirement**

Projects shall demonstrate and agree to a Benefits Phasing Plan in development agreements. This plan must detail how the project will provide community benefits across all phases, including the following:

- a) Initial Contribution: Applicants must describe which benefits will be provided prior to project occupancy of the first building. Examples of benefits suitable for an initial contribution include “seed” funding for a home ownership program or funding for an off-site community or public facility.
- b) Subsequent Contributions: For phased development, applicants must describe which benefits will be delivered at occupancy of each building or completion of each development phase. For example,



major community spaces or facilities should be tied to completion of a specific office building or development phase.

- c) Ongoing: Applicants must describe which benefits will be delivered on an ongoing basis, whether they are indefinitely provided or for a longer time frame than initial project delivery. Examples of ongoing benefits include job training program support or maintenance of new public spaces. Applicants should specify the length of all proposed ongoing benefits.

#### **D. Requirements for Public Art Community Benefits Contributions**

- a) Defined Art Benefit. Applicants seeking community benefits credit for public art must define the monetary valuation, amount of art, location, and acquisition process. When applicable, the development's Conditions of Approval will specify commitments to a certain minimum amount of façade area, in square feet, to be covered with publicly sourced art.
- b) Art Review. Applicants providing public art as a community benefit must describe the proposed implementation process (creation, review, and approval of art). Once established, applicants are expected to follow formal procedures set forth by the City for public art community benefits coordinated through EPACENTER and/or other community partners.

### **10.3 Jobs-Housing Linkage Target**

Project applicants must submit a Draft Affordable Housing Compliance Plan that describes how the project applicant intends to provide affordable housing to meet baseline requirements and community benefits. This proposal will then be reviewed and approved or modified as part of the negotiated Development Agreement process.

#### **10.3.1 Existing Citywide Affordable Housing Requirements**

Residential and mixed-use developments with a residential component must satisfy the City's Inclusionary Housing Ordinance requirements, as

applicable. Office, R&D, and other non-residential developments must pay or otherwise satisfy the requirements of the Commercial Linkage Fee.

### 10.3.2 Jobs-Housing Standards and Targets

Exemplary or Standard Tier projects in the Specific Plan Area are required to ~~fulfill~~follow additional Jobs-Housing standards and guidelines:

- ~~a.~~ ~~Projects must earn at least one point in the Exemplary Framework (Table 10-3), defined as contributions above the City's Inclusionary Housing Ordinance and Commercial Linkage Fee requirements.~~
- ~~b.~~a. To count as community benefits, affordable housing contributions in excess of the Commercial Linkage Fee must be provided as 1) deed-restricted affordable housing units built within the Plan Area, 2) donation of land that allows construction of an equivalent number of affordable housing units within the City, or 3) funding for home ownership programs in the City.
- ~~c.~~ To earn the maximum 3 points under the Affordable Housing category, projects must pay fees, build, or donate land equivalent to the Commercial Linkage Fee requirement and then additionally build affordable units or donate land approximately equivalent to 1 affordable housing unit per 30,000 square feet of office or R&D development.
- ~~b.~~
- c. The City expects to see at least 1 point in the Affordable Housing and Community Space categories for projects requesting Standard or Exemplary Tier.
- d. In the event that two projects are competing for the same allocation of square footage in the same allocation cycle, staff's preference will be to reward the project with the greater affordable housing contribution.

**Table 10-2: Jobs-Housing Linkage Target (to earn 3 points)**

For office/R&D projects proposing to build or donate land for 100% affordable units, the maximum 3-point target would be calculated as follows:

Hypothetical Project 1: 500,000 s.f. office + 100% affordable units

- Apply existing Commercial Linkage Fee requirement (example using FY 23-24 figures):  $500,000 * \$13.55 = \mathbf{\$6,775,000}$  (equivalent to **25 affordable** units assuming a subsidy of \$273,400 per unit)
- Add NEW job-housing requirement of 1 per 30,000 s.f. = **17 affordable** units required to be BUILT (*value of \$4,648,000*)
- Total combined requirement: **25 + 17**, the total obligation is equivalent to **42 affordable** units or **\$11,483,000**. Linkage could be satisfied by a combination of units and fees but **not less than 17 affordable** units **built** within the Plan Area.

For office/R&D projects proposing to build mixed-income housing, the maximum 3-point target would be calculated as follows:

Hypothetical Project 2: 500,000 s.f. of office + mixed-income housing (150 units)

- Apply existing linkage fee requirement (example using FY 23-34 figures):  $500,000 * \$13.55 = \mathbf{\$6,775,000}$  (equivalent to **25 affordable** units)
- Add NEW job-housing linkage requirement of 1 per 30,000 s.f. = **17 affordable** units required to be BUILT (*value of \$4,648,000*)
  - Total requirement from the jobs-housing linkage is 42 affordable units, leaving 108 units as the discounted mixed income portion of the project ( $150 - 42 = 108$ ).
- Apply existing 20% inclusionary requirement to housing component to the mixed-income portion of the project after discounting the linkage units. This equals 22 units (20% of 108 units) = **22 affordable** units required to be BUILT on-site (*value of \$6,015,000*)
- Total combined requirement: **25 + 17 + 22**, the total obligation is equivalent to **64 affordable** units or **\$17,498,000**. Linkage could be satisfied by a combination of units and fees but **not less than 39 affordable (22+17)** units built within the Plan Area.

### 10.3.3 Affordable Housing Standards

**3 Housing Agreement.** Exemplary and Standard Tier applicants shall include a Draft Affordable Housing Agreement between the applicant, applicable housing development partner, and the City. At minimum, the agreement must specify:

- a. Name of project
- b. Developer or applicant name and contact information
- c. Project address
- d. Project APN
- e. Number of residential buildings
- f. Total number of units
- g. Number of affordable units to be provided
- h. Affordability levels of those units
- i. Unit size (by square footage and bedroom size), tenure (rental or ownership) and mix
- j. Details regarding the location and development program for the site/building at which the units will be constructed (note comparability requirements in MuniCode 18.38; if an affordable housing project is financed with low-income housing tax credits (LIHTC) and the project meets the TCAC standards for building/unit sizes, then comparability requirements will be waived).
- k. Financing plan including current assessed value of the land and a commitment for soft/gap financing
- l. Timing commitments for delivery of the units, and
- m. Draft marketing, outreach and tenant selection plan to maximize local live/work preference to the full extent allowable by State and fair housing law and any other funding regulations for funds secured to build the project.

The agreement will be finalized and executed as part of the development agreement or prior to granting of project entitlements by the City of East Palo Alto.

**2 Length of Affordability.** Any affordable housing units provided must maintain a minimum 55-year affordability deed-restriction per City Ordinance.

**3 Income Levels.** Affordable housing is assumed to be provided at the same AMI percentages as is prescribed in the City's adopted Inclusionary Ordinance (for rental units, 25% at 35% AMI, 50% at 50% AMI, 25% at 60% AMI). However, applicants may choose to provide a different AMI breakdown (i.e., more units at 80% to 100% AMI) - the value of these units would be discounted to reflect the true financial subsidy required to close the gap between projected income and construction costs (the affordability "gap"). *The blended average in-lieu value of one rental unit is currently set at \$27399,0400 for FY 20243-20245. The City will confirm the in-lieu value for units at different AMIs (lower AMIs require more subsidy).*

**4 City Ownership Backstop.** The Affordable Housing Agreement must include provisions to ensure affordable housing units are actually built if land is set aside for affordable housing development. The default agreement shall include a clause that can be triggered by the City Council that would return the land to the City's control. This language may be further negotiated via the development agreement process. This option could be triggered by the East Palo Alto City Council in the case that the affordable housing developer has failed to build the affordable housing units according to the ,-achievable milestones/anticipated schedule established in the negotiated Housing Agreement generally after a period of ten years.

**5 Safety Net In-Lieu Policy.** In order to obtain a Certificate of Occupancy for a Non-Residential project that relies on development of affordable housing as part of its Community Benefits proposal, either the affordable housing project must demonstrate substantial evidence of progress (such as secured financing and a building permit application) or the applicant must pay the Commercial Linkage Fee in-lieu of this evidence. In other words, if the promised affordable housing has not been built as detailed in the Community Benefits program, then the applicant shall pay the amount of the Commercial Linkage Fee that would have been owed on the non-residential portion of the project before Occupancy of Non-Residential space may occur.

**46 Multi-phased Projects.** In the event that the residential and non-residential components of a project occur at different times, applicants may be granted credit for affordable residential or

[community-serving components already completed \(in the past\) as part of an application for Office/R&D Allocation.](#)

## 10.4 Bonuses for Standard and Exemplary Benefits

At Council discretion, a project that proposes exemplary community benefits may be granted bonus FAR and bonus height within the identified exemplary areas, outlined in red in Figure 10-1 below. Benefits targets for Standard and Exemplary Tiers are defined in Table 10-2 as contributions towards utilities, affordable housing, local jobs, community space, public parks, and/or transportation improvements significantly in excess of the baseline requirements and Specific Plan standards. The City Council will make a determination as to whether a proposed project has provided community benefits aligned with the priorities and either Standard or Exemplary Tier targets set forth in this Plan and chapter:

- **Standard Tier may be granted by earning a minimum of 4 points.**
- **Exemplary Tier may be granted by earning a minimum of 8 points, with an [expectation minimum of at least 1 point in both Affordable Housing and Community Space. Achievement over 8 points will be reflected in the staff's positive recommendation to Council.](#)**

Table 10-3 provides a framework to guide the discretionary decision-making process by staff and Council. Achievement of targets does not guarantee a bonus; Council will use its discretion to make a judgement regarding the requested bonus height or floor area ratio based on city staff's assessment and the financial analysis of the proposed benefits.

**Table 10-3: Exemplary Framework Targets/Expectations**

Category	Base Requirement	Worth 1 point Standard Tier	Worth 2 points Exemplary Tier	Worth 3 points Exemplary Tier
	n/a	<b>Worth 1 point</b>	<b>Worth 2 points</b>	<b>Worth 3 points</b>
<b>1. Utilities*</b>	Impact fees	\$ +\$	\$\$ +\$\$	\$\$\$ +\$\$\$
<b>2. Affordable Housing**</b>	\$13/s.f. (FY23-24 Commercial Linkage Fee***)	\$ Build affordable housing or donate land above Commercial Linkage Fee requirement Build affordable housing above Commercial Linkage Fee requirement +\$ (Minimum)	\$\$ Build affordable housing or donate land above Commercial Linkage Fee requirement Build affordable housing above Commercial Linkage Fee requirement +\$\$	\$\$\$ Build affordable housing or donate land above Commercial Linkage Fee (Jobs/Housing Target) Build affordable housing above Commercial Linkage Fee (Jobs/Housing Target)
<b>3. Community (Civic &amp; Jobs) Space****</b>	0% of total project square footage	2.5% 2.5% (Minimum)	5% 5%	7.5% 7.5%
<b>4. Public Parks, Plazas &amp; Greenways</b>	WO 5% REC 0% 4C 5%	WO 10% REC 10% 4C 10% WO 10% REC 10% 4C 10%	WO 20% REC 15% 4C 20% WO 20% REC 15% 4C 20%	WO 30% REC 25% 4C 25% WO 30% REC 25% 4C 25%
<b>5. Transportation*</b>	Impact fees	\$ +\$	\$\$ +\$\$	\$\$\$ +\$\$\$

\*Specific credit for Utilities and Transportation contributions will be negotiated with the City Engineer and City Manager’s Office- Public Works. “\$” signs represent increasing orders of magnitude of contributions towards that category, i.e., slightly more than impact fees (10% more) -> moderately more than impact fees (>20% more) -> significantly more than impact fees (>33% more). Stated simply, the greater the amount of contribution (above impact fees), the greater the potential point value that may be awarded.



\*\* To be negotiated with Housing Department. \$ signs represent increasing orders of magnitude of contributions towards that category. To earn 3 points (\$\$\$), the City's expectation is that projects build affordable housing with a value that is significantly more than required by commercial linkage fees (i.e., >\$7/s.f. more); this \$\$\$ value was previously presented as the "jobs/housing linkage target" of 1 affordable unit per 30,000 square feet of office/R&D space.

\*\*\* Measured as a percentage of the project's commercial square footage.

\*\*\*\* Measured as a percentage of a project's total developable site area.

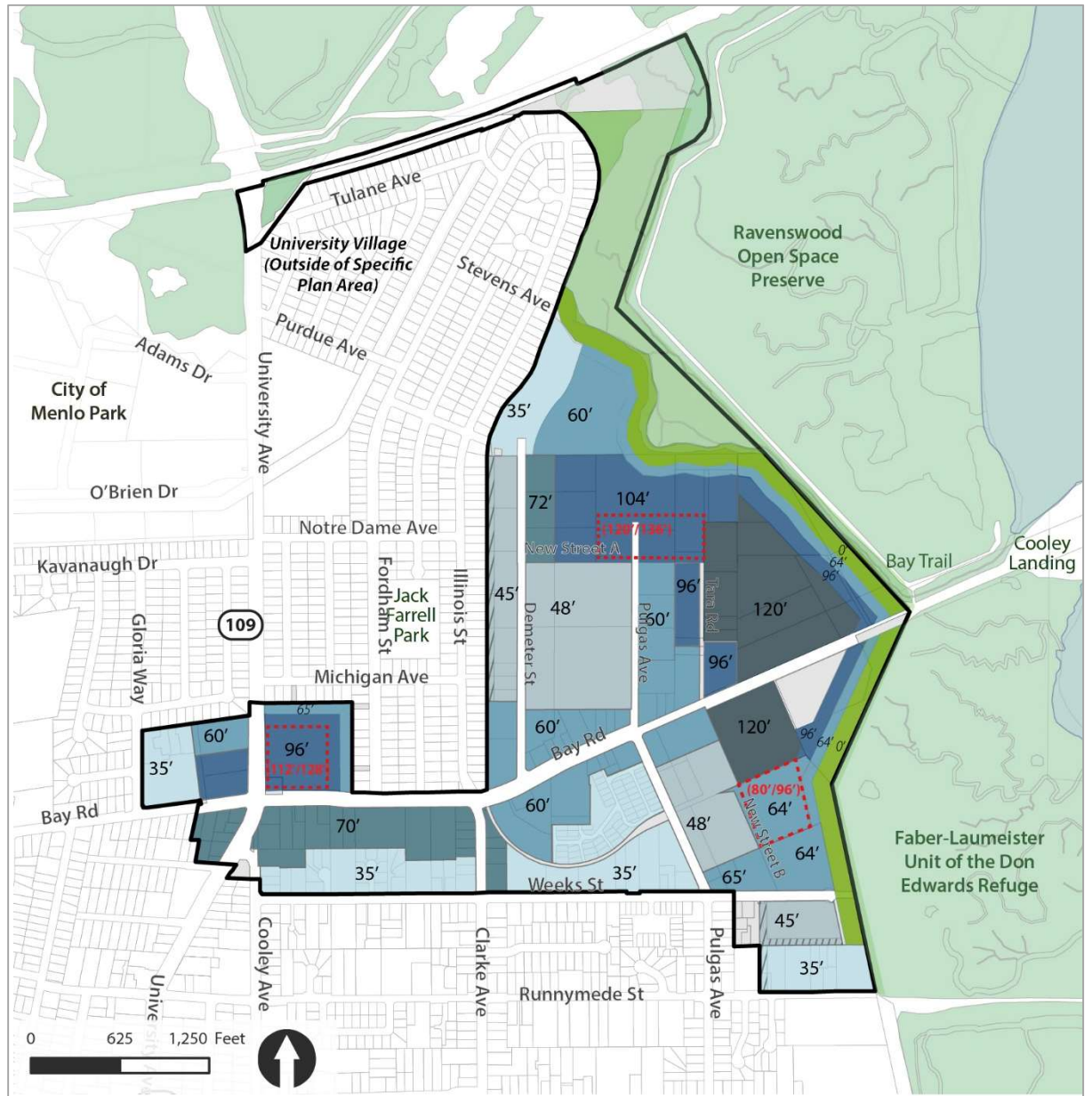
\*\*\*\*\* To be negotiated with Public Works. "\$" signs represent increasing orders of magnitude of transportation contributions towards that category, as with utilities above. Could be achieved through building infrastructure (not already required by CEQA) or by proposing to create TDM program that would trip reductions in excess of the 40% already required by City Ordinance. Other examples would be Bay Road improvements (beyond required frontage upgrades), spearheading a shuttle bus program, donating land for a water tank or pump station, or taking the lead to acquire public right-of-way instead of the City.

\*\*Specific \$/s.f. targets for affordable housing are pending the update to the nexus study. The affordable housing benefit can be provided as deed-restricted units built on-site or off-site elsewhere in the City, or as land donated to non-profit housing organizations:

\*\*\* See the City's Comprehensive Fee Schedule for most up-to-date commercial linkage fee:

\*\*\*\*Projects may receive credit for inclusion of manufacturing/flex/maker space in lieu of community or job space; targets for industrial space are 10% for Standard Tier and 20% for Exemplary Tier.

Figure 10-1: Bonus Height Zones





COMMUNITY BENEFITS



Affordable Housing Under Construction at 965 Weeks Street



Example of a "Flex/Maker Space" to Support Workforce Development

Examples of Community-Serving Retail and Public Park Improvement



## **IMPLEMENTATION**

# **11**

This chapter describes the implementation activities, funding approach, and plan administration needed to execute the vision for a complete neighborhood and thriving business district. It identifies a range of funding programs to implement the capital improvements needed to support existing and future development.

Implementation of the Specific Plan will require a comprehensive approach that combines private sector development with City actions and collective resources. Major development projects will be required to contribute to district-wide improvements.

## 11.1 Technical Implementation Items

### 11.1.1 Regulatory Structure

The City's General Plan ~~will be~~ ~~was concurrently~~ amended ~~to adopt the land use designations that are contained with~~ within this Specific Plan. Relevant sections of the City's Development Code (primarily Title 18.18.020) ~~will also~~ ~~was also concurrently~~ ~~be~~ amended ~~to incorporate the development standards and zones found in Chapter Six.~~

### 11.1.2 California Environmental Quality Act Requirements

The City of East Palo Alto certified the Supplemental Environmental Impact Report (SEIR) for the Ravenswood Business District/4 Corners Specific Plan on XX/XX, 2024. The City's action to certify the SEIR did not constitute approval of the Specific Plan. Rather, it indicates that the SEIR has been completed in compliance with California Environmental Quality Act (CEQA), and that the SEIR was presented to and reviewed by the City's decision-makers and the public prior to Specific Plan approval.

### 11.1.3 Mitigation Monitoring Program and CEQA Findings

Public Resources Code Section 21081.6 requires that a "reporting or monitoring program be designed to ensure compliance during project implementation." (The adopted program shall apply to changes made to the project or conditions of project approval in order to mitigate or avoid significant effects on the environment.) The monitoring program provides a brief summary of the required mitigation for impacts attributable to the project, identifies the party responsible for monitoring the project's compliance with the mitigation measure, and identifies at what point or phase of the project the mitigation measure is to be completed. The City has prepared a mitigation monitoring program in conjunction with the preparation of the SEIR for the Specific Plan. The SEIR identified several environmental impacts that could be reduced to less than significant with the implementation of the mitigation measures.

## 11.2 Plan Administration and Submittal Requirements

### 11.2.1 General Zoning Review Procedures

Applications for use permits, conditional use permits, administrative use permits, temporary use permits, and other typical zoning permits shall follow the regulations and procedures set forth in the East Palo Alto Development Code in Chapter 18, Article 7. City permitting actions require varying levels of approval authority:

- Ministerial review (by-right) does not require any discretionary approval, only processing by planning staff to confirm compliance with Specific Plan objective standards, zoning, and building codes.
- Administrative review (such as granting an AUP) requires discretionary Department Director approval or designee, such as the Planning Manager (staff level).
- Planning Commission approval is required for certain actions that exceed administrative review approval, such as review of development projects, land use decisions, review of appeals from the Director's decisions, and recommendation to the City Council on applicable policy or regulatory matters related to the City's planning process.
- The highest level of approval authority, such as granting allocations under the Specific Plan Allocation Process or negotiating Development Agreements with Major Office/R&D projects, requires discretionary approval by City Council.

Each new development project will contribute to the Specific Plan's implementation by meeting requirements regulating each project's land uses, FAR, height, density, setbacks, parking requirements, street frontage improvements, pedestrian access, and other requirements specified in the Specific Plan. These standards must be satisfied for a project to be granted approval.

### 11.2.2 Review Procedures for Residential-Only, Industrial-Only, and Minor Office / R&D Projects (less than 150,000 S.F.)

- 1 **Proceed to Entitlement Review.** Applicants (of these types of projects) that meet Specific Plan objective design standards are exempt from the Development Allocation Process and the Community Benefits Framework requirements and may proceed directly to the planning entitlement process.
- 2 **State Law Exemptions and Streamlining.** Residential-only or mixed-use projects (with at least 2/3rds residential use by square footage) that meet thresholds such as inclusionary housing requirements may be permitted exceptions from design standards or approval streamlining, per State law. Certain residential projects are eligible for by-right ministerial approval (including smaller projects with less than 20 units).



**11.2.3 Development Allocation Process for Major Office / R&D Projects (more than 150,000 S.F.)**

- 1 **Application Requirements.** Applicants wishing to submit an application for a Major Allocation of Office/R&D square feet application for a Master Development Plan (immediate allocation) or a Conditional Development Allocation (hold allocation) shall:
  - a. Complete city’s preliminary application process including preliminary review of building and site design;
  - b. Meet base City statutory requirements; and
  - c. If applicable, demonstrate that a project-specific Risk Management Plan ~~that~~ has been reviewed and approved by the US Environmental Protection Agency, California Department of Toxics Substances Control and/or San Francisco Regional Water Quality Control Board or other determination that the proposed program is environmentally feasible (such as project-specific CEQA analysis).
  
- 2 **~~Ongoing Immediate Allocation Window / Hybrid Process.~~** ~~Within 120 days of Specific Plan/SEIR Certification (the “window”);~~ ~~Major project applicants shall~~ may submit ~~either a request for allocation Master Development Plan at any time by submitting a complete Master Development Plan - this application will be reviewed when Council or staff initiates a Review of Allocation Requests (no less than once every two years, but may occur more frequently at Council/staff request).~~ ~~or for a Conditional Development Allocation:~~
  - a) **Master Development Plan Allocation.** Projects may apply for a Master Development Plan Allocation at the Base, Standard, or Exemplary Tier (see Chapter 10 for details on the tiers). Applications will then be reviewed by staff in accordance with the Plan’s requirements, receive a recommendation from staff based on feasibility, proposed benefits, and other key considerations, and finally - at Council’s discretion - projects ~~will~~ may receive an Allocation of Office/R&D Square Footage.
    - o Base Tier Projects do not require a Development Agreement or Community Benefits Scorecard/Financial Analysis.
    - o Standard or Exemplary Tier Allocations require submittal of complete site, street, civil and land use plans, Draft Housing Plan, proposed phasing, and building design plans (similar to a complete ‘pre-application’) and



Community Benefits Submittal (scorecard, feasibility/pro forma analysis and peer review, benefits valuation, and jobs narrative). *Applicants are encouraged to submit a "Template DA" or "Preliminary DA" to streamline review and approval.*

- A Master Development [Plan](#) Allocation of Square Footage is valid for two years with a possible one-year extension (by City Manager or Council authorization), during which time the applicant shall negotiate a Development Agreement with the City (for Standard and Exemplary projects).
  - A Master Development Plan Allocation must be secured with payment of the Specific Plan Fee within 15 business days [of Council approval](#).
  - Approval of Master Development Plan Allocation opens a window for consideration and negotiation of a Development Agreement with the City. Additional Design Review may be required to execute the Development Agreement, or as a Condition of Approval at the administrative or Planning Commission level if the project conforms to the submitted Master Development Plan.
- a) **Consideration of Conditional Development Allocation Requests.** Projects may apply for a conditional allocation at the Standard Benefits FAR Tier, subject to Council discretion.
- ~~○ An application for a Conditional Allocation requires a lesser level of detail compared to a Master Development Plan; requiring only overall program, conceptual site and street plans, and preliminary environmental review and a Community Benefits outline (feasibility analysis not required).~~
  - ~~○ A Conditional Allocation of Square Footage is valid for up to two years, with a possible one-year extension (by City Manager or Council authorization) before expiration, the applicant must return with a completed application for a Standard or Exemplary Tier Project (a Master Development Plan and Community Benefits Submittal), which would be reviewed and approved at Council's discretion.~~
- e**b)** ~~A Conditional Allocation grants a project the right to apply *later* for Standard or Exemplary Tier Square Footage; however, while the project is guaranteed an opportunity to apply for a~~

Standard Tier Allocation of Square Footage, it is possible that the Exemplary Tier Allocation could be exhausted before a Conditional Allocation project returns to Council to secure a Master Development Plan Allocation. In other words, the applicant runs the risk that Exemplary Square Footage is allocated to other projects:

- o If Exemplary Square Footage remains in the Development Reserve, available after the Immediate Allocation Window, this square footage will be made available on an annual regular basis through a public Council study session where all Hold projects applications for seeking an Allocation received that year since the last allocation review will be reviewed concurrently.
  - o The first Council consideration for allocation will occur no less than one year after Plan adoption. After this, a review of Allocation Requests would occur semi-automatically (every two years) or more frequently at staff or Council's initiation.
  - o At a Council deliberation for review of Allocation requests, Council may a) authorize the request and permit the applicant to proceed to the Development Agreement process, b) not authorize the request, c) defer the request to a future public hearing.
- ec) **Master Development Plan Review Timelines.** City staff's review of Standard/Exemplary Tier applications and associated Community Benefits Program and Council's consideration of the allocation request shall occur within 180 days. If review and consideration is not completed during this timeframe, the applicant's obligation to pay the Specific Plan Reimbursement Fee at the time of allocation is delayed until building permits are issued. This timeframe does not obligate the Council to grant the allocation request but only to review and consider it.

**Table 8-3: Hybrid Allocation Process Requirements**

	<b>Request for Allocation (Master Development Plan)</b>
<b>Allocation Duration</b>	<u>Initial Allocation Window open for 120 Days Ongoing; to be considered when an Allocation Review occurs. A review of Allocation Requests</u>

	<a href="#">would occur semi-automatically (every two years) or more frequently at staff or Council’s initiation.</a>
<b>Tier</b>	Base, Standard Tier, or Exemplary Tier
<b>Submittal Requirements</b>	Community Benefits program & scorecard, site & land use plan, preliminary building design plans, environmental clearance (similar to a “complete” pre-application)
<b>Community Benefits Program</b>	Detailed program, scorecard, and financial analysis required.
<b>Time to Complete</b>	DA considered concurrently or within 2 years, with possible one-year extension. Administrative or PC approval if compliant with Master Plan.
<b>Specific Plan Fee</b>	Required to be paid by applicant to the City within 15 business days to secure allocation of square footage.

**3 Duration of Entitlements.**

**a)** Entitlements for [Base Tier projects Major Office/R&D Projects \(more than 150,000 square feet\)](#) shall last five years.

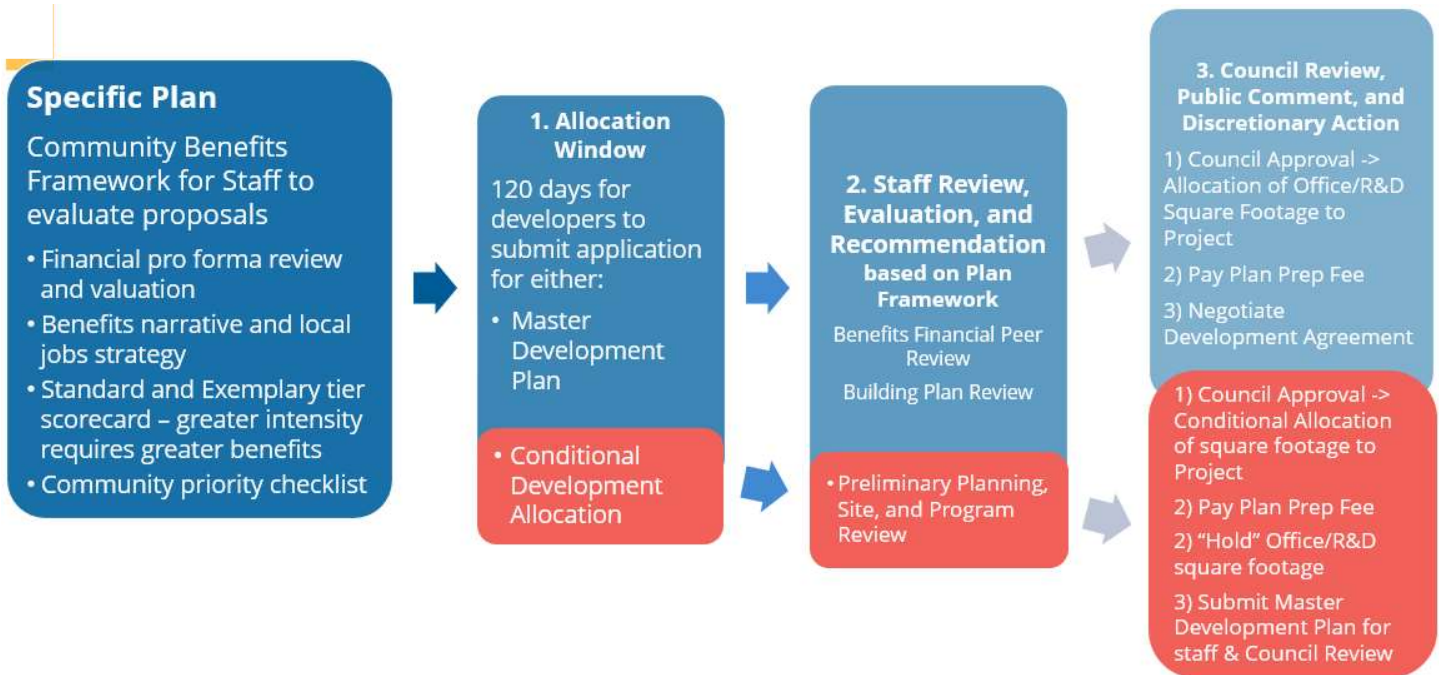
**b)** [The entitlement duration for Standard and Exemplary Tier projects shall be negotiated through the Development Agreement process. A five-year term with an option for a five-year extension to be granted automatically if significant development progress has occurred, otherwise the extension is at Council discretion. Alternate permit duration terms may be negotiated in the Development Agreement. is a starting point for negotiations but the City will consider extended terms at City discretion.](#)

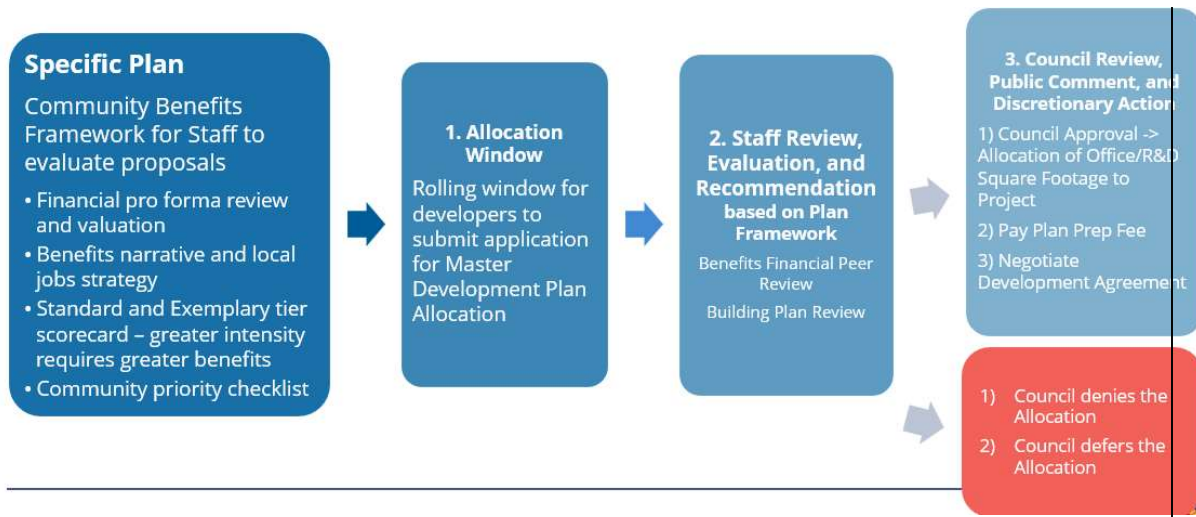
**3c)** Entitlements for Minor Projects ([less than 150,000 square feet](#)) are subject to the City’s standard entitlement periods, per the Municipal Code.

**4 CEQA Tiering.** Approval of an Allocation does not itself constitute a “project” and therefore does not trigger additional CEQA review. Projects seeking approval of a Master Development Plan shall be permitted to “tier” off the Specific Plan SEIR to the fullest extent permitted by CEQA law and City ordinances.

- 5 Specific Plan Fee.** The City will seek reimbursement of funds expended on this Specific Plan process through City Council adoption of a Specific Plan Fee. The Fee will be calculated based on the total project costs paid by City divided by the Maximum Development Capacity square footage minus the Minor Project Reserve.
- The applicant shall pay any Specific Plan Fee amount owed to the City within fifteen business days after the allocation is granted by Council to secure an Allocation of Square Footage (or the Allocation may be voided).
  - If the amount due is less than the total estimated cost of an existing Developer Reimbursement Agreements (DRAs) or equivalent financial agreement between the City and an applicant, the applicant shall receive a refund or credit towards other fees owed.

**Figure 11-1: Allocation Process for Major Office/R&D Projects**

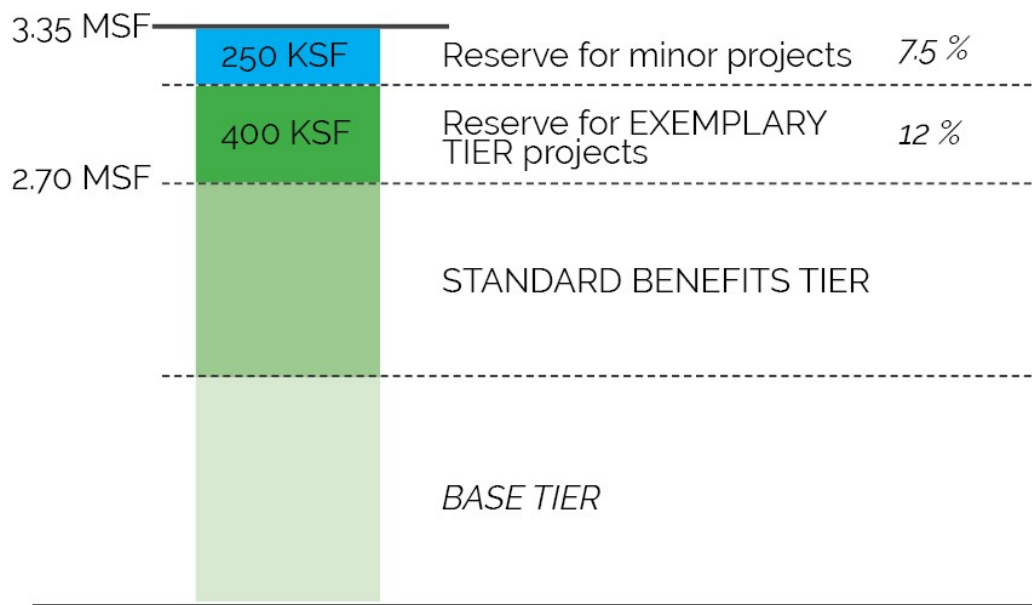




**11.2.4 Development Capacity and Reserves**

- 1 Square Footage Capacity for Base and Standard Benefits Projects.** There shall be 2,700,000 square feet of office/R&D made available for allocation through ~~the Council’s consideration of two Allocation Processes (immediate and hold) Requests~~ described in 11.2.3.
- 2 Minor Project Reserve.** There shall be 250,000 square feet of the office/R&D development capacity reserved for projects with less than 150,000 total square feet of office/R&D.
- 3 Exemplary Tier Project Reserve.** There shall be 400,000 square feet of office/R&D development capacity reserved for projects proposing to exceed the maximum FAR permitted under the Standards Benefits Tier and seeking square footage up to the Exemplary Benefits Tier maximum. Exemplary projects may receive additional height and floor area allowances, at Council discretion, based on staff recommendation.
- 4 Adjustments to Reserves.** Council may, at its discretion, re-allocate square footage from one reserve to the other. After no less than five years from the date of Specific Plan adoption, Council may consider increasing the total office/R&D development capacity in the Plan Area beyond the maximum 3,350,000 square feet.

**Figure 11-2: Office / R&D Development Capacity and Reserves**



### 11.2.5 “Trip Cap” for Specific Plan Area

Project / Use	ITE Land Use Code	Dwelling units	Trips / DU	Square feet	Trips / 1K sq. ft.	Percent Occupied	ADT per land use	ADT per project
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**1 Cap Calculation.** During staff review of an application for an Major Project Allocation, a Preliminary Trip Cap will be calculated for each project. The trip cap is based on the number of single-occupancy vehicle trips in the Plan Area, calculated by the 11<sup>th</sup> Edition Institute for Transportation Engineers (ITE) trips minus a reduction for TDM Ordinance compliance (40% at time of Plan adoption, but subject to change at Council discretion). A Final Project Trip Cap will be included in the Development Agreement (and recalculated as needed to match any changes to program and benefits during D.A. negotiations). *The Trip Cap Table will have a row for each distinct land use within each project. These rows will list the percent occupied for the floor space that will have a City-issued occupancy permit and at least one tenant or resident. The assumed ITE trips, before TDM measures are applied, will be calculated for each row. The Trip Cap Number will be the sum of the assumed trips, minus the required trip reduction percentage (40% at time of adoption). For each impacted project, driveway counts will be the average of motor vehicle counts from five consecutive weekdays.*

**32 Blended Office and R&D Trip Rates.** To avoid future uncertainty over the build-out mix of Office versus R&D/Life Science, the



average trip rate for these two numbers, 10.96, will be used for both Office and R&D/Life Science for purposes of calculating the cap. (In the ITE Trip Generation 11th Edition, the number of weekday trips per 1,000 square feet of Office is 10.84, and the number for Research and Development / Life Science is 11.08).

~~4 **District-wide Trip Cap.** Per-project counts will be summed to create a Plan-wide count. As RBD is being built out, the Plan Area Trip Cap Number will be recalculated each year by the TMA, to reflect the percentage of land uses that are occupied (trips shall not be counted for vacant square footage). A Plan Area Trip Cap Table will be created approximately one month before driveway counts are taken. The Plan-wide count may be adjusted downwards by trip credits that are proposed by the TMA and accepted by Council. If the Plan-wide count is greater than the Trip Cap Number, a penalty would be calculated.~~

**53 Substitution of Less Trip-Intensive Land Uses.** If an applicant proposes a land use program for D.A. consideration with less trip-intensive land uses (Final Trip Cap) compared to the program approved for a Development Allocation (Preliminary Trip Cap), the applicant may be permitted to increase the total size of the office and R&D square footage in the project by no more than 5%, proportional to the decrease in trips per square footage, per ITE.

### 11.2.6 Dedications & Easements

- 1 Planned ownership, access, and maintenance easements.** Applicants shall provide an exhibit or diagram clearly showing the proposed agreements and easements underlying the project's roadways, paths, utilities, and parks.
- 2 Tara Road.** Existing privately-owned roads (such as Tara Road) are to remain privately-owned, with public access easements provided to the City upon reconfiguration. The first applicant requesting a major redevelopment along a private street shall develop a plan line of the street for the entire street length for review and approval by the City, following the cross-section indicated in Chapter 8 (Mobility).
- 3 Public Utility Easements (PUEs).** A Public Utilities Easement (PUE) shall be provided/recorded by the applicant wherever public utilities are installed. Where indicated in Chapter 9, new utilities are to be constructed by private development projects underneath new



privately-owned, publicly accessible roadways (not underneath sidewalks). ~~Major Public~~ in-tract improvements identified on the public infrastructure diagram shall be accompanied by 10' minimum public utility easements provided to the City. Additional Public Utility Easements (PUEs) for joint trench and other dry utilities may be required along certain project frontages (5'-10' wide).

**4 Public Access Easements.** Applicants shall provide public access easements for:

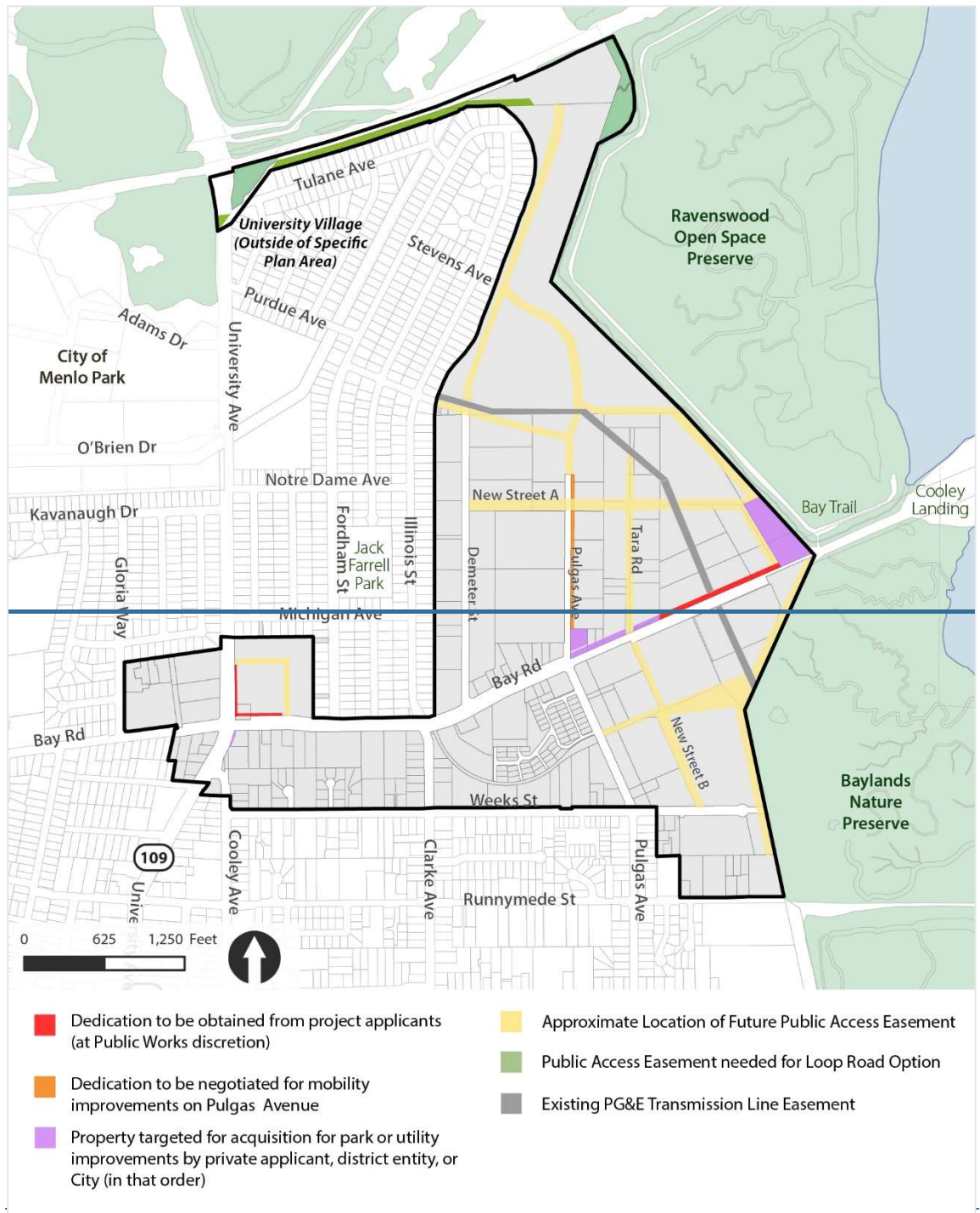
- a) New publicly accessible, privately-owned streets. Where identified on the Public Mobility Diagram in Chapter 8, new roads shall be constructed on-site by applicants, who will provide public access easements over these roadways (~~includes including for the E-W Connector Road, Street A and Street E Western Access Road, and Loop Road~~). Ownership is to remain private. Maintenance and operations shall be the responsibility of the property owner. Pedestrians, bicycles and similar modes must be permitted public access, but ~~public~~ automobile ~~public~~ access may be excluded at the discretion of the City.
- b) New sidewalks that accompany new streets or roundabouts, and existing sidewalks that are to be improved by applicants.
- c) Additions to existing public streets shall be widened through a public access easement or right-of-way dedication. At Public Works discretion, projects fronting on Bay Road may be required to provide up to 10' wide easement or dedication for public sidewalk and/or landscaping. In certain cases, Public Works may request more than 10' if necessary.
- d) Levee top path. A recreational path/maintenance road shall be provided on top of the levee (20' minimum width), and any additional trails or pathways required for ADA-compliant public access to the levee.
- e) Levee outer bank. Applicants shall provide an access easement for the outer bank of ~~the SAFERBAY levee~~. The width will vary by site condition, but generally should be a minimum of 30' wide.
- e)f) For public plazas and open spaces, the City (at their discretion) may accept a license agreement in place of a public access easement. This decision would take place during the negotiated Development Agreement discussion.

- 5 Delivery and public drop-off/loading areas.** Applicants shall provide an easement or dedication for on-street parking spaces designed for package/pallet delivery or for short-term drop-off/pick-up spaces.
- 6 Private Access Easements.** Private access easements shall be recorded where required by Code.
- 7 Emergency access easement.** New fire access routes will require an emergency access easement. Maintenance and operations shall be the responsibility of the property owner.
- 8 Expansions to existing ROW.** The City has identified (see Figure 11-2) locations where additional private property is required to complete necessary mobility and utility improvements. Private development projects may be required to provide dedications and/or facilitate acquisitions of property as follows:
- a) The City may require acquisitions/dedications of requested public right-of-way *within* a project site (on-site) before entitlement, such as:
    - Widening of Bay Rd and University Rd intersection
    - Widening of Bay Rd between Tara Rd and Infinity Salvage
    - New Roundabout(s)
  - b) Acquisitions (and dedications) of right-of-way outside of a project site (off-site) may be included as conditions of approval, and would be considered a community benefit, but would not be required for entitlement, such as:
    - Widening of Bay Road between Pulgas and Tara Rd
    - Acquisition of parcels or portions of parcels to complete roundabouts
    - Expanding sidewalk/cycletrack along Pulgas Avenue
  - c) The process for acquiring the ROWs ~~identified as necessary dedications on Figure 11-3~~ is as follows:
    - Applicants are required to perform a current market assessment of the land value; ~~put some portion of this value in escrow~~; and make a good faith effort as defined by the City to effectuate a sale with relevant landowners (to be defined in the Development Agreement).
    - If applicant cannot conclude a sale (or lease) after good faith effort as defined above, the City will then take necessary steps to acquire the land, ~~using the escrow funds in part or in whole.~~

**9—Alternative traffic mitigations.** At Public Works’ discretion, applicants can negotiate an alternative transportation improvement to the improvements identified in Chapter 8.

**9**

**Figure 11-3: Dedications and Easements**





**Table 11-2: Assumed Responsibility for Dedications**

Purpose of Dedication	Description	Assumed Responsible
<b>Public Park</b>	Infinity Auto Salvage	<i>Primary: City Secondary: First development that occurs that is directly adjacent</i>
<b>Improved Intersection at University and Bay Road</b>	a. Up to 2' on the University side of 4 Corners, and up to 12' on Bay Rd side of 4 Corners (*) b. 2' on the south side, <del>if no loop is built</del>	<i>For North Side: First major development that occurs <u>at on the vacant</u> Four Corners site (* Less widening may be required than is stated <u>here</u>).</i> <i>For South Side: <u>City</u> First major development that occurs on the south side of <u>Bay Road</u>.</i>
<b>Widen Bay Road</b>	a. Pulgas to Tara Road; 18' dedication/easement from north side. b. Tara Road to Infinity Salvage; 10' dedication/easement from north side	<i>Primary: <u>City</u></i> <i>Secondary:</i> <i>Pulgas to Tara: First development that occurs that is directly adjacent to the south side.</i> <i>Tara to Salvage: First development that occurs that is directly adjacent to the north side.</i>
<b>Widen Pulgas</b>	Widen Pulgas Avenue by approximately 8' on the east side to add bike/pedestrian facilities.	<i>Primary: First major <u>non-residential</u> development that occurs north of Pulgas Avenue</i>
<b>Optional Roundabout(s)</b>	<ul style="list-style-type: none"> <li>Bay Road &amp; Tara Road (*)</li> <li>New East/West Connector and Pulgas Avenue <u>(*)</u></li> </ul>	<i>Primary: First development that occurs that is directly adjacent. (* Roundabouts <u>at this intersection may are not be required if a four-way signalized intersection is provided instead in the same location</u>)</i>
<b>Optional Loop Road</b>	From City of Menlo Park, to widen University for new Loop Road intersection.	<i>Primary: <u>City</u>, if project is feasible.</i>

Final responsibility for dedications will be determined during project entitlement and Development Agreement negotiations.

### 11.3 Funding and Financing Plan

A variety of potential funding sources and mechanisms exist for implementing the capital improvements identified in this chapter. This section describes these sources, mechanisms, and their potential uses in the Specific Plan Area. In many cases, multiple funding sources will need to be combined to pay for specific projects. “Funding” typically refers to a revenue source such as a tax, fee, or grant that is used to pay for an improvement. “Financing” involves borrowing from future revenues by issuing bonds or other debt instruments that are paid back over time through taxes or fee payments, enabling agencies to pay for infrastructure before the revenue to cover the full cost of the infrastructure is available.

#### 11.3.1 Funding Sources

Funding for improvements will come from a mix of developer contributions (both required and negotiated), city resources, outside grants, and district-based mechanisms. The funding responsibilities for private developers and the City are clear in some instances—for example, developers must meet minimum development standards requirements and pay citywide impact fees for infrastructure. However, funding for a majority of the large infrastructure improvements in the Specific Plan Area will require negotiations with and among the developers and property owners. Project applicants must provide funding for improvements related to their specific project, and many district-wide improvements will also be funded partially through revenues committed via Development Agreements.

**Table 11-1: Potential Funding Source Categories and Examples**

Category	Examples
<b>Developer Contributions</b>	Direct Developer Funding Development Standards CEQA Mitigations Impact / In-Lieu Fees Negotiated Agreements Property or Business Owners Association Transportation Management Association
<b>City Resources</b>	General Fund Capital Improvement Program User Fees
<b>Outside Grants</b>	Regional, State, and Federal Grants
<b>Tax Increment District-Based Tools</b>	Enhanced Infrastructure Finance District (EIFD) Community Revitalization and Investment Authority (CRIA)

<b>Tax Assessment District-Based Tools</b>	Special Assessment District Community Facilities District (Mello-Roos)
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**Developer Contributions:**

- Direct Developer Funding and Capital Improvements Construction:** Development applicants must fund/construct any infrastructure improvements that are directly required to enable construction of their project, such as required street improvements and new or upgraded water, storm drainage, and sanitary sewer connections.
- Reimbursement Agreements:** If a developer is required to provide additional infrastructure capacity or amenities to serve the entire district, a reimbursement agreement can be established to receive payments from later developers who benefit from these early improvements. This allows for areawide cost-sharing.
- CEQA Mitigations:** As a requirement of approval under the Specific Plan, developers may be required to contribute to environmental mitigation measures, both for areawide needs and for their specific development projects.
- Impact / In-Lieu Fees:** Impact fees are one-time fees imposed on new developments to pay for improvements and facilities that either serve the new development or reduce the impacts of the project on the existing community. Fee revenues cannot be used to fund existing deficiencies in infrastructure. The City of East Palo Alto already has citywide impact fees for Public Facilities, Parks and Trails, Transportation, Water, Storm Drainage, and Commercial Linkage fees. All development projects within the Specific Plan Area must meet impact and in-lieu fee requirements.
- Inclusionary Housing Ordinance.** The City’s Inclusionary Housing Ordinance applies to residential and mixed-use housing projects, with a 20% on-site inclusionary affordable housing requirement, with 5% of units at 35% AMI, 10% of units at 50% AMI, 5% of units at 60% AMI, or payment of \$273,400 in-lieu fee per unit (as of July 1, 2023). The in-lieu fee is due prior to building permit issuance, and the fee is subject to change. Thus applicants should check the city website when the in-lieu fee is being prepared to be paid: <https://www.cityofepa/housing/page/inclusionary-housing>
- Development Agreements:** Negotiated Development Agreements will specify developer contributions that exceed other



base requirements. These agreements include Community Benefits contributions, as described in Chapter 10.

### City Resources:

- **General Fund:** General Fund revenues include property tax, sales tax, transient occupancy tax, and other revenues that are primarily used to pay for ongoing municipal services and operations. Commitment of General Fund revenues may be necessary to construct the highest-priority improvements in the Plan Area.
- **Annual Voter-Approved Tax Assessments:** Measure HH First Source Hiring was enacted in 2018 by East Palo Alto residents. It is an annual parcel tax on all commercial office space of 25,000 square feet or more. It applies at a rate of \$2.50 per gross square foot. According to Measure HH’s guidelines, at least 35 percent of the revenues raised must be spent on new affordable housing production in East Palo Alto, and a maximum of 15 percent can be spent on administrative staff time. The remaining revenue may be used to maintain programs that facilitate access to job opportunities and to manage the City’s First Source Hiring Program. Measure L applies a gross receipts tax to residential rental units after three years. Deed-restricted units renting to households earning 80% or less of AMI and affordable units owned by a non-profit entity are exempt from this general tax.
- **Capital Improvement Plan (CIP):** Infrastructure projects identified in the Specific Plan are candidates for inclusion in the City’s Capital Improvement Plan, which identifies a variety of funding sources for those projects.
- **User Fees:** Fees charged for the use of public infrastructure/goods.

### Outside Grants:

Various federal, state, and regional grant programs distribute funding for public improvements. The City of East Palo Alto will remain vigilant in applying for grants to implement the Specific Plan. Unique grant funding opportunities may become available due to the Plan area’s designation as a Priority Development Area and as an Equity Priority Community. The following table describes grants that may be useful for funding improvements in the Specific Plan area as of the time of plan adoption. A Priority Development Area (PDA) designation makes a city or plan area eligible for PDA Planning Program Grants worth up to \$600,000. An Equity

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Priority Community is one with census tracts that have a significant concentration of underserved populations, such as households with low incomes and people of color. The Equity Priority Communities framework helps the Metropolitan Transportation Commission (MTC) make decisions on investments that meaningfully reverse the disparities in access to transportation, housing and other community services.

**Table 11-2: Potential Grant Funding Sources for RBD Specific Plan Capital Improvement Projects**

Program	Agency	Description	Eligible Capital Projects					
			Bicycle & Pedestrian Access	Streetscape	Parks, Trails, and Open Space	New Public Facilities	Water and Sewer	Storm Drainage and Flood Control
<b>Regional or County</b>								
Lifeline Transportation Program	MTC and SamTrans	The Lifeline Transportation Program (LTP) funds projects that improve transportation access for low-income communities. Projects must be community-based and developed through a collaborative and inclusive planning process.	x					
Transportation for Clean Air (TFCA) Regional Program	Bay Area Air Quality Management District (BAAQMD)	The TFCA program, administered by the BAAQMD, funds projects that reduce vehicle emissions. Sixty percent of funds collected go to the TFCA Regional Fund for competitive grants. Eligible projects must demonstrate air quality benefits and reduction of emissions from motor vehicles. The Bicycle Facilities Grant Program funds the construction of new bikeways and the installation of new bike parking facilities.	x		x			
One Bay Area Grant (3)	MTC	OBAG 3 is MTC’s comprehensive policy and funding framework for distributing federal funding. OBAG 3 includes a Regional Program and a County Program. The county programs includes various competitive sub-programs.	x	x	x	x	x	x
Transportation Development Act (TDA) Article 3 Program	MTC	TDA funds are derived from a 1/4 cent of the State's general sales tax. Article 3 of the TDA makes a portion of these funds available for use on bicycle and pedestrian projects. MTC programs TDA funds in the Bay Area.	x					
<b>State</b>								
State Transportation Improvement Program (STIP)	Caltrans, MTC	STIP is a five-year investment plan for state transportation money and updated every two years. STIP projects are funded in large part by the state excise tax on gasoline. Any capital project – from a new roadway or new bike path to a highway expansion or rail line extension – may receive state funding.	x	x				

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Infill Infrastructure Grant	California HCD	The Infill Infrastructure Grant program provides fund for infrastructure improvements necessary to enable residential or mixed-use infill development.	x	x	x		x	x
Transformative Climate Communities	California Strategic Growth Council	Proceeds from California’s Cap-and-Trade Program help fund the Transformative Climate Communities (TCC) program. The TCC provides competitive grants for coordinated, community-led development and infrastructure projects focused on achieving multiple environmental, health, and economic benefits within a given community. Examples of eligible projects include affordable housing, transit, bicycle/pedestrian improvements, and urban green infrastructure. The TCC program prioritizes disadvantaged communities that have been most impacted by pollution, as measured by the CalEnviroScreen index. The TCC program offers Implementation Grants and Planning Grants.	x	x	x		x	x
Affordable Housing and Sustainable Communities	California Strategic Growth Council	Proceeds from California’s Cap-and-Trade Program help fund the AHSC program. AHSC is a competitive state grant program that promotes infill development and the reduction of greenhouse gas emissions through transportation and land use change. AHSC encourages combined investments in affordable housing, transit, and active transportation infrastructure, with a majority of funds typically awarded to the affordable housing component of a project.	x	x	x	x		
Urban Greening Program	California Natural Resources Agency	Proceeds from the State’s Cap-and-Trade Program help fund California’s Urban Greening Program. The Urban Greening Program provides competitive funding for projects that reduce greenhouse gas emissions and provide other benefits related to reducing air/water pollution and the consumption of natural resources, and/or to increasing green spaces and green infrastructure. Eligible projects include the enhancement or expansion of neighborhood parks, green streets, urban trails, facilities that encourage active transportation, and other urban heat island mitigation measures. The program prioritizes projects that benefit disadvantaged communities, as determined by the CalEnviroScreen index.	x	x	x	x	x	x

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Active Transportation Program (ATP)	California Transportation Commission/ MTC	ATP provides statewide competitive grants for pedestrian and bicycle capital projects. Certain trail projects are also eligible if they meet the requirements of the Recreational Trails Program (RTP), a sub-program within ATP. Beyond the statewide competitive grants, ATP funds are also distributed to MPOs. A minimum of 25% of ATP funds must be allocated to disadvantaged communities.	x	x	x			
Urban Streams Restoration Program (USRP)	California Department of Water Resources	The USRP funds projects and provides technical assistance to restore urban streams to a more natural state. Funds used for planning only must be used for projects that will serve disadvantaged communities once completed. Matching funds of 20 percent must be provided unless the grant will benefit a disadvantaged community. Examples of eligible projects include installation of green infrastructure such as bioswales, removing culverts or storm drains, and flood protection enhancements.						x
Coastal Conservancy Grants	Coastal Conservancy	Coastal Conservancy grants fund projects along the California Coast and San Francisco Bay to increase availability of beaches, parks, and trails with public access, to protect natural lands, and to increase community resilience to climate change. Funds can be used for project construction and planning but not for operations and maintenance.	x		x		x	
Land and Water Conservation Fund	California Department of Parks and Recreation	The LWCF is a competitive grant program focused on creating new outdoor recreation opportunities for Californians. The program funds the acquisition or the development of recreational space. Eligible projects include the acquisition of land to create a new park, a buffer for an existing park, or a recreational/active transportation trail corridor, or the development of recreational features (e.g. sports fields, dog parks, gardens, open space, etc.)			x		x	
Local Highway Safety Improvement Program (HSIP)	Caltrans	HSIP is funded by federal aid as a core program and was codified under the 2021 Infrastructure Investment and Job Act. HSIP seeks to achieve significant reductions in traffic fatalities and injuries on public roads. Funds are eligible for work on any public road or publicly owned bicycle or pedestrian pathway or trail, so long as the	x	x				

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		investment is focused on improving user safety for and addresses a specific safety problem. Non-safety related capital improvements (e.g. landscaping, street beautification) cannot exceed 10 percent of project costs. Caltrans requires that projects be consistent with California's Strategic Highway Safety Plan.						
Senate Bill 1: Local Partnership Program (LP)	California Transportation Commission	SB 1, which was signed into law in 2017, is a \$54-billion legislative package to fix and enhance roads, freeways, bridges, and transit across California. Funds are split among numerous programs. SB 1 created the LP program to reward jurisdictions and transportation agencies that have passed sales tax measures, developer fees, or other imposed transportation fees. The LP program includes a formula allocation as well as a competitive component. Eligible projects include a wide variety of transportation improvements - roads, pedestrian/bicycle facilities, transit facilities, and other improvements to mitigate urban runoff from new transportation infrastructure. For the competitive grant program, funds can only be used for capital improvements.	x	x				x
<b>Federal</b>								
Infrastructure Investment and Jobs Act	FHA, FTA, FRA, and FAA	The Infrastructure Investment and Jobs Act provides over \$550 billion for the nation's infrastructure. Estimated apportionments are available for Fiscal Years 2022 - 2026. Funds are available for a wide array of infrastructure needs including those related to public transit, airports, ports, bridges, water systems, and more. Most of the funds will be distributed through state agencies which will be accessible through a range of state grant programs, whereas other funds will be apportioned directly to urbanized areas, and additional funds will be available through federal grants processes. The State of California is estimated to be apportioned more than \$35 billion over five fiscal years, and the San Francisco urbanized area, which includes East Palo Alto, is expected to be directly apportioned \$2.2 billion.	x			x	x	x

### 11.3.2 District-Based “Value Capture” Tools:

Land-based financing tools are typically associated with new real estate development to generate benefit-based special assessment revenues or property tax revenues to finance improvements through bond repayment or paying for improvements over time. District-based tools provide a stable revenue stream while ensuring that properties benefit from improvements also contribute to those public investments. The table below describes the primary types of district-based funding and financing tools. Note that a special tax district, commonly known as a Community Facilities District (CFD) or a Mello-Roos District, primarily captures additional funding from private entities, while an Enhanced Infrastructure Financing District (EIFD) or Community Revitalization and Investment Authority (CRIA) reinvests growth in public property tax revenues within the district. If a district-based tool is utilized, the boundaries do not necessarily need to align with the Specific Plan Area boundaries and benefit zones for a district can be established to reflect the different levels of benefits that properties receive.

The City of East Palo Alto and property owners with major development sites in the Specific Plan Area should explore establishing a district-based funding mechanism, with a particular interest in a tax increment financing district - a CRIA, or a special tax district - a CFD. This latter type of district levies an additional assessment on each property in the district based a particular property characteristic such as land area, building area, or per unit, and which cannot be levied directly on property value. The funds raised through this assessment can be used to fund both capital improvements and ongoing maintenance within the district. Revenues can support bond issuances. The boundaries of the district can be customized to only include properties likely to receive the greatest benefits from the CFD’s investments, such as the major development sites. For capital improvements, a district financing mechanism can offset upfront development costs from impact fees and render development more feasible. However, this could further elongate collection of funds from the City’s perspective, as opposed to impact fees paid at building permit issuance, unless bonds are utilized.

The City of East Palo Alto and property owners should also consider potential applications of special assessment districts, such as a Landscape Lighting and Maintenance District (LLMD), for basic maintenance and cleaning needs in areas envisioned to serve as pedestrian-oriented commercial districts, such as in the 4 Corners area.



**Table 11-2: Major District-Based Value Capture Tools**

Funding Tool	Description	Uses	Considerations
Special Assessment Districts	Additional assessment against a range of participants, depending on the type of district and relative benefit received. Examples include: Landscaping and Lighting Maintenance District, Community Benefit District, Business Improvement District.	Most useful for funding ongoing operations and maintenance.	<p>Requires simple majority vote of paying stakeholders.</p> <p>City must demonstrate that the assessments are justified by “special benefits over and above that received by the public.”</p> <p>Increases costs and risk for paying stakeholders. Stakeholders need to perceive a clear benefit for themselves.</p> <p>Impacts paying stakeholders' overall ability to support other taxes, fees, and community benefits.</p> <p>Little financial risk to the City or public agencies; could lead to increased tax revenue based on private reinvestment.</p> <p>Additional City staff time to administer districts could offset some gains.</p>
Community Facilities District (Mello-Roos)	Additional assessment on property, levied and varied based on a selected property characteristic (excluding property value).	Financing Infrastructure improvements, development of public facilities; also, ongoing operations and maintenance.	<p>Requires approval of 2/3 of property owners (by land area) if there are fewer than 12 registered voters residing in the district.</p> <p>Boundaries can include non-contiguous parcels.</p> <p>Taxes can be proportionally subdivided and passed on to future property / home owners.</p> <p>Increases costs and risk for landowners and homeowners if taxes dissuade buyers or reduce achievable sales prices.</p> <p>Impacts paying stakeholders' overall ability to support other taxes, fees, and community benefits.</p>

Funding Tool	Description	Uses	Considerations
<p>Enhanced Infrastructure Financing District (EIFD)</p>	<p>Diverts a portion of future municipal General Fund property tax revenues generated within the district to help fund infrastructure projects. Climate resilience districts (CRDs) are a type of EIFD specifically intended to fund climate projects such as addressing sea level rise.</p>	<p>Financing infrastructure improvements, development of public facilities, affordable housing development.</p>	<p>Formation and bond issuance does not require a local vote.</p> <p>Does not cost individual property owners additional fees and taxes.</p> <p>Does not divert revenues from schools.</p> <p>Reduces future General Fund revenues by restricting use of the district's future property tax revenue growth.</p> <p>Does not necessarily provide eminent domain powers.</p>
<p>Community Revitalization and Investment Authority (CRIAs)</p>	<p>Similar to EIFDs, CRIAs can fund economic revitalization in disadvantaged communities. The Authority uses property tax increment to finance facilities and housing with contributions from other taxing entities with their consent.</p>	<p>Financing a wide-range of public and private projects: affordable housing, brownfield remediation, civic/public facilities, water and sewer, street improvements</p>	<p>80% of the area must meet income and other requirements (e.g. crime, unemployment, deteriorated infrastructure and private structures).</p> <p>Formation and bond issuance does not require a local vote.</p> <p>Allows for eminent domain by the district within 12 years of formation.</p> <p>Reduces future General Fund revenues by restricting use of the district's future property tax revenue growth.</p> <p>Does not cost property owners additional fees and taxes.</p> <p>Does not divert revenues from schools.</p> <p>25% of taxes must go towards low- or moderate-income housing</p>

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Funding availability for improvements within the Plan Area will vary based on development activity, economic conditions, and availability of grants. The table below demonstrates the applicability of various funding sources to the improvement needs in the Specific Plan Area.

**Table 11-3: Infrastructure Improvements and Applicable Funding Sources**

Improvement Categories	Developer Contributions						City Resources			District-Based Mechanisms			Outside Sources
	Direct Funding/ Finance	Plan Standards	CEQA Mitigation	Impact and In-Lieu Fees	Development Agreements	Property Owners Associations (TMA, LLM D)	General Fund	Capital Improvement Program	User Fees	CFD	EIFD	Special Assessment District	Grants (Federal, Regional, State)
<b>Streets and Pedestrian Facilities</b>													
Public Right of Way Improvements, Existing Streets		x		x	x	x	x	x		x	x	x	x
New Public Streets		x	x	x	x			x		x	x		x
New Private Streets	x	x			x								
Intersection Improvements				x	x	x		x		x	x		x
<b>Parks &amp; Open Space</b>													
Land Acquisition				x	x					x	x		x
Construction of New Parks or Plazas				x	x			x		x	x	x	x
<b>Community Facilities</b>													
New Facilities				x	x	x		x		x	x	x	x
Upgrades to Existing Facilities				x	x	x		x		x	x	x	x
<b>Utilities</b>													
District-wide: Stormwater, Water, and Sewer Improvements			x	x	x	x		x	x	x	x	x	x
On-site/Project Specific: Stormwater, Water, and Sewer Improvements	x	x	x	x	x				x			x	

## 11.4 Implementation Actions

The table below details the various implementation programs and activities that should be undertaken to support the effective use and application of the Ravenswood Business District / 4 Corners Specific Plan.

**Table 11-4: Implementation Programs and Policies**

<b>Policy/Program</b>	<b>Description</b>	<b>Responsible</b>	<b>Timeframe</b>
<b>TDM Implementation Guidelines</b>	Work with developers to establish guidelines for the TMA operations, district wide TDM program, annual reporting, trip cap credits, preferred reduction programs and policies, and guidelines for future shuttle service.	<i>Public Works</i>	<i>Immediate</i>
<b>Review of Applications for Development Allocation</b>	Review Development Master Plan community benefits proposals as they are submitted; begin required assessments. Retain consultant services, via an RFP process, for the financial transparency analyses required for community benefits proposals.	<i>Planning CM</i>	<i>Immediate</i>
<b>Update City Regulations</b>	Ensure that City land use regulations are consistent with the revised Specific Plan by updating the zoning & General Plan. To comply with Housing Element, enact development regulations and process to facilitate approval of residential proposals at designated residential and mixed-use sites	<i>Planning</i>	<i>Immediate</i>
<b>District-based Entity Formation</b>	Work with major property owners and developers to determine the uses, coverage area, and approach to establishing district-based funding and financing mechanisms such as a special assessment district, CFD, CRIA, CRD, or EIFD.	<i>CM, Public Works, Planning</i>	<i>Short-Term</i>

Policy/Program	Description	Responsible	Timeframe
	<p>The City will support and/or initiate if feasible the establishment of a district funding source to fund construction of shared capital improvements in addition to ongoing operations and maintenance of this infrastructure. Engage a consultant to prepare appropriate planning documents, such as a "Community Revitalization and Investment Plan" and required CEQA.</p>		
<p><b>Infrastructure Maintenance Entity</b></p>	<p>Work with property owners and businesses to determine the uses, coverage area, and approach to establishing district-based maintenance assessment districts for public and shared private improvements such as Landscaping and Lighting Districts. <i>*Should be established once first improvements in district are completed and accepted for maintenance.</i></p>	<p><i>Public Works Developers</i></p>	<p><i>Short-Term</i></p>
<p><b>TMA Formation</b></p>	<p>Developers shall create a TMA before issuance of the first major project building permit. The TMA will enforce TDM for future tenants and oversee annual reporting. Compliance with the trip cap is implemented through the TMA, including assessment of penalties and management of programs designed to generate trip reductions (and credits). See <i>Chapter 8 for basic requirements related to TDM and the "TDM Implementation Guidelines" for details on penalty amounts, shuttle</i></p>	<p><i>Developers CPW TDM Coordinator</i></p>	<p><i>Short-Term</i></p>

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<b>Policy/Program</b>	<b>Description</b>	<b>Responsible</b>	<b>Timeframe</b>
	<i>guidelines &amp; standards, and additional policies.</i>		
<b>Standardized Public Art Process</b>	Develop a standardized process for vetting proposed public art in new major project developments. Involvement of CENTERARTS is encouraged.	<i>Planning Local Benefits Committee</i>	<i>Short-Term</i>
<b>CIP Program Update</b>	Incorporate the Plan Area’s major capital projects into the City’s Capital Improvement Program.	<i>Public Works</i>	<i>Short-Term</i>
<b>SDMP Update</b>	Obtain Utility Support for the Storm Drain Master Plan (SDMP) update.	<i>Public Works</i>	<i>Short-Term</i>
<b>100-Year Storm Drainage Study</b>	Complete study of 100-year Storm Drainage System (pump station location, force main and outfall alignments will need to be determined).	<i>Public Works</i>	<i>Short-Term</i>
<b>Shallow Groundwater Rise Vulnerability and Adaptation Study</b>	Coordinate with OneShoreline and adjacent jurisdictions as appropriate to study impacts and develop adaptation strategies related to shallow groundwater rise caused by sea level rise.	<i>Public Works</i>	<i>Mid-Term &amp; Ongoing</i>
<b>Community Benefits Fund</b>	Establish a Community Benefits Fund for receipt and management of certain revenues provided by developers as part of their community benefits commitments.	<i>CM Council</i>	<i>Mid-Term</i>
<b>Prioritization Plan for Community Benefit Funds</b>	Work with the community to plan for how best to spend the taxes, revenues, and benefits funds that will be generated by the RBD. Suggested uses include: <ul style="list-style-type: none"> <li>• City childcare programs</li> <li>• City cleanup efforts</li> <li>• Community liaison staffer</li> <li>• Multimodal enhancements</li> <li>• Funding for community events</li> </ul>	<i>CM Local Benefits Committee</i>	<i>Mid-Term &amp; Ongoing</i>

Policy/Program	Description	Responsible	Timeframe
	<ul style="list-style-type: none"> <li>• Funding for public facilities</li> <li>• Resource center (how to access services, grants, programs, affordable housing lotteries, job openings, educational programs/vocational trainings)</li> </ul>		
<b>Ongoing Community Involvement Activities</b>	Seek broad community input through an advisory committee, community meetings, pop-ups, online survey, and/or other means. Seek input on decisions around how certain community benefits revenues and Measure HH funds should be allocated in the future.	<i>CM Council</i>	<i>Mid-Term &amp; Ongoing</i>
<b>Future Job Training</b>	Fund and expand those local/regional organizations that serve EPA residents the best. Identify what jobs are coming and which organizations will help best prepare EPA residents to take advantage of those future jobs.	<i>Developers Local Benefits Committee</i>	<i>Mid-Term &amp; Ongoing</i>
<b>Biosafety Policy</b>	Update the General Plan Safety Element to require the City to keep a list of chemicals / hazardous materials (to be provided when applicant comes in for business license).	<i>Planning</i>	<i>Mid-Term</i>
<b>Regional Sewer Capacity Study</b>	Partner on the required engineering study when 80% of regional sewer treatment capacity is reached (after 2.25-2.5 million square feet of non-residential development is built).	<i>Public Works</i>	<i>Mid-Term</i>
<b>Permanent Grants Officer</b>	Establish a permanent staff in charge of seeking and winning grants in order to maximize competitiveness for future infrastructure grants and use these grant monies to pay for initial/first	<i>CM, Public Works</i>	<i>Mid-Term</i>



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Policy/Program	Description	Responsible	Timeframe
	phase infrastructure to support development.		
<b>CPW Support</b>	Obtain Consultant Support for City PW/Engineering Department: <ul style="list-style-type: none"> <li>• Civil Engineer to perform conceptual engineering and early cost estimates.</li> <li>• Property Acquisition Consultant to provide options plus cost estimates.</li> <li>• Determine environmental cleanup costs</li> </ul>	<i>Public Works</i>	<i>Mid-Term</i>
<b>Recycled Water Study</b>	Complete a Recycled Water Feasibility Study to determine whether recycled water service is feasible to provide to the district.	<i>Public Works</i>	<i>Long-Term</i>
<b>Community Land Trust</b>	Study whether and how to establish a community land trust in the Plan Area.	<i>CM, Local Benefits Committee</i>	<i>Long-Term</i>
<b>Community and Developer Engagement</b>	Conduct one-on-one engagement with community individuals, local organizations, and developers active in the Plan area to notify them of new requirements and expectations.	<i>CM, CPW, Planning</i>	<i>Ongoing</i>
<b>Development Tracking</b>	Provide annual updates on the status of the Development Reserve and the buildout of both residential and nonresidential developments. <a href="#">This annual update will include a description of the amount and type of development allocated and permitted (including the total square footage of industrial development).</a>	<i>Planning</i>	<i>Ongoing</i>

Use Type	Definition
Accessory Dwelling Units	A separate dwelling unit containing living, sleeping, kitchen, and sanitation facilities located on a site within a residential zone that already contains one legally created dwelling unit.
Adult and Child Day Care	An establishment providing nonmedical care for persons on less than a 24-hour basis, including nursery schools, preschools, and day care centers for children or adults.
Agriculture, Community Gardens Only	Any agriculture activity resulting in products that are primarily consumed on-site. "Noncommercial agriculture" shall include beekeeping.
Alcoholic Beverage Sales (on-site and off-site, and accessory use)	The retail sale of any alcoholic beverage for on-premise or off-premise consumption, subject to the requirements of § 6506 of the Zoning Ordinance, as a primary or accessory use.
Animal Keeping, Noncommercial	The keeping of a limited number of animals without offering animals for sale or hire, overnight boarding of animals for a fee, veterinary services for animals, or any other profit-making activity that involves the keeping of animals.
Animal Sales and Services—Boarding Allowed	An establishment that performs on-premise medical and non-medical care of animals, including animal grooming and sales, without any overnight care or boarding of animals.
Animal Sales and Services—No Boarding	An establishment that performs on-premise medical and non-medical care of animals, including animal grooming and sales, and that provides facilities for animals to receive overnight care or boarding.
Artist, Instructional or Production Studio	A small-scale establishment for the instruction or production of art, including dance, painting, photography, music, sculpture, and related arts. The term "instructional or production studio" also includes studios for gymnastics, martial arts, yoga, and similar activities, provided that they do not also offer fitness equipment similar to a "health/fitness facility."
Automated Teller Machine (ATM)	An automated device used by the public to conduct banking and financial transactions electronically, such as deposits, withdrawals, and fund transfers. Does not include retail point-of-sale transactions within a fully enclosed structure.
Bank or Financial Service/Institution	A financial institution such as a bank, credit agency, or lending institution. Does not include check cashing stores, which are considered a "moderate-impact personal service."
Business Support Service	Business support service. An establishment within a completely enclosed building that provides services that are necessary to other businesses, such as blueprinting, computer rental and repair, copying, mailing and mailbox services, messenger services, and temporary employment. Does not include print shops, which are considered to be "manufacturing and processing" uses.
Catering Services	A facility for the preparation and storage of food and food utensils for off-premises consumption and service.
Clubs, Charitable Institutions and Organizations	Any structure, or any portion of a structure, or any premises or place, occupied by a group of associated persons, organization, or not-for-profit group organized for charitable, fraternal, professional, service, social, or trade purposes.
Commercial Recreation, Indoor	Any establishment that provides indoor entertainment activities as a primary use for a fee or admission charge, including archery ranges, billiard halls as a primary use, bowling alleys, electronic game arcades with four or more machines, shooting galleries, and skating rinks. Does not include establishments such as bars, restaurants, or laundromats that offer gaming tables or machines to their customers as an accessory use. Does not include gymnasiums and similar facilities, which are considered "health/fitness facilities." Does not include adult businesses.
Commercial Recreation, Outdoor	Any establishment that provides outdoor entertainment activities as a primary use for a fee or admission charge including archery ranges, golf driving ranges, skating rinks, as a primary use. Does not include gymnasiums and similar facilities, which are considered "health/fitness facilities." Does not include adult businesses.
Communication Facilities	An establishment that provides commercial and public communications services with facilities contained entirely within structures. Does not include transmission and receiving apparatus, including antennas and towers.
Community Facilities and Institutions	Any facility that offers public and semi-public services including assistance, recreation, or education. Includes libraries, senior centers, and meeting rooms.
Community Use, Assembly	An auditorium, theater, or similar indoor facility that is open to the public and is used primarily for the group viewing of films, performances, or presentations at specified dates and times. Includes civic theaters, facilities for live theatrical performances, facilities for sporting events, and concert and movie theaters. Does not include adult businesses.
Community Use, Non-Assembly	A facility that is open to the public and presents displays, exhibits, or other material of cultural interest that are typically available throughout the day, such as an art gallery, aquarium, library, museum, or zoo. Does not include arts and graphics arts studios where art is produced, which are considered "instructional or production studios."
Congregate Care Homes	Age-segregated housing built specifically for the disabled or elderly that provides services to its residents, the minimum of which is usually an on-site meal program, but which may also include housekeeping, laundry, social activities, counseling, and transportation (sometimes referred to as "assisted living facilities"). Does not include "Convalescent Facilities."
Convalescent Facilities	An establishment providing care on a 24-hour basis for persons requiring regular medical attention. Does not include facilities providing emergency medical services or surgical services.
Corporate Housing	Fully furnished temporary housing, typically in an apartment setting, usually occupied for 30 + days. Consists of furnished apartments, condos and single-family homes for people to use on a temporary basis, accompanied by full range of services. This includes those experiencing a job training or transition/relocation, as well as people who who require long-term medical care.
Day Care, Accessory Use Only	An establishment providing nonmedical care for persons on less than a 24-hour basis, including nursery schools, preschools, and day care centers for children or adults as an accessory to a primary use.
Drive-Through Establishment	A building where a customer is permitted or encouraged, either by the design of physical facilities or by the service offered, to be served while remaining seated within a vehicle, including drive-through bank teller windows, dry cleaners, pharmacies, and restaurants. A drive-through car wash included as an accessory use to a gas station shall not be considered a "drive-through establishment."
Dry Cleaning Establishments (Retail Only)	A place of business equipped to perform the service of dry cleaning as defined in the California Business and Professions Code. It may include a dry cleaning agency, a retail or wholesale dry cleaning plant, and self-service or coin operated dry cleaning.
Duplex (Two-Family Dwellings)	A residential structure that contains two dwelling units, each with its own entrance.

Emergency Shelters	Housing with minimal supportive services for homeless persons limited to occupancy of 180 days or less by a homeless person, in compliance with Health and Safety Code Section 50801(e) and Government Code Sections 65583 and 65589.5.
Family Day Care Home	A home that regularly provides care, protection, and supervision of children (including children under the age of ten years who reside in the home) in the provider's own home, for periods of less than 24 hours, while the parents or guardians are away.
Food and Beverage Sales, Convenience	A retail establishment with an adjusted gross floor area less than 10,000 square feet, in which the majority of the floor area open to the public is occupied by food products or non-alcoholic beverages that are packaged for consumption away from the store. Includes convenience markets that sell a range of merchandise incidental to food and beverage sales, including household items, newspapers, and magazines. Does not include the sale of alcoholic beverages, which is considered "alcoholic beverage sales."
Food and Beverage Sales, Supermarket	A retail establishment with an adjusted gross floor area of 10,000 square feet or more, in which the majority of the floor area open to the public is occupied by food products or non-alcoholic beverages that are packaged for consumption away from the store. Does not include the sale of alcoholic beverages, which is considered "alcoholic beverage sales."
Food Service (No Alcohol, Fast Food, or Late Hours)	An establishment selling food and beverages, excluding fast food and alcoholic beverages, prepared for primarily on-site consumption, with all of the following characteristics: 1. Establishment does not have late hour operations; 2. Customers order food and beverages from individual menus; 3. Food and beverages are served to the customer at a fixed location (i.e., booth, counter, or table); and 4. Customers pay for food and beverages after service and/or consumption.
Food Service (With Alcohol Sales, Fast Food, or Late Hours)	An establishment selling food and beverages, including alcoholic beverages, prepared for primarily on-site consumption, with all of the following characteristics: 1. Establishment has late hour operations; 2. Customers order food and beverages from individual menus; 3. Food and beverages are served to the customer at a fixed location (i.e., booth, counter, or table); and 4. Customers pay for food and beverages after service and/or consumption.
General Retail Sales (10,000 sq. ft. or greater)	A retail establishment of 10,000 sq. ft. or greater that sells varied merchandise and is not otherwise identified in this chapter as a unique retail use, including antique stores, appliance and electronics stores, beauty supply stores, bicycle stores with incidental repair, bookstores, camera shops with incidental developing, drugstores, department stores, dressmaking shops, florists, hardware stores, picture frame shops, upholstery shops, and any use of like kind or character.
General Retail Sales (less than 10,000 sq. ft.)	A retail establishment of less than 10,000 sq. ft. that sells varied merchandise and is not otherwise identified in this chapter as a unique retail use, including antique stores, appliance and electronics stores, beauty supply stores, bicycle stores with incidental repair, bookstores, camera shops with incidental developing, drugstores, department stores, dressmaking shops, florists, hardware stores, picture frame shops, upholstery shops, and any use of like kind or character.
Handicraft Industry	Establishments engaged in on-site production of goods by hand involving the use of hand tools and small-scale equipment (e.g., drills and saws, hammers and chisels; paint brushes and sprayers; pottery wheels and kilns; sewing machines; spinning wheels, etc.) and the incidental direct sale to consumers of only those goods produced on-site. Illustrative examples include: ceramics, costume, novelties, jewelry, mosaics, musical instruments, needlework, pottery, quilting, small glass, metal art, and craft, products sporting and athletic goods, stained glass, toys, wood carving
Health/ Fitness Facility (Large)	A full-service fitness center, gymnasium, or health and athletic club over 2,000 square feet in size which may include the following: aerobic classes and other indoor sports activities; indoor handball, racquetball, or tennis courts; locker rooms and showers; sauna, spa, or hot tub facilities; swimming pools, weight rooms, etc.
Health/Fitness Facility (Small)	An indoor facility of 2,000 square feet or less in size where passive or active exercises and related activities are performed using minimal muscle-building equipment or apparatus for the purpose of physical fitness, improved circulation or flexibility, and/or weight control. Examples of uses include Pilates, personal training, and yoga studios.
Heliports and Helistops	A heliport is an area of land or water or a structure surface which is used, or intended for use, for the landing and take-off of helicopters whether on a regular irregular basis, and any appurtenant areas which are used, or intended for use, for heliport buildings and other heliport facilities. A helistop is the same as a heliport except that no refueling, maintenance, repairs, or storage of helicopters is permitted. Helistop shall not include an area of land or water or a structural surface which is used exclusively or intended for exclusive use for the landing and take-off of aerial helicopter ambulances used in emergency situations.
Home Occupation / Home Business	An accessory use of a dwelling, conducted entirely within the dwelling, and carried on by one or more persons, all of whom reside in the dwelling, and where no persons are employed other than domestic help and where the use is clearly incidental and secondary to the use of the dwelling for residential purposes and does not change the character or adversely affect the uses allowed in the residential zone of which it is a part.
Hospitals	An establishment providing medical, surgical, psychiatric, or emergency medical services to sick or injured persons, on an inpatient or outpatient basis, including facilities for training, research, and administrative services for patients and employees. May include accessory pharmacy uses and food service uses. Does not include walk-in clinics.
Live/Work Units (or Work/Live)	A structure or spaces within structures used jointly for commercial and residential purposes.
Maintenance and Repair	An establishment that provides off-site maintenance or repair services at a client's premises, including heating, ventilation and air conditioning (HVAC) repair; heavy equipment and appliance repair; janitorial services; pest control; and plumbing. Includes services for both commercial and domestic purposes. These services are considered an accessory use when they are offered as part of a larger retail establishment that sells the products being maintained or repaired. Does not include on-site equipment storage, which is not permitted, or "vehicle service and repair."
Manufacturing and Production –General, Large	A facility of 5000 sq. ft. or greater used for manufacturing and processing activities where the scale of operations is greater than "manufacturing and processing-light," but where impacts on surrounding land uses can customarily be mitigated to acceptable levels. Includes clay products manufacturing; metal fabrication and machine welding shops; stone product assembly and fabrication; wood assembly and woodworking, and advanced manufacturing, which is clean and low-impact manufacturing of major electronics such as auto-related tech and battery cells. These uses must adhere to performance standards for noise, vibration, electrical emission, and glare.

Manufacturing and Production –General, Small (Less than 5,000 sq. ft.)	A facility of less than 5000 sq. ft. used for manufacturing and processing activities where the scale of operations is greater than “manufacturing and processing–light,” but where impacts on surrounding land uses can customarily be mitigated to acceptable levels. Includes clay products manufacturing; metal fabrication and machine welding shops; stone product assembly and fabrication; wood assembly and woodworking, and advanced manufacturing, which is clean and low-impact manufacturing of major electronics such as auto-related tech and battery cells. These uses must adhere to performance standards for noise, vibration, electrical emission, and glare.
Manufacturing and Production –Light, Large	A facility of 5000 sq. ft. or greater used for manufacturing and processing activities that are unlikely to cause impacts on surrounding uses. Includes the following: a. Artisanal and hand-craft manufacturing. Includes establishments that manufacture artisanal goods or other durable consumer goods by hand or on a small scale, including ceramics and pottery, jewelry, small glass and metal art and craft products, sporting and athletic goods, taxidermy, and toys. b. Clothing and fabric products. Includes establishments that produce clothing, draperies, textiles, and other products related to the fabrication and assembly of cloth. c. Electronics and appliance manufacturing. Includes establishments that assemble small-scale electrically powered equipment and fabricate small parts for this equipment, including the assembly of computers, medical devices and small appliances.
Manufacturing and Production –Light, Small	A facility of less than 5000 sq. ft. used for manufacturing and processing activities that are unlikely to cause impacts on surrounding uses. Includes the following: a. Artisanal and hand-craft manufacturing. Includes establishments that manufacture artisanal goods or other durable consumer goods by hand or on a small scale, including ceramics and pottery, jewelry, small glass and metal art and craft products, sporting and athletic goods, taxidermy, and toys. b. Clothing and fabric products. Includes establishments that produce clothing, draperies, textiles, and other products related to the fabrication and assembly of cloth. c. Electronics and appliance manufacturing. Includes establishments that assemble small-scale electrically powered equipment and fabricate small parts for this equipment, including the assembly of computers, medical devices and small appliances.
Manufacturing and Production–Heavy	A facility for manufacturing and processing activities that may need to be significantly isolated from surrounding land uses through setbacks, screening, or other methods in order to avoid unacceptable impacts on its surroundings. Includes heavy machinery manufacturing; large-scale metal coating; large-scale metal pressing and extruding; and other uses that have the potential to generate significant amounts of air emissions, noise, odors, vibration, or similar impacts.
Medical Clinic or Lab (including Emergency Health Care Facilities/Urgent Care)	A facility that provides medical, dental, mental health, surgical, and other personal health services for outpatients on a walk-in basis, including urgent care facilities, as well as medical laboratories that perform X-rays and conduct testing of specimens from walk-in patients. Does not include hospitals or other facilities that provide more intensive emergency or inpatient care.
Medical/Dental Office	An office providing consultation, diagnosis, therapeutic, preventive, or corrective personal treatment services by doctors, dentists, medical and dental laboratories, and similar practitioners of medical and healing arts for humans, licensed for these services by the state. Incidental medical and/or dental research within the office is considered part of the office use, where it supports the on-site patient services.
Multiple-Family Dwellings	A structure or development containing three or more dwelling units, each of which is for occupancy by one or more persons as a single housekeeping unit. (includes: triplexes, (structures under one ownership with three dwelling units in the same structure), fourplexes (structures under one ownership with four dwelling units in the same structure) and apartments (five or more units under one ownership in a single structure or complex); and common ownership, attached unit projects including condominiums. Also includes factory-built, modular housing units and mobile homes/manufactured housing units when placed on permanent foundation systems. Does not include duplexes.
Office – Business (Small)	An office where common business services are provided to the general public. Typically, these uses have a higher rate of walk-in traffic than a professional office and visits are often made without an appointment.
Office – Professional and Corporate (Large)	An office where administration services for large organizations or professional services (e.g., accounting, architectural, engineering, legal, planning, psychological, psychiatric, etc.) are provided. Typically, these uses serve visitors on an appointment only basis and walk-in traffic is minimal.
Outdoor Advertising Structures/Signs	A structure of any kind or character erected or maintained for outdoor advertising purposes, upon which any bill, poster, printing, painting, or other advertisement of any kind whatsoever may be placed, including statuary, for advertising purposes. Advertising Structure/Sign does not include: 1. Official notices issued by any court or public body or officers; 2. Notices posted by any public officer, in performance of a public duty or by any person in giving legal notice; and 3. Directional, warning, or information structures required by or authorized by law or by governmental authority.
Outdoor Storage and Display	The keeping of any materials, including parts and finished products, outside of an enclosed building. Does not include small items displayed for sale in front of a building. Does not include “vehicle depots.”
Park, Plaza, or Recreational Facility	A noncommercial, outdoor recreational facility that is open to the general public and provides active or passive recreational opportunities. May include limited indoor facilities such as meeting spaces, restrooms, and visitor centers.
Parking Facility	Any off-street lot or structure that is available for public parking or storage of vehicles, whether for free or for compensation. Does not include parking that is designated for a specific business or group of businesses. Auto wrecking and the storage of inoperable autos are prohibited.
Personal Services, Low-Impact/General (Nail/Beauty Salon, Laundromat, Massage)	A personal services establishment that tends to create minimal adverse impacts for its surroundings, including but not limited to barber shops and beauty salons, clothing rental, dry cleaning services with no on-site dry-cleaning equipment, home electronics repair, laundromats, and non-sexual massage salons and spas.
Personal Services, Moderate-Impact/Restricted	A personal services establishment that may tend to attract criminal activity or reduce property values when clustered in a group of similar establishments, and that may need to be dispersed in order to reduce these potential negative impacts. Includes check-cashing stores, psychics, and tattoo or body piercing parlors.
Printing and Shipping Services	An establishment providing printing and duplicating services, including small-scale photo processing, and/or commercial postal and package shipping services directly to the customer, including letter and parcel mailing, post office box rental, and related services. Does not include photographic laboratories and industrial printing and publishing plants.

Public Assembly/Meeting Facilities	<p>A facility for public or private assembly and meetings. May include incidental serving of food and alcoholic or nonalcoholic beverages. Illustrative examples include: banquet rooms, civic and private auditoriums, community centers, conference/convention facilities, meeting halls for clubs and other membership organizations, places of worship.</p> <p>Also includes functionally related internal facilities (i.e., kitchens, multi-purpose rooms, storage, etc.) Does not include conference and meeting rooms accessory and incidental to another principal use and typically used only by on-site employees and clients, which occupy less floor area on the site than the principal use they support. Does not include sports or other commercial entertainment facilities Does not include funeral homes and mortuaries.</p>
Public or Quasi-Public Facilities and Uses	Any facility owned and operated by the City, county, State, or federal government, or by a public agency, regardless of the use. Any use that is listed as an allowed use for a given district may be provided as a public or quasi-public facility, even if the district does not list "public or quasi-public facility" as an allowed use. Does not include "public utilities."
Public Safety Facility	A facility operated by a public agency for the purpose of protecting public safety, including ambulance dispatch facilities, fire stations and other fire-fighting facilities, and police stations and dispatch services.
Public Utilities—Major	Any large-scale facility or equipment that is part of a public utility system, including electrical substations and switching stations, natural gas regulating and distribution facilities, public water system wells, and treatment plants.
Public Utilities—Minor	Any small-scale facility or equipment used for the local distribution of public utilities, including transmission points, junction boxes and vaults, and other small structures.
Public Utility Antenna and Satellite Dishes	Any equipment or property used or to be used in connection with a public utility that includes electrical transmission and antenna towers and electrical power structures. Any equipment parabolic and/or dish shaped antenna of either solid or mesh construction, intended for the purpose of receiving communication from an orbiting satellite transceiver.
Recycling Facility, Large Collection	A recycling facility occupying an area of more than 350 square feet and/or includes permanent structures where the public may donate, redeem, or sell recyclable materials. Does not include storage containers located on a residential or nonresidential site used solely for the recycling of material generated on the site.
Recycling Facility, Small Collection	A recycling facility occupying an area of 350 square feet or less where the public may donate, redeem, or sell recyclable materials. Does not include storage containers located on a residential or nonresidential site used solely for the recycling of material generated on the site.
Research and Development, General	Research and development establishments engaging in industrial or scientific research, including product testing. Includes electronic research firms or pharmaceutical research laboratories. Excludes manufacturing, except of prototypes, and medical testing and analysis.
Research and Development, Restricted (Laboratory)	Research and development establishments engaging in activities that may involve the use of potentially hazardous materials, flammable substances, or chemical compound mixtures or devices; that may result in hazardous waste byproducts, conditions commonly recognized as offensive; that may involve testing on animals; or that may require special handling protocols or security measures.
Residential Care Facility—Six or Fewer	Residential care facility. Facilities providing residential, social, and personal care for children, the elderly, or people with limited ability for self-care, but where medical care is not a major element, to six or fewer persons. This definition includes self-help group homes, transitional housing, orphanages, foster homes, children's homes, congregate care facilities, assisting living facilities, rehabilitation centers, and other similar land uses. Convalescent homes, nursing homes, and similar facilities with intensive medical care services are excluded from this definition.
Residential Care Facility—Seven or More	Facilities providing residential, social, and personal care for children, the elderly, or people with limited ability for self-care, but where medical care is not a major element, to seven or more persons. This definition includes self-help group homes, transitional housing, orphanages, foster homes, children's homes, congregate care facilities, assisting living facilities, rehabilitation centers, and other similar land uses. Convalescent homes, nursing homes, and similar facilities with intensive medical care services are excluded from this definition.
School, Private	A privately owned and operated primary or secondary educational institution offering a curriculum that is comparable to that required in the public schools of the State of California. Does not include for-profit or non-profit tutoring centers.
School, Public	Facilities for primary or secondary education, including elementary, junior high, and high schools, that are supported by public funds and provide tuition-free education to local residents.
Shopping Center	A primarily retail-oriented commercial site with at least three separate retail, sales, service, or restaurant tenants that share common on-site pedestrian and parking facilities. Does not include mixed-use development that has multiple commercial tenants on the ground floor of an individual building.
Single Room Occupancy Facilities (SROs)	A multiple tenant structure with individual resident rooms. Tenants typically share bathrooms and/or kitchens, while some rooms may include kitchenettes, bathrooms, or half-baths.
Single-Family Dwelling, Attached	A multi-story single-family dwelling unit, such as a townhouse or rowhouse, that is attached to at least one other unit and is not located above or below another unit.
Single-Family Dwelling, Detached—Lot Size No Greater Than 5,000 Square Feet	A single-family dwelling unit on a lot no greater than 5,000 sq. ft. that is not attached to any other single-family dwelling, other than an attached second dwelling unit.
Storage (Mini Storage)	A structure or group of structures containing generally small, individual, compartmentalized stalls or lockers rented as individual storage spaces.
Supportive Housing	Housing with no limit on length of stay, occupied by the target population and linked to on-site or off-site services to assist the supportive housing resident in retaining the housing, improving his/her health status, and maximizing his/her ability to live, and when possible, work in the community. Supportive housing units are residential uses subject to requirements and restrictions applicable to other residential uses of the same type in the same zone and the underlying zone's development standards, including density. For those zones in which residential uses are allowed only with approval of a discretionary land use permit, the permit shall first be obtained to allow the establishment of the supportive housing.
Temporary Uses	A stationary use, intended for limited duration, to be located in a zone not allowing that use by right, and not continuing a nonconforming use or structure.

Transitional Housing	Residential structures configured as rental housing developments, but operated under program requirements which include the termination of assistance and recirculation of the assistive unit to another eligible program recipient at a predetermined future point in time not less than 180 days from the beginning of assistance. Transitional housing units are residential uses subject to those requirements and restrictions that apply to other residential uses of the same type in the same zone.
Vehicle Depot	A facility that is used primarily for the storage of operative vehicles in a fleet, including associated repair facilities for temporarily inoperative vehicles. Auto wrecking and the storage of inoperable autos are prohibited.
Vehicle Service and Repair	An establishment that provides any repair, alteration, servicing, towing, restoration, or finishing of any vehicle as a primary use, including body repair, collision repair, muffler and radiator shops, oil change and quick-lube shops, painting, cleaning and detailing, tire and battery sales and installation, and towing. Includes permanent car washes, both self-service and full-service. Does not include repair shops that are part of or on the same site as a vehicle sales establishment or gas station. <del>Auto wrecking and the storage of inoperable autos are prohibited.</del>
Vehicle/ Equipment Rentals, Office Only	Rental of automobiles, motorcycles, recreational vehicles, trucks, and other types of transportation vehicles without on-site storage of or incidental maintenance of these vehicles.
Visitor Accommodations - Bed & Breakfast Inn or Short-Term Lodging	A dwelling unit, rented or leased, offering guest rooms or suites for a fee for less than 30 days, with incidental eating and drinking service provided from a single kitchen for the exclusive use of guests only.
Visitor Accommodations - Hotels + Motels	An establishment providing guest rooms or suites for a fee to transient guests for sleeping purposes. Access to units is primarily from interior lobbies, courts, or halls. Related accessory uses may include conference and meeting rooms, restaurants, bars, and recreational facilities. Guest rooms may or may not contain kitchen facilities for food preparation. A motel is distinguished from a hotel primarily by direct independent access to, and adjoining parking for, each guest room.
Warehousing, Wholesaling, and Distribution	The provision of facilities used primarily for storing, selling, or distributing goods to retailers, contractors, commercial purchasers or other wholesalers, or to the branch or local offices of a company or organization. Includes shipping depots for nationwide shipping services.
Water Storage Facilities	A facility including land necessary for an above-ground or in-ground reservoir. Such facilities may be publicly owned, privately owned, or cooperatively held.
Wireless Telecommunication Facilities	Wireless communication facilities are any co-located, ground-mounted, roof-mounted, or stealth device or system used for transmitting and/or receiving electromagnetic signals, including, but not limited to, microwaves and radio waves for cellular technology, data transmission, e-mail, mobile services, paging systems, personal communications services and related technologies. Includes antennas, antenna structures, microwave dishes, parabolic structures; support facilities that house support equipment; and other accessory development, equipment, improvements, and structures used to support operations.



## MEMORANDUM

To: Amy Chen, Community Development Director, City of East Palo Alto  
Troy Reinhalter, Raimi + Associates

From: Derek W. Braun, Principal

Date: October 31, 2024

Project: East Palo Alto Ravenswood Business District/4 Corners Specific Plan Update

Subject: Fiscal Impact Analysis Results and Technical Information for Preferred Alternative

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This memorandum describes the results of Strategic Economics' fiscal impact analysis of two development scenarios under the preferred growth alternative for the Ravenswood Business District/4 Corners TOD Specific Plan ("Specific Plan") update. The fiscal impact analysis measured the net impact of projected growth in each draft development scenario of the preferred alternative on the City of East Palo Alto's General Fund, calculating associated increases in revenues and expenditures. The assumptions regarding the amounts and types of new growth were based on preferred alternative development scenarios generated by the consultant team led by Raimi + Associates.

This memo summarizes the fiscal impact analysis results and provides detailed information about the approach, assumptions, and methodology applied in the analysis. The results also discuss known fiscal issues and concerns for the City of East Palo Alto that may impact the fiscal performance of the preferred alternative development scenarios.

The analysis described in this memo is a revision of the fiscal impact analysis completed by Strategic Economics to assess the original three development scenarios prepared by Raimi + Associates for the specific plan update. A memo dated November 2, 2021 described the results of that analysis. The preferred alternative analysis uses the budget for fiscal year 2024/2025 which differs from the prior analysis. Certain assumptions—such as market values for different uses—have also been updated in the preferred alternative analysis.



## About Fiscal Impact Analysis

A fiscal impact analysis measures the impact of new development and associated municipal services on a city's budget. New residents and businesses create demand for city services (such as public safety, street maintenance, and parks services), but also provide increased sales tax, property taxes, other local taxes, and other revenues. The net fiscal impact reflects the revenues minus the costs that growth is expected to generate.

This fiscal impact analysis is focused on the ongoing operations and maintenance impacts of new growth in the Specific Plan area on the City's General Fund, which is the primary operating fund for the City of East Palo Alto. As such, the analysis does not include estimates of one-time capital expenses such as infrastructure or facilities that may be required to accommodate new development. The analysis also excludes impacts on special districts, enterprise funds, and other agencies that are funded independently of the General Fund, such as school districts and utility districts.

The analysis presented here is "static," in that it only estimated fiscal impacts for one year upon build-out of the preferred alternative growth program, rather than providing annual estimates of revenues and costs as the Specific Plan area grows over time. All revenue and cost estimates are presented in approximate 2024 dollars; the General Fund revenue and cost inputs came from a City-provided budget for fiscal year 2024/2025, while assumptions and inputs used in the analysis primarily date to 2023 and 2024.

Fiscal impact analysis requires long-range projections of the future and is therefore best used to understand which components of a growth scenario generate revenues and costs, and to understand the relative magnitude of revenues and costs between scenarios. Fiscal impact analysis uses the best available data to generate assumptions for projecting future revenues and expenses. These revenues and costs are derived from existing and historic conditions. However, the build-out of the land use alternatives will occur over the long term, and conditions may change significantly; this memo does discuss known shorter-term issues which may impact the actual fiscal impacts associated with the development scenarios. Finally, this fiscal impact analysis is not based on a measurement of the market feasibility of the growth scenario, but instead relies on a hypothetical development program based on preferred development scenarios.

## Development Scenarios under the Preferred Alternative

The fiscal impact analysis assessed three different development scenarios for the Specific Plan update, consisting of a "base" scenario reflecting growth approved as part of the existing Specific Plan approved in 2013, and two preferred alternative scenarios that include greater amounts of growth. The preferred alternative scenarios were developed and provided by Raimi + Associates. Figure 1 summarizes the total anticipated increase in residential and commercial uses at full buildout of the Specific Plan area under the preferred alternative scenarios. The anticipated activities and users by land use are as follows:

- Office: this includes primarily professional and technical services as well as information and technology firms.
- R&D/lab: this includes primarily biotech and life sciences firms.
- Flex/industrial: this includes primarily small-scale manufacturing firms.

## Fiscal Impact Analysis Results for the Ravenswood Business District SP Preferred Alternative

- Retail: this includes primarily retail, services, and eating/drinking establishments.
- Residential: this includes a mix of rental and for-sale housing units.
- Civic: this includes uses for community purposes such as a community center, recreation center, and school(s)
- Amenity: this consists of space within future office or R&D/Lab buildings to provide amenities such as dining, fitness, or other worker amenities.

FIGURE 1: NET NEW GROWTH BY BASE SCENARIO AND PREFERRED ALTERNATIVE DEVELOPMENT SCENARIO

Land Use	Unit	Net New Growth by Scenario		
		Base Scenario	Scenario 1	Scenario 2
<b>Commercial</b>				
Office	square feet	1,268,500	1,835,600	2,167,750
R&D/Lab	square feet	175,910	988,400	1,167,250
Flex/Industrial	square feet	175,910	250,000	325,000
Retail	square feet	112,400	112,400	112,400
<b>Residential</b>				
Total Units	dwelling units	835	1,350	1,600
<b>Other</b>				
Civic	square feet	61,000	154,700	154,700
Amenity	square feet	-	43,870	53,500

Source: Raimi + Associates, 2023.

## Summary of Results

All three development scenarios are estimated to result in a positive fiscal impact on the City of East Palo Alto's General Fund. As shown in Figure 2, annual net revenue associated with the scenarios is estimated to be \$3.55 million in the Base Scenario, and \$6.61 million and \$7.71 million in preferred alternative scenarios 1 and 2, respectively, upon full buildout of the Specific Plan area.

Since the *mix* of land uses is similar across preferred alternative development Scenarios 1 and 2, Scenario 2 is estimated to generate higher overall net General Fund revenues since the scenario includes a larger assumed quantity of development. Scenarios 1 and 2 include the same approximate mix of office, R&D/lab, flex/industrial, retail, housing, and amenity land uses. The scenarios instead primarily vary in their overall quantity of growth. As a result, the net General Fund revenue as a percent of total General Fund revenue is approximately 46 percent for Scenarios 1 and 2. The differences in net revenue between scenarios (in dollars) is driven by the quantity of growth included in each scenario. The Base Scenario includes a different land use mix with a relatively high share of office space and a lower share of R&D/lab; net General Fund revenue as a percentage of total General Fund revenue is approximately 45 percent in the Base Scenario.

## Fiscal Impact Analysis Results for the Ravenswood Business District SP Preferred Alternative

Property taxes constitute the largest source of estimated growth in revenues, while Police Department costs are the largest source of growth in service costs. Property taxes constitute approximately 79 percent of revenue associated with the development scenarios, while Police Department expenses constitute 47 percent of service costs. These are also the largest categories of revenues and expenses, respectively, for East Palo Alto’s General Fund overall.

**FIGURE 2: ESTIMATED ANNUAL GENERAL FUND IMPACT OF PREFERRED ALTERNATIVE DEVELOPMENT SCENARIOS, 2024 DOLLARS**

	Base Scenario	Scenario 1	Scenario 2
<b>Revenues</b>			
Property Tax	\$5,961,689	\$11,248,511	\$13,303,717
Property Transfer Tax	\$86,411	\$149,653	\$126,554
Sales Tax	\$595,623	\$702,640	\$745,874
Business License Fee	\$841,544	\$1,495,700	\$1,759,400
Utility User Tax and Franchise Fees	\$370,200	\$656,422	\$773,565
<i>Subtotal, Revenues</i>	\$7,855,466	\$14,252,926	\$16,709,111
<b>Expenditures</b>			
General Government	\$923,813	\$1,638,065	\$1,930,389
Community and Economic Dev.	\$233,224	\$413,543	\$487,343
Police	\$2,033,820	\$3,606,282	\$4,249,848
Public Works	\$708,160	\$1,255,679	\$1,479,763
Non-Departmental	\$409,219	\$725,609	\$855,099
<i>Subtotal, Expenditures</i>	\$4,308,235	\$7,639,177	\$9,002,442
<b>Net Revenue</b>	<b>\$3,547,231</b>	<b>\$6,613,749</b>	<b>\$7,706,669</b>
Net Revenue as % of Total Revenues	45.2%	46.4%	46.1%

Note: Numbers may not sum due to rounding.

Source: Strategic Economics, 2024.

## Additional Considerations

Several known fiscal concerns could potentially impact the General Fund revenue and expenditure estimates—although not significantly enough to affect the development scenarios’ positive net fiscal impacts. While the fiscal impact analysis incorporated the best available information about East Palo Alto’s financial and service structure, the following issues could have an impact on the revenue and expense estimates. However, these considerations are unlikely to change the overall finding that the development scenarios will generate a positive impact on the General Fund’s net revenues.

- Existing Service Levels:** As is standard practice for fiscal impact analyses, the expenditure estimates were based on current service levels, per capita, and therefore do not account for any existing service deficiencies unrelated to growth in the development scenarios.
- Uncertainties Regarding Property Tax In-Lieu of Vehicle License Fee (PTILVLF) Revenues:** The Vehicle License Fee (VLF) Swap was a key component of the 2004 State budget compromise (SB 1096). As part of this compromise, the State permanently reduced VLF revenues to cities and counties by 67.5 percent and redirected \$1.3 billion in local property taxes to fund the State's school obligations for two fiscal years. These actions required cities and counties to sacrifice substantial revenue to help address the State's budget deficit. In return, the State

## Fiscal Impact Analysis Results for the Ravenswood Business District SP Preferred Alternative

guaranteed an in-lieu VLF payment to cities and counties, which would be adjusted annually based on property tax growth. The VLF Swap legislation designated two funding sources for this in-lieu VLF payment:

- 1) Educational Revenue Augmentation Fund (ERAF) distributions to non-basic aid schools
- 2) Property tax revenues of non-basic aid schools

The State would then backfill these losses to ensure that schools continued to meet their minimum funding requirements. In recent years as more school districts within the county have moved into basic aid status, there has not been funding available to fulfill the State's in-lieu VLF obligation, which has resulted in a shortfall. For 2022-23, the countywide shortfall was approximately \$114 million, which resulted in a nearly \$2.4 million shortfall for the City of East Palo Alto—which is 43 percent of the City's total PTILVLF revenue. When these shortfalls have occurred in the past, the State has made the County and its cities whole by reimbursing the shortfalls approximately two years after the fiscal year in which the shortfall occurred through special appropriations in the State budget. The procedure to address the PTILVLF shortfall has been for the County to file a claim with the State at the end of the fiscal year of the PTILVLF shortfall, which is taken into consideration by the State for the subsequent year's budget. However, this process is not guaranteed from year to year. Unless there is a legislative action to fix the funding mechanism causing these shortfalls, the City's PTILVLF revenue will be at risk in the future years. Due to this uncertainty, this fiscal impact analysis excluded any PTILVLF revenues for purposes of estimating revenues associated with full buildout of the preferred alternative.

- **Changes in Share of Property Tax Revenues Over Time:** As a former redevelopment project area, properties in the Specific Plan area are subject to redevelopment agency dissolution statutes. This has multiple impacts on the actual share of property tax revenue received by the City of East Palo Alto, with especially significant changes to occur upon retirement of obligations of the former Redevelopment Agency in October 2032. In the interim years, City share of one percent property tax increment is subject to pass-through payments and SB 2557 fees (excluding negotiated obligations that would not impact the property tax calculation of new development), which result in an approximately 27.65 percent reduction in incremental property tax revenue that would otherwise be received by the City of East Palo Alto. Therefore, the City's total share of property tax revenue will increase upon retirement of redevelopment obligations—which will likely occur prior to the full buildout of the development scenarios assessed in this fiscal impact analysis. This analysis therefore does not incorporate the current 27.65 percent reduction in incremental property tax revenue.

The City can also anticipate a slight decrease in the City share of one percent property tax due to the ERAF contributions, since property tax increment used to repay redevelopment obligations is not currently subject to this ERAF shift. However, nearly all of what the City contributes to the ERAF is currently coming back as excess ERAF revenues and the trend has been toward a decrease in the ERAF requirement as school districts flip to basic aid from non-basic aid status. Therefore, this fiscal analysis does not incorporate the ERAF shift after the dissolution of successor agency.

## Fiscal Impact Analysis Results for the Ravenswood Business District SP Preferred Alternative

- **Additional Measure L Revenues:** Measure L was approved by the residents of East Palo Alto in November of 2022, going into effect January 1, 2023.<sup>1</sup> As approved by voters, all residential rental revenue received each calendar year is subject to a 2.5 percent tax, except for rental housing units that are deed-restricted to serve households at or below 80 percent of Area Median Income. Measure L was an update to Measure O which was approved by voters in 2016 and set the business license tax for all owners renting real property with five or more rental property units at 1.5 percent of their gross rental revenue. Rental property owners with four or fewer units were subject to the standard business license tax table. Under Measure L, the business license tax is 2.5 percent of gross rental revenue for all owners renting residential property, regardless of the number of units rented. As of this memo’s publication date, these revenues accrue to the General Fund and are intended for programs to address affordable housing, displacement, and homelessness.<sup>2</sup>

In order to avoid overstating revenues, the fiscal impact analysis did not incorporate Measure L revenues due to uncertainties about the actual mix of rental and ownership housing that will be built in the Specific Plan area. However, based on the assumptions used for the analysis—including the assumption that 75 percent of housing units would be built as rental units and that 20 percent of those units would be exempt due to affordability deed restrictions—Strategic Economics estimated that Measure L could potentially generate additional annual revenues of approximately \$714,600 for the Base Scenario, \$886,500 for Scenario 1, and \$1,050,600 for Scenario 2.

- **Gann Limit:** The “Gann limit” is a limit on the total allowable appropriation of the proceeds of taxes for California jurisdictions. The limit is the result of voter approval of Proposition 4, the “Gann Initiative,” by California voters in 1979. The limit is benchmarked to base year taxes in fiscal year 1978-79, with adjustments each year for changes in population and inflation. Any appropriations that exceed the Gann limit must be returned to taxpayers unless the limit is increased by a popular vote. East Palo Alto is approaching its Gann limit appropriations cap due to rapid growth in assessed value and related property taxes. The three Specific Plan development scenarios would contribute to substantial growth in assessed value and tax revenue and may therefore accelerate the City’s need to eventually seek voter approval to raise its appropriations limit.

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<sup>1</sup> City of East Palo Alto. Business License Information. <https://www.cityofepa.org/finance/page/business-license>. Accessed on 07.11.2024.

<sup>2</sup> A tax measure on the November 2024 ballot would restrict use of Measure L funds for affordable housing purposes only. If passed, Measure L funds would no longer accrue to the General Fund.

## APPENDIX: ASSUMPTIONS, DATA SOURCES, AND METHODOLOGY

This technical appendix describes the methodology used to conduct the fiscal impact analysis of the three development scenarios for the Plan Area. The fiscal impact model used for this analysis was “static” and measured fiscal impacts at full buildout, rather than a dynamic model that shows revenues and costs for every year. This analysis only estimated potential impacts to the City’s General Fund.

### BASE ASSUMPTIONS

#### BUDGET YEAR AND VERSION

The analysis was based on East Palo Alto’s baseline budget for the 2024-2025 fiscal year, shown in Figure 3.

FIGURE 3: EAST PALO ALTO GENERAL FUND BUDGET, FY 2024-2025 BASELINE BUDGET

<b>General Fund Revenues</b>	
Property Tax	\$17,384,764
Sales Tax	\$6,219,000
Transient Occupancy Tax	\$2,200,000
Utility Users Taxes	\$1,788,874
Business License Tax	\$2,310,000
Permit, Fees, & Charges for Services	\$1,395,000
Other Revenues and Transfers In	\$2,214,170
<b>Total Revenues</b>	<b>\$33,511,808</b>
<b>General Fund Expenditures</b>	
<b>General Government</b>	
City Council	\$190,693
City Attorney	\$1,294,052
City Clerk	\$592,026
City Manager	\$4,544,891
Finance	\$1,489,587
Community and Economic Dev.	\$3,293,843
Police	\$14,906,446
Public Works	\$5,036,564
<b>Non-Departmental</b>	
Insurance and Settlements	\$1,052,624
Capital/Technology	\$0
Other Non-Departmental	\$2,249,406
Overhead Allocation	-\$929,182
<b>Total Expenditures</b>	<b>\$33,720,951</b>

Source: City of East Palo Alto, 2024; Strategic Economics, 2024.

#### EXISTING SERVICE POPULATION

To calculate certain costs and revenues on a per capita basis, an existing service population—or “daytime population” of residents and workers—was established. The service population refers to an equivalent population, incorporating residents and employees, for which a city provides services. East Palo Alto had an estimated population of 30,630 residents and 5,104 workers according to the

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California Department of Finance and Esri Business Analyst data. Each worker was counted as producing one-third of the impacts of a resident for analytical purposes, since workers are assumed to consume fewer services compared to residents (library, parks, recreation, etc.). The current service population assumptions are shown in Figure 4.

**FIGURE 4: CURRENT SERVICE POPULATION, EAST PALO ALTO, 2020**

Residents	30,630
Employees	5,104
Employee Factor	0.33
<b>Total Service Population</b>	<b>32,314</b>

Source: California Department of Finance, 2021; Esri Business Analyst, 2020; Strategic Economics, 2024.

### RESIDENTIAL AND EMPLOYEE DENSITY BY BUILDING TYPE

Figure 5 shows the assumptions for the number of residents per household and gross square feet per employee which were used to calculate the number of new residents and workers associated with growth in the development scenarios. The population assumptions for single and multi-family units and employees per square feet of each land use type were taken from Raimi + Associates' guidance on population assumptions made by their team for traffic analysis modelling.

**FIGURE 5: RESIDENTIAL AND EMPLOYEE DENSITY ASSUMPTIONS**

Land Use	Value
<b>Residential</b>	
Household Size, Single-Family Homes	3.7
Household Size, Multi-Family Homes	3.5
<b>Commercial</b>	
Office Square Feet per Employee	333
R&D/Lab Square Feet per Employee	365
Flex/Industrial Square Feet per Employee	575
Retail Square Feet per Employee	400
Amenity Square Feet per Employee	1,000

Source: Raimi + Associates, 2023; Strategic Economics, 2024.

### NEW SERVICE POPULATION FOR DEVELOPMENT SCENARIOS

Figure 6 shows the projected service populations associated with each land use, derived from the development program shown in Figure 1, the employee factor shown in Figure 4, and the employee/household density assumptions shown in Figure 5.



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**FIGURE 6: ESTIMATED NET NEW EMPLOYEES, RESIDENTS, AND SERVICE POPULATION FOR PREFERRED ALTERNATIVE DEVELOPMENT SCENARIOS**

	Base Scenario	Scenario 1	Scenario 2
Resident Service Population Increase	2,793	4,519	5,350
Employees Increase	4,851	9,915	11,610
Employee Factor	0.33	0.33	0.33
Employee Service Population Increase	1,601	3,272	3,831
<b>Total Service Population Increase</b>	<b>4,394</b>	<b>7,791</b>	<b>9,181</b>

Source: Strategic Economics, 2024.

### LAND USE ASSUMPTIONS

#### PROPERTY OCCUPANCY, TURNOVER, AND ASSESSED VALUE ASSUMPTIONS

Figure 7 shows land use assumptions, including efficiency ratios, value per square foot or housing unit, holding period (sales turnover), vacancy rates, and occupancy rates, each of which is explained below.

**Efficiency Ratio:** The efficiency ratio was used to convert gross leasable commercial space to net leasable area for purposes of valuing these land uses based on their operating income.

**Office, R&D/Lab, Flex/Industrial, and Retail Value (per leasable square foot):** Strategic Economics estimated the value of these land uses using the income capitalization approach. In this approach to property valuation, a building’s anticipated operating expenses are removed from anticipated operating revenues to derive net operating income; this net operating income is then divided by a “capitalization rate,” which is the ratio of net operating income to property sale value expected in the general real estate market. The values of the office, R&D/Lab, industrial/flex and retail space were based on analysis of local market conditions and comparable projects in East Palo Alto and surrounding communities from broker reports and real estate data from the firm CoStar.

**Apartment values:** The analysis applied an assumption that 75 percent of new housing units would consist of rental apartments. *Market rate apartment* values—80 percent of the new rental apartment units—were developed using a capitalized value approach. Strategic Economics estimated the capitalized value using multifamily apartment rents per square foot based on comparable properties in East Palo Alto according to data from real estate data firm CoStar, resulting in an average monthly rent per unit of \$3,648; average unit size assumptions—at 760 net square feet—were based on research of comparable projects and on assumptions previously applied in a financial feasibility analysis as part of an inclusionary housing study completed by David Rosen & Associates for the City of East Palo Alto in 2021. A 4.25 percent capitalization rate was assumed based on prevailing market conditions.

Based on the City of East Palo Alto’s Inclusionary Housing Ordinance requirements, the analysis assumed that 20 percent of new apartments would consist of *below-market rate housing units*. The capitalized value of below-market rate apartments was derived based on rents that would be affordable to households earning up to a blended weighted average rate of approximately 50 percent

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of area median income<sup>3</sup> (AMI) (assuming that the mix of below-market rate units includes 25 percent at 35 percent of AMI, 10 percent at 50 percent of AMI, and 25 percent at 60 percent of AMI). The analysis applied an assumed monthly rent per unit of \$1,923, based on the average of East Palo Alto monthly rent limits for 1- and 2-bedroom units affordable to households at 50 percent of AMI.

**Condominium values:** The analysis applied an assumption that 25 percent of new housing units would consist of condominiums or townhomes. The values for *market-rate condos*—80 percent of the new condo units—were derived based on review of sales prices and prices per square foot for comparable properties within East Palo Alto and the surrounding market area. Average unit size assumptions—at 880 net square feet—were based on research of comparable projects and on assumptions previously applied in a financial feasibility analysis as part of an inclusionary housing study completed by David Rosen & Associates for the City of East Palo Alto in 2021. The value of *below-market rate condos*—assumed to constitute 20 percent of new condo units based on the City’s Inclusionary Housing Ordinance requirements—was based on calculations of the home price that would be affordable to households earning 110 percent of the Area Median Income (AMI) according to income limits applicable to East Palo Alto. The analysis assumed BMR units are valued at \$510,475 based on sales price limits for a 2-bedroom condo.

**Holding period:** A holding period is the length of time between changes in ownership of property. The holding period is used to calculate property transfer taxes. Strategic Economics assumed a 15-year period for commercial and residential rental properties, and a 7-year period for residential ownership properties.

**Vacancy Rate:** Occupancy and vacancy rates are used to determine the actual revenues and costs generated by properties, given that buildings are not usually fully occupied. Vacant spaces would not generate retail sales, and also must be accounted for when determining income and property values for rental properties. The analysis applied long-term vacancy rates typically assumed in property development.

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<sup>3</sup> Area Median Income is a value representing the midpoint of incomes for all households in each county and is annually determined by the California Department of Housing and Community Development according to federal guidelines.

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FIGURE 7: KEY LAND USE ASSUMPTIONS

Land Use	Efficiency Ratio	Estimated Value per Sq. Ft. / Housing Unit	Holding Period (years)	Vacancy Rate
<b>Commercial</b>				
Office	85%	\$878	15	5%
R&D/Lab	85%	\$1,090	15	5%
Flex/Industrial	90%	\$601	15	5%
Retail	90%	\$763	15	10%
Amenity	n/a	n/a		
<b>Residential</b>				
<u>Apartment (75% of Housing Units)</u>				
Market-rate Apartments		\$669,515	7	5%
BMR Apartments		\$352,927	7	5%
<u>Condo/Townhome (25% of Housing Units)</u>				
Market-rate Condos		\$866,800	15	5%
BMR Condos		\$510,475	15	5%

Source: Strategic Economics, 2024; see text for additional information.

## Estimating Revenues

This section summarizes assumptions and methodology for estimating property tax, property transfer tax, business license tax, sales tax, and other recurring revenues.

### PROPERTY TAX

Per California’s Proposition 13, the base property tax rate in East Palo Alto is one percent of assessed property value. The apportionment of the one percent revenue varies by jurisdiction and by tax rate areas (TRAs) in each jurisdiction; for the purposes of this analysis, Strategic Economics worked with the East Palo Alto Finance Department to estimate an appropriate local share of property tax revenue. East Palo Alto’s weighted average share of the one percent property tax revenue was approximately 33.28 percent across TRAs within the Specific Plan area. This share falls to 24.08 percent after accounting for the 27.65 percent of property tax revenue that is shifted to the pass throughs and SB 2557 fees. As discussed earlier, however, this shift will end prior to the full buildout of the development scenarios and, therefore, this analysis applies a 33.28 percent average tax rate area rate in calculation of the City share of one percent incremental property tax revenues.<sup>4</sup> The property tax rate was applied to estimated assessed values of new growth in each of the development scenarios to determine property tax revenue, as shown in Figure 8.

FIGURE 8: PROPERTY TAX REVENUE, 2024 DOLLARS

Land Use	Net New Growth by Scenario		
	Base Scenario	Scenario 1	Scenario 2
<b>Commercial</b>			
Office	\$3,148,923	\$4,556,691	\$5,381,220
R&D/Lab	\$542,619	\$3,048,856	\$3,600,543
Flex/Industrial	\$316,547	\$449,870	\$584,832
Retail	\$257,017	\$257,017	\$257,017
<b>Residential</b>			
<u>Total Units</u>			
<u>Apartment (75% of Housing Units)</u>			
Market-rate Apartments	\$1,455,054	\$1,804,891	\$2,139,130
BMR Apartments	\$191,460	\$238,444	\$281,904
<u>Condo/Townhome (25% of Housing Units)</u>			
Market-rate Condos	\$43,273	\$778,912	\$923,154
BMR Condos	\$6,796	\$113,829	\$135,916
Commercial Subtotal	\$4,265,106	\$8,312,435	\$9,823,612
Residential Subtotal	\$1,696,583	\$2,936,076	\$3,480,105
<b>Total Property Tax Revenues</b>	<b>\$5,961,689</b>	<b>\$11,248,511</b>	<b>\$13,303,717</b>

Source: Strategic Economics, 2024.

### PROPERTY TRANSFER TAX

The City of East Palo Alto receives 55 cents of each \$1,000 value of properties sold. The annual property transfer tax revenues by prototype were calculated by multiplying the assessed value of each

<sup>4</sup> These rates will change over time because the Specific Plan area is a former redevelopment project area; please see detailed notes about these changes in the “Additional Considerations” section of this memo beginning on page 4.

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prototype by the real estate transfer tax rate and the turnover rate for each type of property from Figure 7. Revenue from Property Transfer Tax is shown in Figure 9.

**FIGURE 9: PROPERTY TRANSFER TAX REVENUES, 2024 DOLLARS**

Land Use	Net New Growth by Scenario		
	Base Scenario	Scenario 1	Scenario 2
<b>Commercial</b>			
Office	\$34,692	\$50,201	\$59,285
R&D/Lab	\$5,978	\$33,589	\$39,667
Flex/Industrial	\$3,487	\$4,956	\$6,443
Retail	\$2,832	\$2,832	\$2,832
<b>Residential</b>			
<u>Total Units</u>			
<u>Apartment (75% of Housing Units)</u>			
Market-rate Apartments	\$34,351	\$42,610	\$4
BMR Apartments	\$4,520	\$5,629	\$6,655
<u>Condo/Townhome (25% of Housing Units)</u>			
Market-rate Condos	\$477	\$8,581	\$10,170
BMR Condos	\$75	\$1,254	\$1,497
Commercial Subtotal	\$46,989	\$91,579	\$108,227
Residential Subtotal	\$39,423	\$58,074	\$18,327
<b>Total Property Tax Revenues</b>	<b>\$86,411</b>	<b>\$149,653</b>	<b>\$126,554</b>

Source: Strategic Economics, 2024.

### SALES TAX

Anticipated sales tax revenues reflect the revenues generated by taxable purchases that new residents and workers will make at stores in East Palo Alto, as well as new spending captured at new retail space in the Specific Plan area. Estimates for total purchases by future residents were calculated by first determining the likely average household incomes of new residents in market-rate and below-market rate housing units, based on the income required to afford rents and sales prices of these homes. These household incomes were then used to collect typical consumer spending information within the applicable household income ranges within retail categories tracked by the Bureau of Labor Statistics Consumer Expenditure Survey for the Western Region as of 2019, with adjustments to account for the mix of expenditures subject to sales tax. These annual expenditures were then multiplied by the numbers of new market rate and below-market rate households in the Plan Area to determine total taxable spending. These amounts were subsequently multiplied by 50 percent to account for taxable spending by residents that will occur outside East Palo Alto.

Per capita taxable sales were also calculated for new employees. These estimates were developed using inflation-adjusted data from the International Council of Shopping Centers for office worker expenditures on a weekly basis. This weekly value was multiplied by 49 weeks (to account for worker holidays and vacations), adjusted to account for the share of spending that would be taxable versus untaxable, and multiplied by a factor of 40 percent to account for worker purchases likely to occur outside of East Palo Alto. The taxable sales values for new employees were then multiplied by anticipated growth in employees, shown in Figure 11.

Finally, the analysis calculated sales tax revenues attributable to the new retail space included in the development scenarios. The analysis assumed that each occupied square foot of retail space would be associated with \$350 in annual average taxable sales, based on typical ranges of sales at

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businesses located in retail spaces (although actual sales will vary depending on the final tenant mix in the Specific Plan area). Since a portion of the spending by the Specific Plan area’s residents and workers will occur in this new retail space, taxable sales in the new retail space were reduced by 25 percent of the resident and worker spending estimated to occur within East Palo Alto.

**FIGURE 10: TAXABLE SALES ASSUMPTIONS**

<b>Annual Taxable Sales Per Household</b>	
<u>Apartment</u>	
Market-Rate	\$21,504
BMR	\$14,878
<u>Condo/Townhouse</u>	
Market-Rate	\$23,316
BMR	\$23,150
Annual Taxable Sales per New Employee	\$2,191
Annual Taxable Sales per Sq. Ft. of Retail Space	\$350
Local Sales Capture from New Households	50%
Local Sales Capture from New Employees	40%
Onsite Retail Adjustment to Account for Overlap with Spending from New Households and Employees	50%
Sales Tax Rate (Percent of Taxable Sales)	1.45%
Bradley-Burns	0.95%
Measure P	0.50%

Sources: ICSC "Office Worker Retail Spending in a Digital Age," 2012; U.S. BLS Consumer Expenditure Survey for the Western Region, 2019; Strategic Economics, 2024.

The estimated taxable sales from these sources were summed and multiplied by 1.45 percent; this rate includes East Palo Alto’s 95 percent share of the one percent statutory “Bradley-Burns” sales tax rate, and an additional half-percent local sales tax approved by East Palo Alto voters in November 2016 under “Measure P.” The estimated annual sales tax revenue that the General Fund will receive is shown in Figure 13.

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**FIGURE 11: ANNUAL TAXABLE SALES FROM NEW HOUSEHOLDS AND WORKERS, 2024 DOLLARS**

	Base Scenario	Scenario 1	Scenario 2
<b>Estimated Capture from New Households</b>			
Annual Taxable Sales from New Households	\$16,063,912	\$26,870,372	\$31,851,024
Adjusted City Taxable Sales from New Households (a)	\$8,031,956	\$13,435,186	\$15,925,512
<b>Estimated Capture from New Employees</b>			
Annual Taxable Sales from New Employees	\$10,626,904	\$21,720,420	\$25,433,593
Adjusted City Taxable Sales from New Employees (b)	\$4,250,762	\$8,688,168	\$10,173,437
<b>Total Annual City Taxable Sales from Households &amp; Employees</b>	<b>\$12,282,718</b>	<b>\$22,123,354</b>	<b>\$26,098,949</b>

(a) Assumes 50% of taxable sales from new households would be spent in East Palo Alto.

(b) Assumes 40% of taxable sales from new employees would be spent in East Palo Alto based on category-level adjustments to account for East Palo Alto's existing retail mix.

Source: Strategic Economics, 2024.

**FIGURE 12: ANNUAL TAXABLE SALES FROM NEW RETAIL SPACE, 2024 DOLLARS**

	Base Scenario	Scenario 1	Scenario 2
Occupied Retail Sq. Ft.	91,044	91,044	91,044
Taxable Sales per Sq. Ft.	\$350	\$350	\$350
Taxable Sales	\$31,865,400	\$31,865,400	\$31,865,400
Less: 25% of Spending Captured from Plan Area Residents and Workers (a)	-\$3,070,679	-\$5,530,838	-\$6,524,737
<b>Adjusted Annual Taxable Sales from Plan Area Retail Space</b>	<b>\$28,794,721</b>	<b>\$26,334,562</b>	<b>\$25,340,663</b>

(a) This adjustment avoids double counting sales from Specific Plan area residents and workers by assuming that 25% of their taxable spending occurs within the Plan Area itself.

Source: Strategic Economics, 2024.

**FIGURE 13: ANNUAL SALES TAX REVENUE FROM NEW HOUSEHOLDS AND WORKERS, 2024 DOLLARS**

	Base Scenario	Scenario 1	Scenario 2
Total Annual City Taxable Sales from Households & Employees	\$12,282,718	\$22,123,354	\$26,098,949
Adjusted Annual Taxable Sales from Plan Area Retail Space	\$28,794,721	\$26,334,562	\$25,340,663
Total Annual Taxable Sales Captured in East Palo Alto	\$41,077,438	\$48,457,915	\$51,439,612
<b>1.45% Annual Sales Tax Revenue</b>	<b>\$595,623</b>	<b>\$702,640</b>	<b>\$745,874</b>

Source: Strategic Economics, 2024.



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### BUSINESS LICENSE FEE

The City of East Palo Alto assesses a business license fee on establishments in the city. The fee is calculated based on gross receipts for most categories of businesses except for Administrative Offices/Warehouses (for which the fee is calculated based on gross payroll) and other specific categories of businesses. The analysis applied a rate of \$.45 per gross square foot of space for office, R&D/lab, and flex/industrial uses. This rate was based on calculations recently completed by the City of East Palo Alto to determine business license fee revenues associated with existing office properties in the city. The analysis also applied a custom rate for retail, as described in the notes in Figure 14, below.

**FIGURE 14: BUSINESS LICENSE FEE ASSUMPTIONS**

Land Use	Calculation Basis (per year)	
Office (a)	\$0.45	per gross square foot of office space
R&D/Lab (b)	\$0.45	per gross square foot of R&D/lab space
Flex/Industrial (c)	\$0.45	per gross square foot of flex/industrial space
Retail (d)	\$1.00	per thousand dollars of sales
Amenity (e)	n/a	

(a) Based on existing City analysis of business license fee revenue associated with existing office properties in East Palo Alto.

(b) Applies the same rate as used for office space.

(c) Applies the same rate as used for office space; flex/industrial space is assumed to consist primarily of manufacturing and related office support, rather than administrative use and wholesale trade.

(d) Applies the rate applicable to businesses with sales between \$500,001 and \$10,000,000. This rate is applied to sales associated with growth in retail space within the Plan Area; see sales calculations in the Sales Tax revenue section of this memo.

(e) On-site amenity space is not included in these estimates because any sales or payroll associated with this space are uncertain.

Source: Strategic Economics, 2024.

**FIGURE 15: ANNUAL BUSINESS LICENSE FEE REVENUES, 2024 DOLLARS**

Land Use	Base Scenario	Scenario 1	Scenario 2
Office	\$570,825	\$826,020	\$975,488
R&D/Lab	\$79,160	\$444,780	\$525,263
Flex/Industrial	\$79,160	\$112,500	\$146,250
Retail	\$112,400	\$112,400	\$112,400
<b>Total General Fund Revenues</b>	<b>\$841,544</b>	<b>\$1,495,700</b>	<b>\$1,759,400</b>

Source: Strategic Economics, 2024.

## OTHER RECURRING REVENUES

**Calculating other revenue per capita:** Strategic Economics estimated Utility User Tax and Franchise Fees based on current costs per capita applied to service population growth, as shown in Figure 17. The “percent variable” values reflect the degree to which revenues are anticipated to vary in relationship to the new residents and employees added to the Specific Plan area.

For all the revenue sources that vary on a per capita basis, Strategic Economics applied a service population factor of either 1.00 or .33 to reflect the respective service demand for new residents and employees. The value of the variable revenues was multiplied by the respective service population factor, and then divided by the current total current service population in order to generate an estimate of the current total revenues per capita for each service population type by revenue category. Finally, these per capita factors were multiplied by the respective new service populations in each of the alternatives to arrive at additional revenues associated with resident and worker growth. The results of these estimates are shown in Figure 18.

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FIGURE 16: OTHER RECURRING REVENUE PER CAPITA ASSUMPTIONS, 2024 DOLLARS

	Revenue (FY 2024/25)	% Variable	Variable Revenues	Service Pop. Factors		Revenue Per Capita	
				Resident	Employee	Resident	Employee
Utility Users Taxes	\$1,788,874	100%	\$1,788,874	1.00	0.33	\$55.36	\$18.27
Franchise Fees	\$1,245,000	75%	\$933,750	1.00	0.33	\$28.90	\$9.54
<b>Total Per Capita Revenues</b>						<b>\$84.25</b>	<b>\$27.80</b>

Source: City of East Palo Alto Baseline Budget, 2024-25; Strategic Economics, 2024.

FIGURE 17: OTHER RECURRING REVENUE, 2024 DOLLARS

	Base Scenario	Scenario 1	Scenario 2
<b>Increase in Service Population</b>			
New Residents	2,793	4,519	5,350
New Employees	4,851	9,915	11,610
<b>Increase to General Fund Revenues</b>			
New Residents	\$235,323	\$380,746	\$450,761
New Employees	\$134,877	\$275,676	\$322,804
<b>Total</b>	<b>\$370,200</b>	<b>\$656,422</b>	<b>\$773,565</b>

Source: Strategic Economics, 2024.

## Expenditure Estimates

Based on guidance and data provided by the City of East Palo Alto Finance Department, Strategic Economics used a per capita model to estimate departmental General Fund expenditures, as shown in Figure 18. The total expenditures by category originate from the City's baseline budget for fiscal year 2024-25. The "Variable" costs by category represent the portion of expenditures that are likely to increase with growth in service population; these variable cost adjustments account for expenses not affected by growth, as well as transfers, reserves, and offsetting revenues.

As with the per capita revenues, Strategic Economics applied a service population factor to each expense category, representing the relative proportion of expenses attributable to new residents (1.0) and employees (0.33). The value of the variable costs was multiplied by the respective service population factor, and then divided by the current total current service population to generate an estimate of the current total costs per capita for each service population type by expense category. Finally, these per capita factors were multiplied by the respective new service population in the development scenarios to arrive at additional costs associated with residential and worker growth, as shown in Figure 19.

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FIGURE 18: CALCULATION OF ANNUAL VARIABLE SERVICE COSTS PER RESIDENT AND EMPLOYEE, 2024 DOLLARS

	Expenditures (FY 2024-25 Baseline Budget) (a)	Variation in Costs as Percentage	Variable Costs Impacted by Growth (b)	Service Pop. Factors		Expenditures Per Capita	
				Resident	Employee	Resident	Employee
General Government							
City Council	190,693	25%	\$47,829	1.00	0.33	\$1.48	\$0.49
City Attorney	1,294,052	60%	\$774,786	1.00	0.33	\$23.98	\$7.91
City Clerk	592,026	49%	\$290,334	1.00	0.33	\$8.98	\$2.96
City Manager	4,544,891	80%	\$3,643,561	1.00	0.33	\$112.75	\$37.21
Finance	1,489,587	137%	\$2,037,648	1.00	0.33	\$63.06	\$20.81
Community and Economic Dev.	3,293,843	52%	\$1,715,241	1.00	0.33	\$53.08	\$17.52
Police	14,906,446	100%	\$14,957,681	1.00	0.33	\$462.88	\$152.75
Public Works	5,036,564	103%	\$5,208,145	1.00	0.33	\$161.17	\$53.19
Non-Departmental							
Capital/Technology	-	100%	\$0	1.00	0.33	\$0.00	\$0.00
Insurance and Settlements	1,052,624	100%	\$1,052,624	1.00	0.33	\$32.57	\$10.75
Other Non-Departmental	2,249,406	87%	\$1,956,966	1.00	0.33	\$60.56	\$19.98
Overhead Allocation	(929,182)	0%	\$0	1.00	0.33	\$0.00	\$0.00
<b>Total Variable Expenditures Per Capita</b>	<b>\$33,720,951</b>		<b>\$31,684,815</b>			<b>\$980.52</b>	<b>\$323.57</b>

Notes:

(a) Based on the baseline budget for FY 2024-25 provided by the City of East Palo Alto, 2024.

(b) Variable costs net of expenses and salaries not affected by growth, transfers, reserves, and offsetting revenues, based on calculations by the City of East Palo Alto, 2021.

Sources: City of East Palo Alto, 2024; Strategic Economics, 2024.

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FIGURE 19: ANNUAL EXPENDITURES TOTALS, 2024 DOLLARS

	<b>Base Scenario</b>	<b>Scenario 1</b>	<b>Scenario 2</b>
General Government	\$923,813	\$1,638,065	\$1,930,389
Community and Economic Dev.	\$233,224	\$413,543	\$487,343
Police	\$2,033,820	\$3,606,282	\$4,249,848
Public Works	\$708,160	\$1,255,679	\$1,479,763
Non-Departmental	\$409,219	\$725,609	\$855,099
<b>Total</b>	<b>\$4,308,235</b>	<b>\$7,639,177</b>	<b>\$9,002,442</b>

Source: Strategic Economics, 2024.