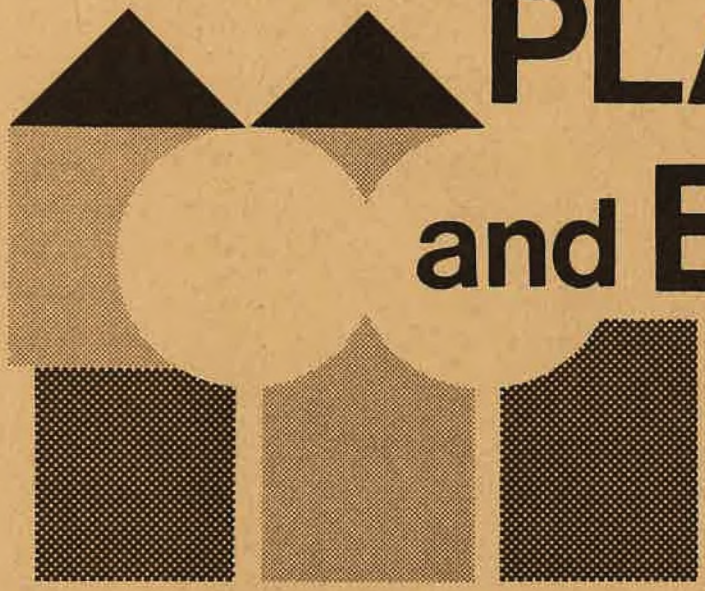
EAST PALO ALTO COMMUNITY PLAN and EIR



HEARING DRAFT

JULY 1981

DEPARTMENT OF ENVIRONMENTAL MANAGEMENT
PLANNING AND DEVELOPMENT DIVISION · SAN MATEO COUNTY · CALIFORNIA

EAST PALO ALTO
COMMUNITY PLAN
AND
ENVIRONMENTAL IMPACT REPORT

HEARING DRAFT

JULY 1981

PREPARED BY

DEPARTMENT OF ENVIRONMENTAL MANAGEMENT
PLANNING AND DEVELOPMENT DIVISION SAN MATEO COUNTY

COMMUNITY PLAN

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1. Introduction

I. STUDY AREA

East Palo Alto is an unincorporated community of 2.5 square miles in size, located in the southeastern corner of San Mateo County, approximately 25 miles south of San Francisco and 20 miles north of San Jose (see Figure 1). It is bounded by Menlo Park to the north and west, Palo Alto to the south, and the San Francisco Bay to the east. The study area for the East Palo Alto Community Plan is shown on Figure 2. It includes County Service Area #5 and a portion of the baylands north of Cooley Landing, where a marina has been proposed to be constructed. County Service Area #5 is a taxing district for the provision of certain municipal services. Figure 2 also shows the major subdivisions of East Palo Alto and other areas referred to throughout the Community Plan.

II. ROLE OF A COMMUNITY PLAN

California law requires each city and county to prepare a general plan to guide the future development of the community. This Community Plan is the portion of San Mateo County General Plan relating to East Palo Alto. A community plan does the following:

1. expresses the policy of a community concerning growth, development, and public services;

2. guides land use decisions concerning location and type of housing, commercial, and industrial development;

3. identifies areas the community wishes to preserve and protect;

4. leads to changes in zoning, subdivision and building codes, which must by law be made consistent with the general plan;

5. serves as an informational document for other agencies of government and for the general public concerning the community's policies;

6. serves as a basis for further planning efforts.

III. COMMUNITY GOALS

A community plan should reflect the aspirations and objectives of its residents. The following goals for the East Palo Alto Community Plan were developed during public workshops in early 1981:

1. Develop local business and economic entities which increase the income of community residents.

2. Increase the availability of retail goods and services in the community.

3. Protect current community residents from housing displacement.

4. Maintain the low density nature of current single-family areas.

5. Develop an adequate fiscal base to support municipal services that are responsive to community needs.

6. Develop adequate infrastructure capacity to allow for community growth and development.

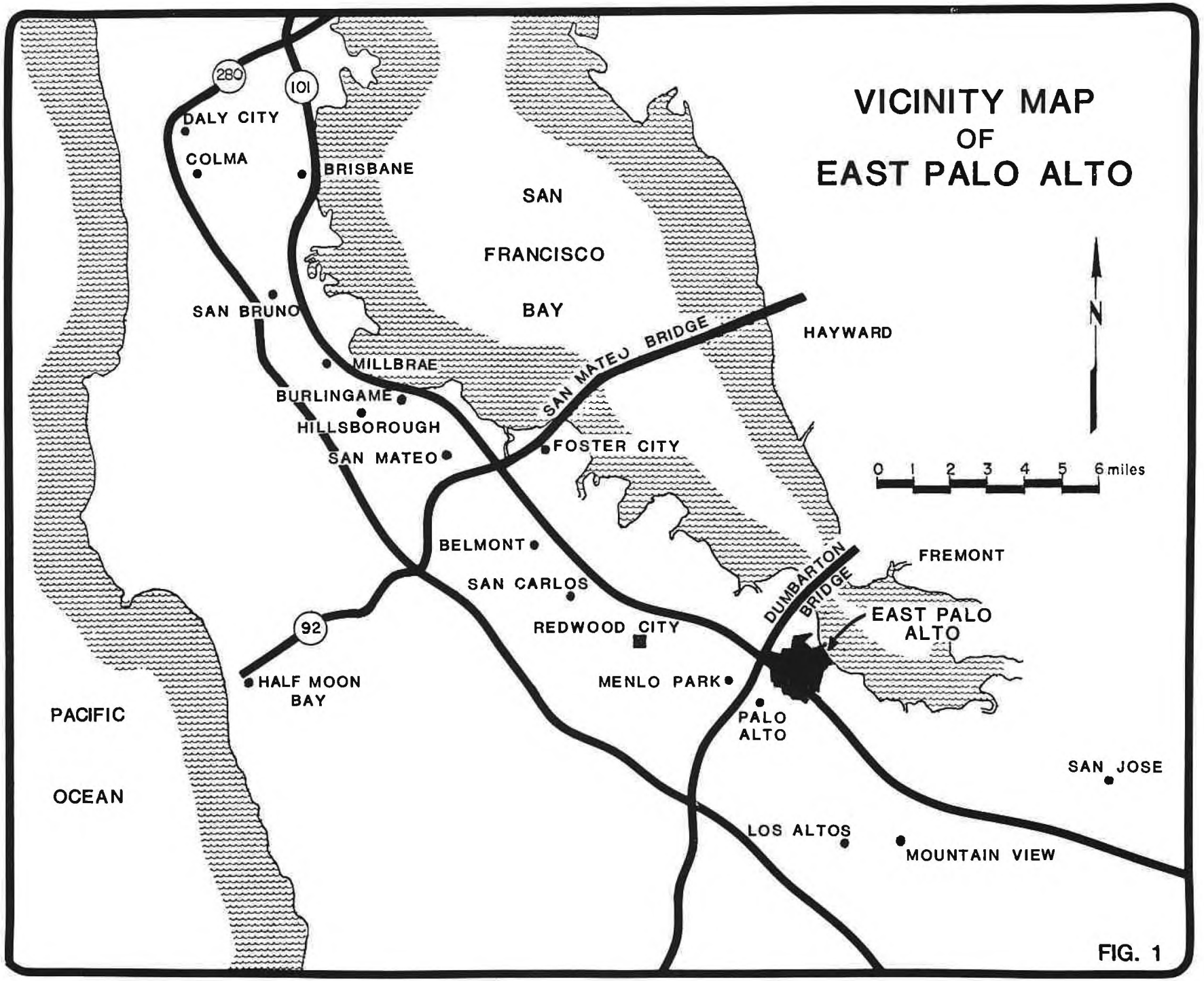
VICINITY MAP
OF
EAST PALO ALTO
280
101
DALY CITY
COLMA
BRISBANE
SAN
FRANCISCO
BAY
SAN BRUNO
HAYWARD
SAN MATEO BRIDGE
MILLBRAE
BURLINGAME
HILLSBOROUGH
SAN MATEO
FOSTER CITY
N
0 1 2 3 4 5 6 miles
BELMONT
SAN CARLOS
FREMONT
DUMBARTON
BRIDGE
EAST PALO
ALTO
92
REDWOOD CITY
HALF MOON
BAY
MENLO PARK
PACIFIC
OCEAN
PALO
ALTO
SAN JOSE
LOS ALTOS
MOUNTAIN VIEW

FIG. 1

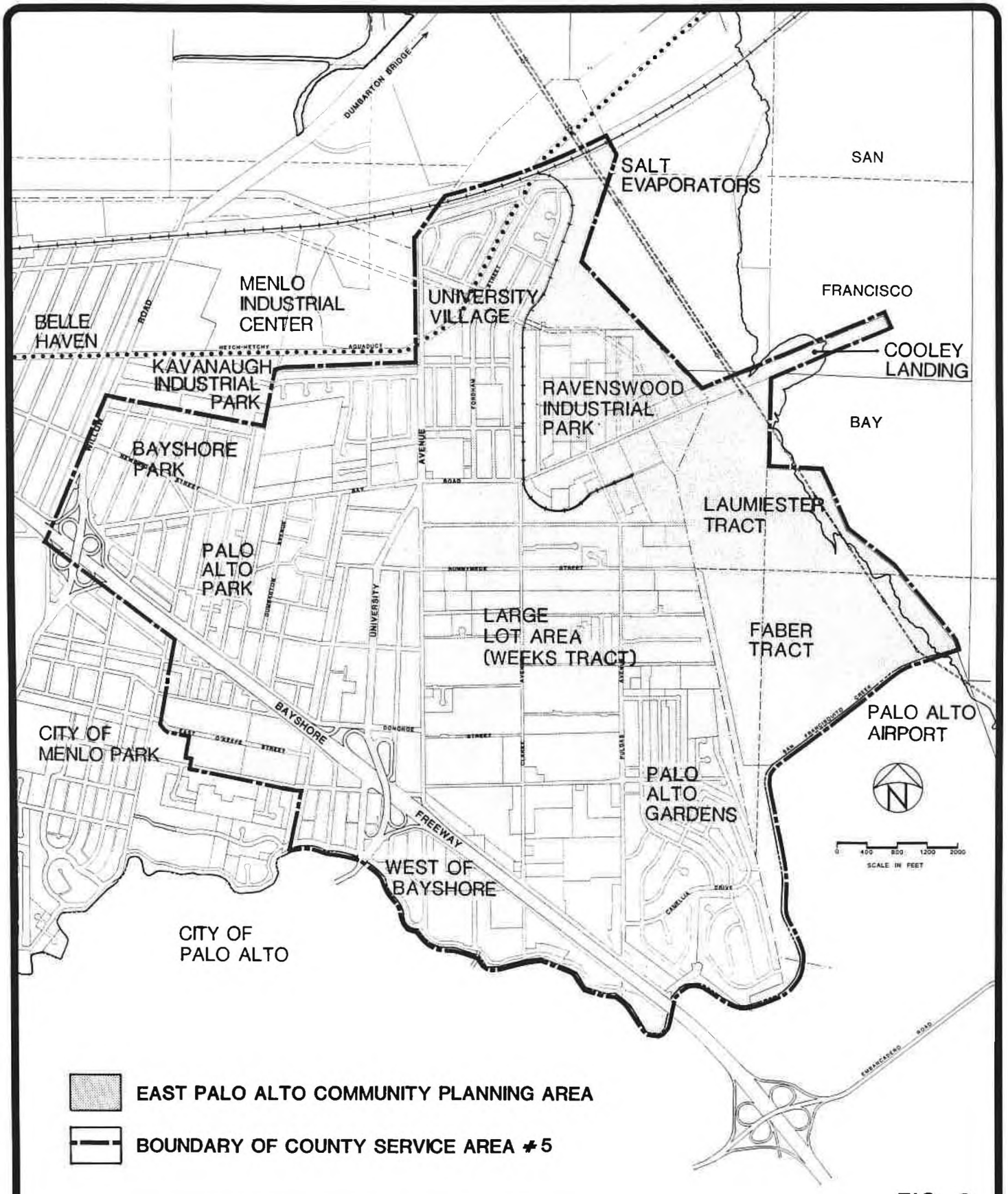

FIG. 2

EAST PALO ALTO COMMUNITY PLANNING PROGRAM

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IV. HISTORY

East Palo Alto played a part in the early history of San Mateo County. During the mid-1800s, Bay Road was constructed, linking a wharf at Cooley Landing and a settlement called Ravenswood with the interior of the Peninsula. Development was spurred by the need for a port to ship lumber and by an anticipated rail crossing at Dumbarton Strait, which would make San Francisco the western terminus of the transcontinental railroad system then under construction. However, Oakland became the western terminus, the developer of Ravenswood became bankrupt, and the town was soon abandoned. Further, the port of Redwood City supplanted Cooley Landing in the shipment of lumber.

Development in East Palo Alto resumed after the turn of the century. A rail crossing at Dumbarton Straits was completed in 1910. The Runnymede and Faber subdivisions were platted, featuring family chicken farms under the concept of "one acre and independence." The name of "East Palo Alto" was decided upon in a 1925 election as a compromise by the two rival communities of Ravenswood and Runnymede. About 1,000 persons lived in the area at that time. In 1933, the four-lane Bayshore Highway was constructed through the western side of East Palo Alto. Because of the initially low traffic volumes, it did not sever the community at first. The Depression and war years retarded further growth in East Palo Alto, but during the 1950s, the Palo Alto Gardens and University Village subdivisions were built. Floriculture replaced most of the chicken farms during the postwar years, and the Bayshore Highway became a freeway in the mid-50s.

V. POPULATION CHARACTERISTICS

A. POPULATION GROWTH

East Palo Alto had its period of rapid growth in the 1950s. In

the 1950-1960 decade, population more than doubled. Many single-family home developments were constructed. Because of "low-down payments" and the "baby boom," school construction was given high priority. The Ravenswood Recreation District was formed and University Village (Nairobi) Shopping Center was constructed, providing residents with needed neighborhood facilities in an era when public transportation was non-existent and two-car families were rare. Most of the growth surge was in the East of Bayshore area. West of Bayshore added some single-family units and several apartment buildings, but it still retained in parts a semi-rural atmosphere, at least until the construction of Bayshore Freeway. Construction of the Freeway appears to have marked the beginning of the present pattern of a multi-family, predominantly white population West of Bayshore and a predominantly single-family, largely black population East of Bayshore.

In the 1960-1970 decade, population growth in East Palo Alto was relatively slow. The largest increase occurred in the West of Bayshore area, where construction of new apartment developments brought 1,850 new residents to the area. Population grew more slowly in the East of Bayshore area, where household sizes remained high and there was a moderate amount of new home building.

In the most recent period, 1970-1980, population growth in East Palo Alto as a whole amounted to only a few hundred persons. As in the previous periods, apartment construction in the West of Bayshore area brought some population growth to that part of the community. However, this gain was offset by a small decrease in population in the eastern part of the community, caused by a decline in new home construction combined with declining household size in existing single-family residences. Table 1 summarizes population changes in East Palo Alto between 1950 and 1980. Figure 3 shows census tract boundaries.

TABLE 1

POPULATION CHANGE IN

EAST PALO ALTO

Census Tract/Area	1950	1960	1970	1980
East of Bayshore				
6118	N/A	3,421	3,609	3,455
6119	N/A	6,022	6,100	6,282
6120	N/A	4,434	5,136	4,614
Subtotal	N/A	13,877	14,845	14,351
West of Bayshore				
6121	N/A	1,142	2,992	3,840
Total	7,123	15,019	17,837	18,191

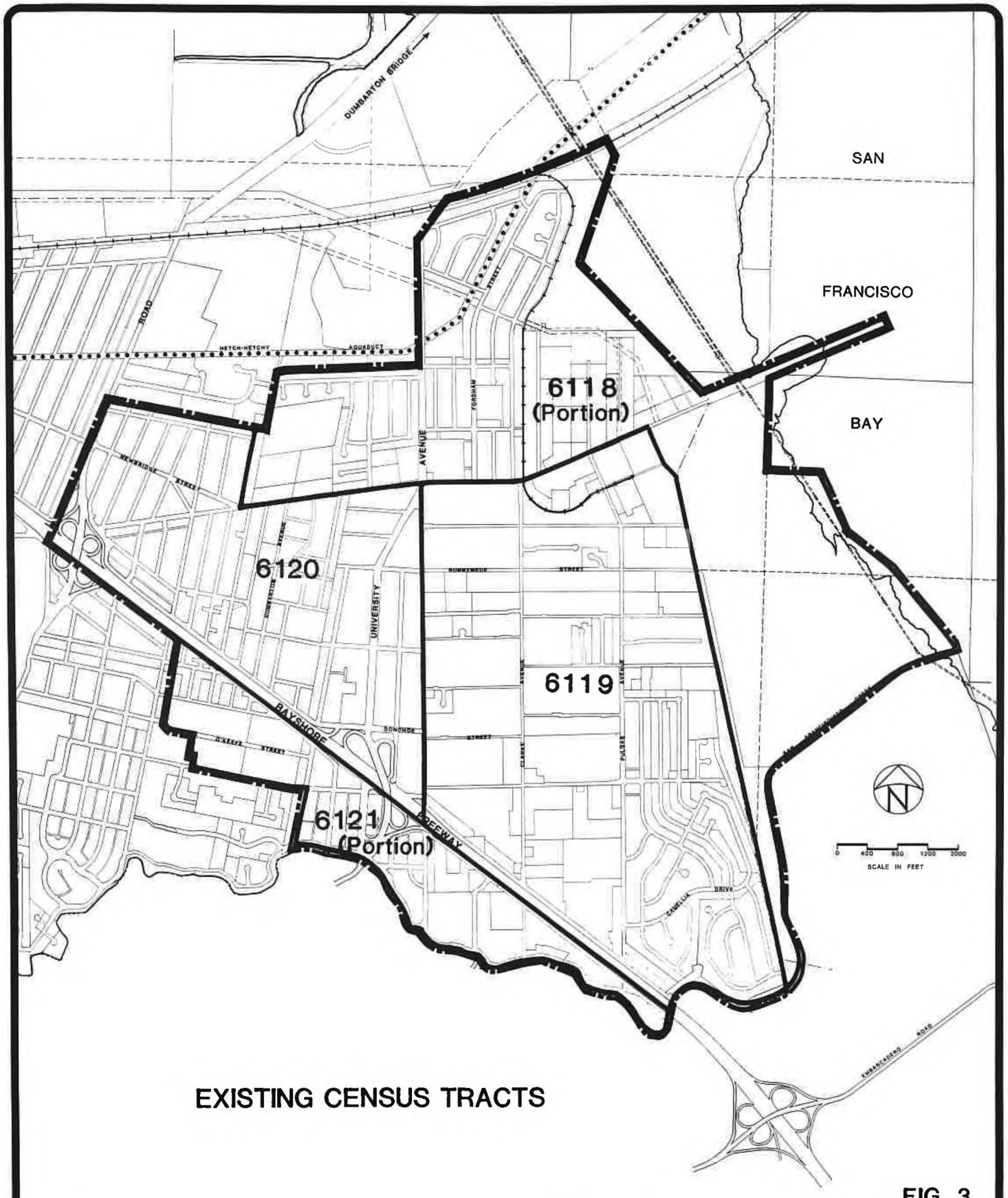
Source: U.S. Census.

B. AGE CHARACTERISTICS

The age distribution of the population has important implications in planning for schools, recreation, cultural facilities, employment, police, and many other community services. Compared with other nearby communities, East Palo Alto has a relatively "young" population. The median age of East Palo Alto residents is currently about 25.5 years, compared with about 36 years for San Mateo County. East Palo Alto's population has "aged" less rapidly over the past ten years than most other Peninsula communities. In 1970, East Palo Alto's median age was 24.5 years, while the median age in San Mateo County was 29.5 years.

Estimates of 1980 age structure have been prepared by the County staff and a consultant employed to review East Palo Alto's census count. A comparison of these estimates with 1970 Census counts is presented in Table 2. The pre-school and school age population has dropped dramatically in the decade, reflecting a decline in birth rates and a low rate of in-migration by young families. The young adult population (ages 20-29) has increased moderately, due at least in part to the construction of new rental apartments West of Bayshore, and to the slower rate of housing growth East of Bayshore. The number and percent of older-age residents (45 and over) has increased in East Palo Alto, following the trend in neighboring communities.

Although the 1970-1980 patterns of change in age composition could be modified somewhat by rapid economic and social change in the community, it is likely that the current trend toward fewer children and more older adults will continue at least into the early 1980s. When detailed 1980 Census data are available, a more thorough analysis of trends and projections will be possible.



EXISTING CENSUS TRACTS

FIG. 3

EAST PALO ALTO COMMUNITY PLANNING PROGRAM

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TABLE 2

AGE COMPOSITION, EAST PALO ALTO - 1970 AND 1980

Age Group	1970	(%)	1980	(%)
0-14	5,560	(31)	3,800	(21)
15-19	1,457	(8)	1,900	(10)
20-29	4,099	(23)	4,800	(26)
30-44	3,322	(19)	3,400	(19)
45-64	2,543	(14)	2,900	(16)
65+	856	(5)	1,400	(8)
Total	17,837	(100%)	18,200	(100%)

Source: U.S. Census (1970); San Mateo County Planning and Development Division estimate (1980).

C. RACE AND ETHNIC CHARACTERISTICS

East Palo Alto is often perceived as a predominantly "black" community. Indeed, together with the neighboring Belle Haven area of Menlo Park, it contains the largest concentration of black residents on the Peninsula. The community now has about 11,000 black residents, 61% of its population. Both the number and the percent have remain unchanged over the past decade.

Growth of the black population began with a large migration to East Palo Alto in the 1950s. The 1960 Census counted 3,300 black residents, 22% of the population. In the 1960-1970 period, the black population more than tripled, reaching its present level. Most of these new black residents came to East Palo Alto from other locations in the Bay Area, many of them from the central cities of San Francisco and Oakland. In recent years, the black population has been maintained mainly by the local birth rate, rather than by new migration. Although San Mateo County's black population increased by about 10,000 in the past decade, East Palo Alto's population has remained stable. Within East Palo Alto, the 1980 Census shows that the vast majority of black residents (93%) continue to live in the East of Bayshore area.

A number of other groups are represented in the population of East Palo Alto, but decade to decade trends are difficult to chart because of changes in the definitions of racial and ethnic groups introduced in the 1980 Census. In 1980, 2,568 residents (14% of the population) designated themselves of "Spanish origin," probably a moderate increase since 1970. Eighty-seven percent of these residents live in the East of Bayshore area.

The white population, which in the 1980 Census definition can include some persons who also designated themselves of "Spanish

origin," is about one-fourth of East Palo Alto's population. Over half of the white residents live West of Bayshore, where they make up 69% of the population. Statistics on births and school enrollment indicate that the West of Bayshore population is primarily one of relatively young, childless adults. This is typical of apartment areas.

East Palo Alto has always had a small, but significant population of persons of Asian ancestry. This group now comprises about 5.5% of the population, and it does not appear to have grown substantially over the last decade. Table 3 shows the racial and ethnic characteristics of East Palo Alto's population in 1980.

D. ECONOMIC CHARACTERISTICS

East Palo Alto, particularly the East of Bayshore area, has many households with extremely modest incomes. The 1969 median family income, as measured in the 1970 Census, was $9,401, compared with a median of $13,222 for San Mateo County and higher levels in neighboring cities. Some 14% of the families were classified as below the federally-defined "poverty level." Income data from the 1980 Census will not be available until 1982. Based on estimates of current median income for the County, and assuming that the relationship of County income to income levels in East Palo Alto has not changed substantially in the last decade, median family income for the community is now about $20,000. Identification of the number and composition of very low income households must await the 1980 Census data. Statistics on public assistance suggest that very low income households in East Palo Alto include substantial numbers of families with children, single-parent families, and the elderly and handicapped.

TABLE 3

RACIAL AND ETHNIC CHARACTERISTICS, EAST PALO ALTO, 1980

Census Tract/Area	White	Black	American Indian, Eskimo & Aleut	Asian & Pacific Islander	Other Races	Total	*Spanish Origin (All Races)*
East of Bayshore							
6118	160	3,038	2	82	173	3,455	*224*
6119	981	4,339	16	499	447	6,282	*922*
6120	854	2,959	22	180	599	4,614	*1,076*
Subtotal	1,995	10,336	40	761	1,219	14,351	*2,222*
Percent	(13.9)	(72.0)	(0.3)	(5.3)	(8.5)	(100.0)	*(15.5)*
West of Bayshore							
6121	2,639	771	38	231	161	3,840	*346*
Percent	(68.7)	(20.1)	(1.0)	(6.0)	(4.2)	(100.0)	*(9.0)*
TOTAL	4,636	11,107	78	992	1,380	18,191	*2,568*
Percent	(25.5)	(61.0)	(0.4)	(5.5)	(7.6)	(100.0)	*(14.1)*

Source: 1980 Census, "Reapportionment" count.

Note: In contrast with previous censuses, the 1980 Census used a "self-identification" method to determine racial and ethnic counts. Persons who identified themselves of "Spanish Origin" (an ethnic designation), are also included in one of the "race" classifications, i.e., "white", "black", "other races", etc.

Correlates of low-moderate income documented in the 1970 Census statistics include: a relatively high number of large families, numerous single-parent families (mostly headed by women), higher than average unemployment rates, a high proportion of the labor force in "blue collar" employment. These indications are most evident in the East of Bayshore census tracts. Living in close proximity to some of the most affluent communities in the nation and in a region with extremely high living costs, many East Palo Alto residents are painfully aware of economic disparities. While far removed from the grinding poverty conditions of many "inner city" areas, the social and economic contrasts between East Palo Alto and its more affluent neighboring communities are readily apparent and vividly perceived by residents and others. For East of Bayshore residents in particular, the freeway symbolizes more than a geographic barrier.

2. Employment and Economic Development

I. BACKGROUND

The creation of more employment opportunities for local residents and improvements in the economy of the community are central concerns in planning for East Palo Alto's future. Since East Palo Alto is only a small part of a large and complex economic community in the mid-Peninsula area, some of the economically-rooted problems of the community and its residents cannot be resolved by the Community Plan. Solutions to transportation and housing problems, which affect employment and economic growth, can only be found at the regional level.

East Palo Alto's residents need opportunities to acquire skills which will allow them to participate more fully in the extremely diversified and expanding economy of this area. East Palo Alto should not and cannot become a completely self-contained economic entity, a "company town" where all residents are employed locally and all purchases are made in the community. However, it can expect to become considerably more self-sufficient and to enjoy some of the benefits of a "balanced" community which it does not now have.

A. EMPLOYMENT AND JOBS

1. The Labor Force

East Palo Alto's labor force consists of those residents who hold jobs and those who are seeking jobs, the employed and the unemployed. To a large extent, jobs determine income level and the economic status of workers and their families. The available income of residents, how it is spent, and where it is spent are important concerns not only for individuals, but also for

the community at large. Therefore, it is a legitimate goal of planning to create opportunities for residents to obtain rewarding employment and improve their earning power.

As shown in Table 4, in 1970 some 8,000 East Palo Alto residents, about 44% of the population, were employed or seeking work. It is likely that both the number and percent of the population in the labor force have increased over the last ten years, since there are more working-age adults and more households have more than one wage-earner.

2. Occupation of Employed Residents

Table 5 indicates the distribution of job skills present in 1970. About one-fourth of the jobholders were in "blue collar" occupations (craftsmen, foremen, operatives, laborers), and another one-fourth were in "service" occupations (service and private household workers). About half of the residents held "white collar" jobs (professionals, managers, clerical and sales workers, etc.). Half of the professional and managerial jobholders lived West of Bayshore, and 87% of the "blue collar" workers lived East of Bayshore. The 1970 Census showed that half of East Palo Alto's employed residents worked in "heavy" industrial enterprises--construction, manufacturing, and durable goods. Only 12% were employed in administrative, educational, and service enterprises.

3. Unemployment

Statistics of the State Employment Development Department (EDD) indicate that the unemployment rate in East Palo Alto is high compared with neighboring communities, but not as high as in many urban centers. EDD estimated an average annual unemployment rate for 1979 of 6.4% for the East Palo Alto statistical area, compared with rates of 3.8% in Menlo Park and Palo Alto. The 1979 rate for San Mateo County was 4.2%, considerably below

TABLE 4

LABOR FORCE, EMPLOYMENT, UNEMPLOYMENT
EAST PALO ALTO

	1970	1979*
Civilian Labor Force	7,858	9,100
Employed	7,370	8,500
Unemployed	488	580
Percent Unemployed	6.2%	6.4%

Source: U.S. Census (1970); California Employment Development Department (1979).

*Average for 1979 months. The State Employment Development Department "East Palo Alto" statistical area includes census tract 6117 (Belle Haven, East Menlo Park), as well as tracts 6118-6121 (East Palo Alto). Therefore, estimates for the two periods are not strictly comparable. EDD's methodology uses 1970 Census data, adjusted with current unemployment claims statistics.

TABLE 5

OCCUPATION OF EMPLOYED RESIDENTS

EAST PALO ALTO, 1970

Occupation	Employed (16 Years Old and Over)	Percent
Professional, Technical and Kindred Workers	1,424	19.3%
Managers and Administrators	399	5.4
Sales Workers	368	5.0
Clerical and Kindred Workers	1,278	17.3
Craftsmen, Foremen and Kindred Workers	813	11.0
Operatives	1,024	13.9
Laborers	410	5.6
Service Workers (incl. private household)	1,654	22.5
TOTAL	7,370	100.0%

Source: U.S. Census, 1970.

the rates for the region and the State. 1970 Census statistics showed a 6.8% unemployment rate for East of Bayshore, and a 4.4% rate for West of Bayshore.

Official statistics, however, do not fully convey the unemployment picture. Many people counted as "employed" hold temporary jobs and cannot count on a steady income to support their families. Some people who need and want jobs have given up their apparently futile efforts to locate employment, and are therefore not counted as "in the labor force" by government statisticians. Unemployment rates are generally higher for minorities, youth, and women. The U.S. Department of Commerce has designated East Palo Alto an area of "persistently high unemployment."

4. Availability of Jobs

East Palo Alto is centrally located within the large, complex, and expanding labor market area of southern San Mateo and northern Santa Clara counties. There are some 395,000 jobs within a 12-mile radius of the community, 1.3 jobs for every household in the same area. However, few communities in this area have a "balance" of jobs and housing, and long-distance commuting to places of employment is common. Some communities are primarily "bedroom" communities, with little or no employment within their borders, while others are major employment centers, with growth in jobs outpacing construction of new housing.

East Palo Alto is primarily a "bedroom" community. There are some 8,000 jobholding residents in the community, compared with only 1,200 jobs. A 1975 survey found that about one-fourth of the local jobs were in local schools or other public or semi-public establishments. Most of the remaining jobs were in small retail and service establishments employing less than 25 workers.

It is not known how many of these jobs in East Palo Alto are held by residents of the community.

In recent years some industrial and commercial development has occurred in nearby areas of Menlo Park and Palo Alto such as Raychem in the Bohannon Industrial Park and expansions of warehousing and light industry in the Fairchild Industrial Park on Willow Road. Undoubtedly, some East Palo Alto residents have found employment there, avoiding long-distance commuting to other employment centers on the Peninsula and in the East Bay. A proposed expansion of the Kavanaugh Industrial Park on East Palo Alto's borders could provide additional opportunities for East Palo Alto residents. However, the types of jobs created by these developments would probably accommodate only part of the "blue collar" segment of East Palo Alto's varied labor force, offering little for those residents who seek "white collar" and "service" employment.

Many East Palo Alto residents need to improve their job skills or learn new skills if they are to compete successfully in a diverse and changing labor market. Some have taken advantage of local job-training programs, courses offered by the public schools, and on-the-job training programs offered by large firms. East Palo Alto has a large minority population, and affirmative action programs in some large firms have benefited some of them. However, employment of youths and minorities remains a persistent problem.

In a community where many residents have modest incomes, the rising cost of long-distance commuting to jobs is undoubtedly straining already tight household budgets. The problem is particularly acute where there are multiple wage-earners in a household, an increasingly common situation. The provision of more jobs in the community would help alleviate this problem.

B. ECONOMIC DEVELOPMENT

East Palo Alto is primarily a residential community. Its commercial and industrial development is limited in amount and is of mixed quality. Many of the economic challenges which East Palo Alto now faces are rooted in the history of its development as an urbanized unincorporated community. In the post-World War II era, when the basic character of most mid-Peninsula communities was set, neighboring cities competed for "tax base" to finance public services required by their growing residential populations. Menlo Park and Palo Alto, for example, were able to achieve economic balance for their communities through planning, annexation, and policies encouraging preferred types of commercial and industrial development. East Palo Alto, without municipal status nor the impetus to achieve it at that time, was in a relatively weak position to compete for desirable economic development.

1. Existing Commercial Development

As described in the Land Use Chapter, commercial development in East Palo Alto is scattered, although there are focal points in several areas. On the whole, the quality of commercial development must be termed marginal, at best. Tax revenues from commercial development are much below par for a community of East Palo Alto's size, and "leakage" of sales to superior commercial facilities located outside the community is substantial. Most needs of local residents for goods and services cannot be met within the community.

2. Existing Industrial Development

Industrial development is concentrated in the area at the eastern end of Bay Road. Several relatively small manufacturing and processing firms are located here, a rail spur is available

and access roads have recently been improved. Employment generation is not significant. Large acreages in the area are occupied by auto wrecking firms which serve the mid-Peninsula, but as discussed in Chapter 7, they are deemed inappropriate uses in an area seeking to upgrade the quality of its development.

3. Regional Trends

East Palo Alto is situated at the northern edge of a very successful industrial and commercial complex extending southward from Palo Alto through Sunnyvale and Santa Clara. As a national center for "high technology" research, development, and manufacturing, the potential of the area for sustained growth and prosperity appears to be limited only by the growing problems of urban congestion and the dwindling opportunities for employee housing. There is some "spill-over" of this type of enterprise into southern San Mateo County, but for the most part industrial and commercial development in the County is of a more conventional type, with increasing emphasis on "office-headquarters" development and service activities, and a decreasing emphasis on manufacturing. Industrial and commercial land values in both northern Santa Clara and southern San Mateo Counties are escalating rapidly, and the supply of prime sites is dwindling.

4. Impacts of New Development

Recht Hausrath and Associates' recent fiscal analysis of alternative land uses in East Palo Alto concluded that new development, if carefully selected and phased as part of a development program, can be beneficial to the community in several ways: (1) needed additional revenues can be generated to finance municipal services; (2) additional employment opportunities can be created for local residents; and (3) a wider variety of goods and services can be made locally available to residents. The following sections summarize the findings of that study.[1]

a. Fiscal Impact of Development

Most types of new development will provide additional revenues for local government, but benefits will vary according to the type and quality. Property taxes are still the main source of revenue for local governments. Under post-Proposition 13 tax laws, property assessments produce tax revenues based on market value at the time of new development, and thereafter only when the property changes ownership. As property increases in value and is sold, tax revenues rise accordingly. On the other hand, older, lower-value property, which does not change ownership frequently, yields little additional tax revenue. Normally, owner-occupied residences are sold about every seven years, and thus would, on the average, be re-assessed at that interval, presumably producing more tax revenue with each re-assessment. However, industrial and commercial properties change hands much less frequently than residential properties, perhaps every 15 to 20 years. Therefore, their property tax contributions are likely to remain "frozen" for longer periods.

Property taxes, however, are not the only source of revenue for most jurisdictions. Substantial revenues can be produced from other sources, notably the sales tax. For East Palo Alto, new office and retail commercial development could generate significant sales tax revenue, depending on the nature of establishments.

Any development, regardless of type, will require some additional public facilities and services: road construction and maintenance, police protection, schools, etc. However, since East Palo Alto is an established community, many of these services are already available, and need only be enlarged, at less cost than providing them entirely.

With a limited amount of land available for new development, the Recht study's comparison of total tax revenues per acre over the next ten years for various types of new development in East Palo Alto is relevant. As shown in Table 6, office development provides the highest revenues per acre, followed closely by high density residential development. However, municipal costs of servicing a large amount of high density residential development could offset the revenue gains. Less revenue is generated by medium-high density residential and retail commercial development, but costs of servicing them are likely to be lower than for higher density residential development. Industrial development provides less revenue, followed by medium density housing. Table 7 indicates the types of public service costs which new development could entail.

b. Employment and New Development

Most types of new development, except housing, would create additional employment opportunities in East Palo Alto, and allow more local residents to work in the community. Extensive office development could generate several thousand new, mostly "white collar" jobs. Industrial development (unless it is largely warehousing) would provide up to 2,000 mainly "blue collar" jobs. Expanded retail commercial development would also create new employment opportunities in the community. How many of the additional jobs in each of these areas would be filled by East Palo Alto residents would depend on the nature of the development as well as the skills which local residents could offer to new employers.

TABLE 6

REVENUES PER ACRE IN 1990 BY REVENUE SOURCE FOR AN INCORPORATED EAST PALO ALTO
(With Two Percent Limitation)*

REVENUE SOURCE	RESIDENTIAL			LIGHT INDUSTRIAL	OFFICE	RETAIL
	Medium Density	Medium High Density	High Density			
Property Tax	3,800	6,700	11,000	3,800	5,800	2,800
Sales Tax**	400	700	1,200	1,900	6,400	6,100
Real Property Transfer Tax	100	200	300	---	---	---
Business License Tax	---	---	---	1,600	4,900	900
Utility User's Tax	300	600	1,300	400	1,300	500
Vehicle Code Fines	100	200	300	---	---	---
State Subventions	700	1,300	1,900	30	90	80
TOTALS***	5,400	9,600	16,000	7,700	18,400	10,400

*Assumes continuation of Proposition 13 limit on assessment increases to 2% per year for unsold real property.

**The sales tax revenue estimates are based on the city collecting a one percent sales tax. It is possible that the County might receive 5% of the total revenue collected by an incorporated East Palo Alto, since the County receives this share in all other County cities. The revenue estimates have not been reduced to account for this 5% share, however, since the exact share (if any) has to be negotiated between the new city and the County. Also, a small portion (.82%) of the total revenue is retained by the State for administrative costs. The revenue estimates do not account for reduction.

***Total may not agree with addition due to rounding.

SOURCE: Recht Hausrath and Associates.

TABLE 7

GENERAL EFFECT OF NEW DEVELOPMENT ON ANNUAL PUBLIC SERVICE COSTS

SERVICES LIKELY TO BE PROVIDED BY INCORPORATED EAST PALO ALTO	
LAW ENFORCEMENT	Possibly no difference among land uses if present staffing can accommodate future growth. If additional staff is required, cost per acre will be higher for residential development. If a separate beat were added, total annual costs could be roughly $220,000.
STREET MAINTENANCE	No service costs since maintenance of new streets would be minimal in 1990.
GENERAL GOVERNMENT	Additional costs may not be required due to new development. Alternatively, if costs rise with population growth, annual costs may be on the order of $280 per acre for medium density residential, $480 per acre for medium high, and $710 for high.
RECREATION AND PARKS	Service costs would probably rise in proportion to the added population. If present expenditures per capita are maintained, residential development would result in annual costs of $400 per acre for medium density, $680 per acre for medium-high, and $1,000 per acre for high.
STREET LIGHTING	Per-acre service costs are likely to be roughly similar among land uses. Annual costs are estimated to be $80 per acre. No additional expenditures would be required for new development in University Avenue corridor.
WATER	Service fees would match service costs for all land uses. No fiscal impact.

TABLE 7 (cont.)

GENERAL EFFECT OF NEW DEVELOPMENT ON ANNUAL PUBLIC SERVICE COSTS

SERVICES NOT LIKELY TO BE PROVIDED BY INCORPORATED EAST PALO ALTO	
FIRE PROTECTION	Probably no difference among land uses, since existing station is likely to accommodate future growth. Additional staff and equipment may be required with maximum development plans, although this is uncertain. If additional expenditures are required, cost per acre will be higher for residential development. Additional expenditures could include capital costs of $130,000 and annual operating costs of $386,000.
SEWAGE COLLECTION	Service fees would make up the difference between property tax revenues and service costs for land uses. No fiscal impact.
SEWAGE TREATMENT	Service fees would match service costs for all land uses. No fiscal impact.
LIBRARY	Negligible effect due to commercial and industrial development. Additional costs are not likely to result from moderate residential growth. The residential community plan could result in added costs of $124,000 per year.
DRAINAGE MAINTENANCE	New development not likely to significantly affect service costs.

Source: Recht Hausrath and Associates.

FOOTNOTE--EMPLOYMENT AND ECONOMIC DEVELOPMENT BACKGROUND

[1]Recht Hausrath and Associates, Economic and Fiscal Impact Analysis of the East Palo Alto Community Plan, April, 1981. (Copies of the Summary Report available from San Mateo County Planning and Development Division.)

II. ISSUES

A. AMOUNT AND PHASING OF NEW ECONOMIC DEVELOPMENT

East Palo Alto's tax base needs to be improved to ensure that the level of community services needed and desired by many residents will continue to be provided.

Taxes generated by assessments on property would be the principal municipal revenue source for East Palo Alto. Under Proposition 13 tax laws, residential, commercial, and industrial properties which do not often change hands produce little revenue, while new development produces more. Much of the existing development in East Palo Alto is relatively old and of low value for tax purposes. In addition, the community has insufficient commercial development to generate significant revenues from the sales tax, another potentially important source of municipal revenue.

Needed additional tax revenues will be produced if new housing, commercial, and industrial development is encouraged to occupy some of the community's vacant or underutilized lands. There is high demand for suitable sites for new housing, commercial and industrial development in the mid-Peninsula area, but East Palo Alto's image as a "problem area" must be improved if high-quality development is to be attracted there in the near future.

There appears to be little question that some new development is desirable, not only to enhance the tax base, but also to provide facilities, services, and local employment opportunities not presently available to residents. The questions are: What types of development? How much? How soon?

From a municipal revenue standpoint, new office development, medium-high density residential development, and retail commer-

cial development will all produce relatively high tax revenues for the community. Also, these types of development do not require large initial investments by the community because many capital improvements such as streets, drainage, schools, etc., have already been installed, and much of the cost of needed additional improvements could be assumed by the developers. It seems appropriate, therefore, that encouraging development of these types could be given highest priority, while active encouragement of large scale industrial development which requires more capital investment and may produce less tax revenue, at least in the short range, could be a lesser priority for community development.

Other reasons for encouraging medium-high density residential, commercial, and office development are: (1) there is a high demand for "close-in" housing sites and East Palo Alto is in a good position to compete for high quality development; (2) funding assistance is available for upgrading the community's commercial core areas, and there is a potential demand for many types of commercial goods and services which must now be obtained outside the community; (3) these types of development are highly visible and can be centrally located in the community, thus providing a needed stimulus to upgrade the community's appearance and enhance its "image" for other types of development; and (4) new housing would produce new consumers for local commercial enterprises, while office development would complement housing and stimulate local business activity.

B. REDUCTION OF UNEMPLOYMENT

East Palo Alto has a long-standing problem of unemployment and underemployment. In addition to creating economic hardship for many households in the community, this situation gives rise to social problems which are difficult and expensive for the community to cope with. Unemployment is a complex problem, with

roots both within and outside the community. It can be alleviated, however, if job skills of local residents are upgraded, if transportation to jobs sites is improved, and if more jobs are made available to local residents within the community.

III. RECOMMENDED POLICIES

ECONOMIC DEVELOPMENT

* 2.1 Economic Development Objectives

Encourage those types of development which will enhance the community's tax base, upgrade its appearance, help attract other types of desirable development, and provide improved housing or employment for local residents.

* 2.2 Priority Land Uses

Give priority to and designate areas, where adequate community services and facilities are available, for high quality office, commercial, light industrial, and housing development.

2.3 Improvement Projects

Encourage the following key projects, now planned or underway, which will improve the community's tax base, enhance the community's appearance, provide needed services for residents, and attract more desirable development:

(1) Reconstruction of the shopping center at University Avenue and Bay Road;

(2) Improvement of other major shopping and commercial areas on the University Avenue corridor;

(3) Housing improvement programs.

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*Indicates policy which is EIR mitigation measure.

EMPLOYMENT

2.4 Training Programs

Support and encourage the expansion of both public and privately sponsored training programs to qualify more residents to compete for desirable jobs in the diverse and expanding mid-Peninsula labor market area.

2.5 Public Transportation to Jobs

Work with SamTrans to ensure that adequate public transportation to major employment centers outside the community is available to local residents who require it.

2.6 Job Growth

Develop criteria for evaluating the potential of proposed developments for supplying job opportunities and training for local residents.

3. Housing

I. BACKGROUND

A. HOUSING SUPPLY

East Palo Alto's housing supply consists of 6,848 units, 3,693 single-family and 3,155 multi-family (apartments and condominiums). Between 1970 and 1980, the housing stock increased by 6.3%, adding approximately 400 new units, mostly in multi-family structures. Single-family housing continues to predominate East of Bayshore, comprising more than 80% of the housing stock. By contrast, the West of Bayshore area is made up predominantly of multi-family units. Table 8 provides a comparison of housing types East and West of Bayshore for 1970 and 1980.

1. Vacancy Rate

According to 1980 preliminary census figures, East Palo Alto's vacancy rate decreased from 6.6% in 1970 to 4.4% in 1980. This vacancy rate is higher than the 1.3% vacancy rate reported for the entire County in September 1980.[1] Some of the reasons for the relatively high vacancy rate are: (1) a higher percentage of apartment units than the County as a whole (apartments generally have higher turnover rates and longer vacant periods than single-family dwellings); and (2) deteriorated conditions in some housing units which requires extensive rehabilitation before these units will be habitable. Demand for housing has been increasing in East Palo Alto and housing condition generally has been improving, suggesting that vacancy rates will continue to decline.

TABLE 8

HOUSING UNITS BY TYPE AND LOCATION
EAST PALO ALTO--1970 AND 1980

Area and Housing Type	1970[1]	(%)	1980[2]	(%)	Percent Change
SINGLE FAMILY					
East of Bayshore	3,583	(55.6)	3,499	(51.1)	- 2.3
West of Bayshore	320[3]	(5.0)	194	(2.8)	-39.4[3]
Subtotal	3,903	(60.6)	3,693	(53.9)	- 5.4
MULTI FAMILY					
East of Bayshore	852	(13.2)	764	(11.2)	-10.3
West of Bayshore	1,688[3]	(26.2)	2,391	(34.9)	41.6[3]
Subtotal	2,540	(39.4)	3,155	(46.1)	24.2
TOTAL HOUSING UNITS	6,443[4]	(100.0)	6,848[5]	(100.0)	6.3

SOURCES: U.S. Census Data; San Mateo County Planning and Development Division.

NOTES:

1. U.S. Bureau of the Census, Census of Population and Housing: 1970, Census Tracts, Final Report PHC(1)-189, San Francisco-Oakland, California, SMSA, Table H-1.

2. Based on preliminary 1980 Census Counts of total housing units by Census Tract. Single Family and Multi Family breakdown estimated by San Mateo County Planning and Development Division.

3. The 1969 Special Census reported 6,485 housing units in East Palo Alto, which approximated the 1970 Census Tract findings of 6,443. However, the breakdown by housing type and location varied substantially for the two data sources. Research conducted by the County Planning staff indicated the 1969 Special Census breakdown was more accurate. Specifically, the 1969

Special Census found substantially fewer (231) single-family housing units and substantially more (2,041) multi-family units West of Bayshore.

4. 1970 Census Tract Data indicated total housing units as 6,443; however, final revised total housing count figures released by the Census Bureau were somewhat higher, 6,546.

5. This figure is based on preliminary 1980 Census Data by Census Tract. At the time the census was taken, San Mateo County Planning staff's estimate of housing units was slightly higher, 6,898, than that released by the Census Bureau, 6,848. Since the 1980 Census, an additional 51 housing units have been made available for occupancy at Mission Palo Alto Condominiums. If the 94 housing units in Light Tree Apartments were rehabilitated, there would be approximately 7,043 housing units in East Palo Alto according to County Planning Division's estimates.

B. HOUSEHOLD CHARACTERISTICS

1. Household Size

In 1970, the average household size in East Palo Alto was 2.94 persons. More recently, according to 1980 preliminary census data, the average household size in East Palo Alto has declined to an estimated 2.75 persons per household. In 1980, household size ranged from 1.59 persons per household in the West of Bayshore Freeway areas, which are composed primarily of multi-family housing units, to 4.16 persons in census tract 6118, which is East of Bayshore and composed of mostly single-family detached dwelling units. This trend of declining household size is similar to that found on the regional and national levels and has occurred, most likely, in response to several changes in lifestyle, particularly: (1) deferment of child bearing, (2) a tendency for young people to establish their own households at a younger age, (3) increased divorce rates, and (4) more "empty nest" households, often found in established single-family neighborhoods where older adults remain after children have matured and left home. Supporting this view are estimates of the changing age structure of the East Palo Alto population (see Chapter 1, Section V.B).

2. Overcrowding

Despite the trend of declining household size, there are a number of households that are overcrowded in East Palo Alto. Using the widely-accepted standard of 1.01 persons per room to indicate overcrowding, 6.5% of East Palo Alto's housing units were overcrowded in 1970, compared with 5.2% for San Mateo County. It is likely that many of the units are crowded because the income of the household is not sufficient to afford adequate space (see Housing Costs Section).

C. AGE AND CONDITION

1. Age

Only a small proportion of the community's housing stock may be considered "new" (see Table 9). The majority of single-family units were constructed in the "tract" building era of the 1950s, and a sizable portion are now in need of maintenance or rehabilitation.

2. Condition

A survey done in the mid 1970s estimated that approximately 200 units were in immediate need of extensive rehabilitation. It was estimated that at least another 200 units would need extensive rehabilitation in the near future.[2]

a. West of Bayshore

Generally, the housing located West of Bayshore is composed of apartment buildings in good condition. Future housing condition in this area should remain good as demand for units in this area remains strong, as indicated by the recent completion of Mission Palo Alto condominiums, between Newell and Clarke, and the ongoing Westpark condominium conversion on Cooley Avenue.

b. East of Bayshore

The majority of housing units in need of rehabilitation are located in the single-family residential areas East of Bayshore. The early 1970s problem of "abandoned" and vandalized houses in various parts of the area is now greatly diminished, and there is visible evidence of upgrading of older housing, spurred by both publicly

TABLE 9

AGE DISTRIBUTION OF HOUSING UNITS, EAST PALO ALTO[1]

Year Built	Location: East of Bayshore	West of Bayshore	Total
Before 1940	372	64	436
(%)	(8.1)	(2.8)	(6.4)
1940-1949	886	166	1,052
(%)	(19.4)	(7.3)	(15.3)
1950-1959	2,350	551	2,901
(%)	(51.4)	(24.2)	(42.4)
1960-1969	827	1,227	2,054
(%)	(18.1)	(53.9)	(30.0)
1970-1979[2]	138	267	405
(%)	(3.0)	(11.8)	(5.9)
TOTAL	4,573	2,275	6,848
(%)	(100.0)	(100.0)	(100.0)

SOURCE: U.S. Census Data.

NOTES:

1. Slight discrepancies in housing units prior to 1969 as a result of some units having been demolished.

2. Based on net units added between 1970 and 1980 as compiled by County Planning Department staff from Building Department records.

subsidized programs and by the current "tight" housing market. Even with these improvements, there is still a great deal of housing rehabilitation needed in this area. Apartment buildings located East of Bayshore are not in as good condition as those located West of Bayshore.

c. County Housing Rehabilitation Program

Efforts to rehabilitate East Palo Alto's housing have been made through the Housing Rehabilitation Program of the Housing and Community Development Division (HCD). Financial assistance is given to low and moderate income residents to rehabilitate their owner-occupied homes. Since 1975, over 166 loans for rehabilitation have been approved, 28 in 1980. Almost all of these loans have been granted for rehabilitation work done East of Bayshore. In the past, the loans have ranged from a few thousand dollars to well over $20,000, with the majority of loans being greater than $10,000. The HCD funds allocated for housing rehabilitation financing for the fiscal year 1979-1980 were $175,000. The community response for these loans has been strong, with funds falling short of the demand.

Housing rehabilitation is most needed East of Bayshore, where present rehabilitation programs are focused. Although the majority of housing units in this area are owner-occupied, 53.4% in 1970, there are still a large number of rental units, 2,066, many of which provide housing for low and moderate income residents. Currently, the Housing Rehabilitation Program has no provision for rehabilitation funds for these investor-owned properties.

D. HOMEOWNERS AND RENTERS

East Palo Alto has maintained a high renter population since the

1960s. The 1970 Census indicated that only 2,530 (39.3%) of the housing units were owner occupied. Geographically, housing units East of Bayshore were primarily owner occupied, and housing units West of Bayshore were almost entirely renter occupied. This is logical because the West of Bayshore area is primarily composed of rental apartment units, whereas other areas are primarily composed of single-family residences (see Table 10).

The ongoing condominium conversion of 222 units (168 ownership units when converted) in Westpark Apartments and the completion of the 51 Mission Palo Alto condominium units, both on West Bayshore Road, are providing additional home ownership opportunities West of Bayshore. At present, a temporary moratorium is in effect on all condominium conversions in San Mateo County's unincorporated areas. Recently, the Planning staff recommended to the Planning Commission a permanent moratorium on all condominium conversions in San Mateo County until such time as the vacancy rate increases.

E. HOUSING COSTS

1. Owner Occupied Housing

In recent years, the cost of purchasing a single-family home in East Palo Alto has increased dramatically. Between 1970 and 1976, home prices increased annually by an average of only approximately 4%, and between 1976 and 1979 home prices escalated annually by an average of about 33%. More recent housing sales data indicates that housing prices are continuing to rise very rapidly. In the six-month period between October 1, 1980 and March 31, 1981, the average selling price of a single-family residence in East Palo Alto was $81,511, with a median price of $70,000[3] (see Table 11).

TABLE 10

OCCUPANCY CHARACTERISTICS BY AREA, 1970

	East of Bayshore	(%)	West of Bayshore	(%)	Total	(%)
Owner-Occupied	2,369	(93.6)	161	(6.4)	2,530	(100.0)
(%)	(53.4)		(8.0)		(39.3)	
Renter-Occupied	2,066	(52.8)	1,847	(47.2)	3,913	(100.0)
(%)	(46.6)		(92.0)		(60.7)	
TOTAL DWELLING UNITS	4,435	(68.8)	2,008	(31.2)	6,443	(100.0)
(%)	(100.0)		(100.0)			

Source: U.S. Census.

TABLE 11

COMPARISON OF HOUSING COSTS WITH MEDIAN INCOME

EAST PALO ALTO--1970-1979

	1970	1976	1979	1980	% Change 1970-1980
Median Home Value	$18,000	$23,000	$46,000	$70,000	288.9
Median Monthly Rent	$ 147	N/A	$ 280	N/A	N/A
Median Household Income (Estimated)	$ 9,401	$13,721	$17,623	$18,990	102.0

SOURCES:

1. 1970 Census.
2. A Survey of Units Available for Sale by Realtors--1976, Environmental Impact Report Newbridge Street/Bay Road, November, 1976, Tables 16 and 20.
3. Real Estate Survey of Units for Sale in East Palo Alto, November, 1979, San Mateo County Planning and Development Division.
4. Completed Real Estate Transactions, October 1, 1980--March 31, 1981, as compiled by San Mateo County Planning and Development Division from Realty Sales Service of San Mateo County, semi-annual edition.
5. Survey of Rental Costs in East Palo Alto, January, 1978--August, 1979, by San Mateo County Planning and Development Division.
6. HUD Guidelines for income increases between 1970 and 1975 (6 to 7% per year).

NOTE: Sources used to compile data for median home value vary from estimates by homeowners of home value (census) to asking prices of units for sale by realtors (1976 and 1979 data) and closing prices of completed sales transactions (1980-81 data). All median households figures are estimates except for the 1970 census figure. These figures provide the closest estimates available at this time for home values and income during the last decade in East Palo Alto.

2. Rental Housing

The increased costs of housing are not unique to home ownership; they are also reflected in the cost of rental housing. This was documented in a survey of rental housing undertaken for the period of January 1978 through August 1979. During this period, rental costs in East Palo Alto were found to have increased by 36.6% to 45.5%, depending on the type of unit (see Table 12).

3. Affordability

Table 11 illustrates the increasing dilemma buyers and renters face in East Palo Alto's housing market. A household can afford to spend 2.5 times its gross income on purchasing a home (a commonly used standard). An annual income of $28,000 is required to qualify a buyer for the median priced home of $70,000 sold in East Palo Alto in the early part of 1981. At present, in East Palo Alto, the estimated median household income is insufficient to afford the median priced home. It appears that the gap between median home value and median household income is widening. Thus, home ownership will be available to fewer East Palo Alto residents in the future. Compounding the rapidly inflating home purchase prices are the high interest rates being charged for mortgages (15 to 15.5% as of April 20, 1981). The costs for the median priced $70,000 unit are about a $14,000 downpayment (20%) and $790 per month for mortgage payments (fixed at 15.5% for 30 years) plus taxes. Additional expenses such as insurance and maintenance make the monthly costs of a $70,000 home over $800 per month. Escalation of home prices and rents is not unique in East Palo Alto, but it is a hardship considering the incomes of many residents.

TABLE 12

AVERAGE MONTHLY RENTAL RATES BY UNIT TYPE

EAST PALO ALTO--1978-1979

	Studio	1-Bedroom	2-Bedroom
January, 1978	$157	$193	$246
August, 1979	$228	$275	$336
% Change	+45.5%	+42.5%	+36.6%

Source: San Mateo County Planning and Development Division.

FOOTNOTES--HOUSING BACKGROUND

[1]Federal Home Loan Bank of San Francisco, San Mateo County Housing Vacancy Survey, Survey Date: September, 1980, Published January, 1980, p. 1.

[2]Sedway/Cooke, East Bayshore Comprehensive Planning Program--701 Plan, August, 1973, page 45.

[3]Data compiled from Realty Sales Service of San Mateo County, California, Semi-Annual Edition, October 1, 1980-March 31, 1981, by Real Estate Data Incorporated.

Sales price information was available for 79 single-family residences. Of these, 17 were for Mission Palo Alto Condominiums which sold for $107,500 to $137,500. By subtracting the sales data for these units, one is able to arrive at a more accurate figure for the resale value of existing single-family housing units. Excluding the sales information on Mission Palo Alto Condominiums, between October 1, 1980 and March 31, 1981, the average sales price of a single-family residence was $70,000 with the median price being approximately $69,000.

II. ISSUES

A. NEED FOR HOUSING REHABILITATION

Many housing units in East Palo Alto are in need of extensive rehabilitation. The majority of these units are occupied by low and moderate income residents, both owners and renters. If the housing market is allowed to take its natural course, East Palo Alto's housing will escalate in value reflecting the regional market. This will create the impetus for property owners to maintain and upgrade their properties. In the meantime, however, some housing units accommodating low and moderate income residents may deteriorate beyond repair. A major issue is how to improve the existing housing stock and minimize the loss of low and moderate income housing units as a result of deterioration.

This could be done by providing subsidized rehabilitation loans to property owners who house low and moderate income residents. In the case of investor owned property, it would be necessary to create mechanisms by which the rehabilitated rental unit would remain available and affordable to low and moderate income residents.

Another option would be by actively enforcing existing codes. Any code enforcement would have to be done "sensitively" as housing rehabilitation is expensive and present occupants, especially the elderly and those with low incomes, may not be able to afford these costs even when subsidies are provided.

Two other housing rehabilitation strategies could be employed: (1) creation of a community based "self help" housing improvement program to set in motion local housing rehabilitation, or (2) promotion of home ownership in the community, especially East of Bayshore, by local residents. However, both approaches require funding sources from within the community, which may be difficult to secure.

B. HOUSING DISPLACEMENT

Home prices and rents have been escalating very rapidly in East Palo Alto. These cost increases have their greatest impact on low and moderate income residents who are paying more than they can afford for their housing and may also be living in overcrowded conditions. As a result, some residents may be forced to leave the community in pursuit of more affordable housing.

1. Protect Existing Affordable Housing Stock

One way in which to provide affordable housing is by protecting the existing affordable housing stock. Housing rehabilitation could be encouraged via housing rehabilitation loans to homeowners and investors of units which house low and moderate income residents (see Issue A: Need for Housing Rehabilitation).

Another mechanism to protect the existing supply of affordable housing is by enacting rent control measures. Unfortunately, rent control may discourage apartment owners to rehabilitate or maintain their properties. Additionally, rent control may discourage the construction of new apartment units, which generally are more affordable than ownership units.

A concern expressed by East Palo Alto residents is that speculation is driving the price of housing beyond the reach of many households and that anti-speculation measures should be taken. Basically, there are two forms of speculation control available: (1) residency requirements and (2) real estate transfer taxes. Residency requirements discourage speculation by requiring purchasers of single-family homes to reside in the purchased home instead of renting it out. This type of anti-speculation measure is difficult to enforce. The second type of speculation control, real estate transfer taxes, discourage speculation in all types of housing by imposing a stiff tax on the difference

between purchase and sale price when housing is resold within a specified period after purchase (usually three to five years). Not only does this tax discourage short-term speculation, it can also provide a community with new revenues. On the negative side, a real estate transfer tax may pose a hardship on some recent home purchasers who must move, but find themselves unable to compete in other housing markets because of the real estate transfer tax. Both anti-speculation measures will discourage investment in the community.

Another means of protecting the existing affordable housing stock is by prohibiting the conversion of rental units to condominiums. Recently, there has been a trend in the County to convert rental units to condominiums. One of the justifications for permitting conversion is the creation of affordable home ownership opportunities through the requirements of the County's condominium conversion ordinance to set aside 20% of the units for purchase by low and moderate income households. Unfortunately, due to high interest rates for mortgages, households which qualify under the condominium conversion as low to moderate income have been unable to meet the downpayment and monthly fees for the sales price of inclusionary units in two of the conversion projects which have occurred in the County, outside East Palo Alto. These two permitted conversions have both involved developers who were unable to spend the time or money necessary to make the inclusionary program for condominiums work. As a result, in those two cases, "affordable" rental units have been converted into "unaffordable" ownership units.

A large portion of East Palo Alto's residents are renters of modest means who would be displaced if this trend toward condominium conversion were allowed to continue. Presently, the vacancy rate for apartments in the County is very low, 2.6% as of September 1980. One way in which to control the conversion of a limited number of rental apartments to condominiums is to

prohibit conversions until the vacancy rate increases. At that time, a condominium conversion ordinance could be developed to regulate conversions so that displacement is minimized.

2. Provide New Affordable Housing Opportunities

The protection of the existing housing stock will not be adequate to prevent displacement. New households continue to be formed within East Palo Alto (see Population Chapter). Existing housing will probably continue to be sold at prices that existing East Palo Alto's residents cannot afford. New housing will be needed to prevent displacement of existing residents. There are a number of ways to provide new affordable housing for low and moderate income residents in East Palo Alto. The first is by utilizing federal and State funding sources. Because it is difficult to predict the amount of federal and State aid that will be available to East Palo Alto in the future, it is difficult to rely on this method alone.

A more certain method may be by providing incentives or requirements on future housing developments in East Palo Alto aimed at encouraging the inclusion of low and moderate income housing within these developments. Such techniques could include density bonuses, planned unit developments, inclusionary ordinances, and changes in the public agency fee and processing structure. Another method may be to allow the construction of second units on large single-family lots as a modification to the existing zoning requirements. This method would require provisions which would insure that the character of the single-family neighborhood was maintained.

Another method is to allow mobilehomes, which are generally less expensive to construct than conventionally built homes, to be placed on lots zoned for single-family residences. Recently, the State Legislature passed Senate Bill (SB) 1960 which requires

cities and counties to allow newer mobilehomes, which are placed on permanent foundations, to locate on any lot zoned for single-family residences. In response to SB 1960, which becomes operative July 1, 1981, the San Mateo County Board of Supervisors has adopted a zoning ordinance amendment to provide width and design controls for both mobilehomes and conventionally constructed single-family dwellings (see Appendix A for a copy of the ordinance). This was done in order to treat mobilehomes and conventional homes similarly, which is mandated by the law and to prevent the most aesthetically incompatible mobilehomes from being placed in residential neighborhoods. Specifically, the zoning ordinance has the effect of allowing mobilehomes which meet all of the following criteria to locate on all lots where single-family residences are permitted by the zoning in East Palo Alto:

1. Must be at least 18 feet wide.

2. Highly reflective siding shall be prohibited as an exterior material.

3. Roofs must be surfaced with a non-reflective material except for the employment of solar energy devices.

4. Siding is required to extend down to the top of the foundation or grade.

SB 1960 allows the designation of specific sites in single-family zones for mobilehome use as an alternative approach to allowing mobilehomes on any lot zoned for a single-family residence. In order to do so, clear and substantial criteria must become known to serve as a basis for the exclusion of mobilehomes from certain areas.

C. DIVERSIFICATION OF HOUSING OPPORTUNITIES

Currently, East Palo Alto is providing more than its "fair share" of low and moderate income housing from a regional point of view. As a result, there is a growing concern in the community that diversification of the housing stock, specifically a greater supply of high quality, market rate housing is needed in order to balance and upgrade the community. The development of market rate housing could accommodate East Palo Alto residents who have advanced in socio-economic status and wish to remain in the community, as well as others wishing to move to East Palo Alto from surrounding areas.

The desired effect of this policy, the upgrading of the community, could result in displacing some East Palo Alto residents because of the increasing property values in the community (higher rental costs, higher home purchase prices, etc.). Displacement of existing residents could be minimized by requiring new market rate housing developments to provide a portion of their units for low and moderate income residents.

III. RECOMMENDED POLICIES

GENERAL POLICIES

3.1 Sufficient Housing Opportunities

Protect, encourage and where feasible provide housing opportunities for persons of low and moderate income who reside or work in East Palo Alto.

3.2 Non-Discrimination

Strive to ensure that decent housing is available to all persons regardless of age, race, sex, marital status or other arbitrary factors.

PROTECTION OF EXISTING OPPORTUNITIES FOR LOW AND MODERATE INCOME HOUSEHOLDS

3.3 Housing Rehabilitation

a. Encourage the County Housing and Community Development Division, to the extent of available resources, to continue to provide rehabilitation loans to low and moderate income homeowners of deteriorated housing. This would give some low and moderate income homeowners the opportunity to rehabilitate their homes.

b. Encourage the County Housing and Community Development Division to expand its housing rehabilitation program to include rehabilitation loans for investor-owned, low and moderate income rental units. As part of this program, ensure that the rehabilitated rental units remain affordable and available to low and moderate income residents.

3.4 Housing Code Enforcement

Encourage the enforcement of existing building codes in the following manner:

a. When violations are documented, allow a reasonable time period for compliance with codes.

b. Consider amending the County Ordinance Code to require that all properties being sold be brought up to Safety Code standards as a condition of sale.

3.5 Condominium Conversion

Place a moratorium on all condominium conversions until the vacancy rate for rental apartments increases to a point where there is a choice of rental housing.

3.6 Existing Single-Family Areas

Protect existing single-family areas from redevelopment by zoning them at existing densities.

ENCOURAGEMENT AND PROVISION OF NEW HOUSING OPPORTUNITIES FOR LOW AND MODERATE INCOME HOUSEHOLDS

3.7 Funding Sources for Low and Moderate Income Housing

Encourage the County Housing and Community Development Division to utilize all available federal and State funding sources to provide low and moderate income housing.

3.8 Inclusionary Ordinance

Amend the County Ordinance Code to enact an inclusionary ordinance which:

a. Defines "low and moderate income person" as a member of a low and moderate income household.

b. Defines "low and moderate income household" as a household with an income, adjusted for household size, which is less than 120% of the median income for all households in the San Francisco-Oakland Standard Metropolitan Statistical Area (SMSA). Break this definition into subcategories and define:

(1) "Very low income" as less than 50% of the median,

(2) "Low income" as 51% to 80% of the median, and

(3) "Moderate income" as 81% to 120% of the median.

c. Defines "affordable housing" as housing with a contract rent or price affordable by low and moderate income households, based on currently accepted standards (rent paid by tenant less than 25% of income or purchase price no more than 2.5 times annual income. Higher purchase prices may be possible if affordability can be demonstrated).

d. Requires projects of five or more units to include at least 20% of the housing units for low and moderate income residents.

e. Grants developers, required to provide such housing, a 33% density bonus over what the zoning ordinance would normally allow on the site.

f. Calculates the number of units allowed, constructed and required to be affordable according to the following:

(1) Determine number of units allowed by existing zoning; round to nearest whole number; multiply by 1.33; round to nearest whole number to obtain total units allowed.

(2) Owner determines number of additional (bonus) units to be constructed less than or equal to that allowed.

(3) Multiply total units to be constructed by .2; round to nearest whole number to obtain total low or moderate income units required.

3.9 Priority Processing

Process any proposed development providing affordable housing ahead of other residential development proposals.

3.10 Second Units on R-1 Lots

Allow, through a use permit, the construction of second units on parcels zoned R-1 that are larger than 7,000 square feet.

3.11 Mobilehomes

Permit mobilehomes, certified under the National Mobilehome Construction and Safety Standards Act of 1974, on permanent foundations, on lots where single-family residences are permitted by the zoning.

DIVERSIFICATION OF HOUSING OPPORTUNITIES

3.12 General

Strive to improve the range of housing choices, by location,

type, price and tenure, available to persons who live or work in East Palo Alto.

3.13 New Market Rate Housing

Develop new market rate housing in East Palo Alto by:

a. Encouraging the infilling of scattered vacant lots at existing development densities.

b. Encouraging the construction of residential developments on large vacant sites; however, provide that at least 20% of the units are set aside for low and moderate income residents (see Policy 3.8d).

4. Community Resources and Facilities

I. BACKGROUND

East Palo Alto's community resources and facilities include schools, churches, the Municipal Center, parks and recreational facilities, and open space areas including San Francisquito Creek, the baylands, and utility company lands and easements. These various resources are among the community's most valuable assets. By serving the educational, recreational, social and cultural needs of the community, and by providing public gathering places, they help to bring the people of East Palo Alto together.

A. PUBLIC AND PRIVATE SCHOOLS

1. Elementary Schools

Ravenswood City Elementary District operates six schools, four of which are located in East Palo Alto and two in Menlo Park. Kavanaugh/Green Oaks Elementary (No. 1, see Figures 4a and 4b) is scheduled to be converted into a middle school (6-8) in 1981-82; Brentwood/Garden Oaks (No. 2) is K-8; Costano Elementary (No. 3) is K-3 and K-5 bilingual; and the Ravenswood Children's Center (No. 4) accepts children 3 to 5 years of age. The District Offices are located on a 4-acre site (No. 5) adjacent to the Ravenswood Recreation Center.

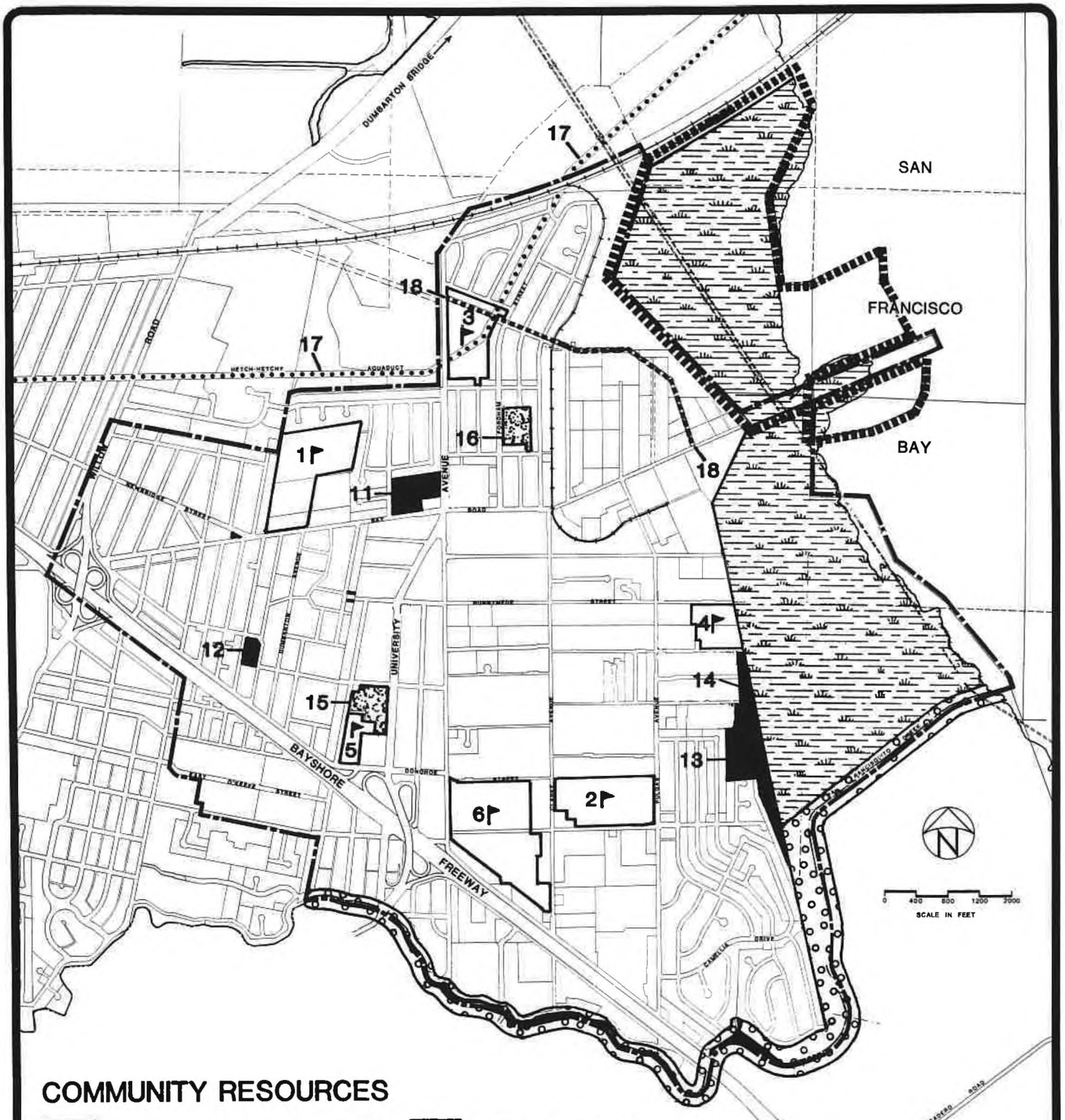
Nairobi College operates a child development center at 1070 Beech Street (No. 7). The Gertrude Wilks Academy operates day schools at 791 Runnymede (No. 8) and 2358 University (No. 9). The Roman Catholic Welfare Corporation of San Francisco operates a parochial school next to St. Francis of Assisi Church at 1425 Bay Road (No. 10).

2. Ravenswood High School

Ravenswood High School (No. 6) was closed in 1976 and high school students are now bused to one of the five remaining schools in the Sequoia Union High School District. The high school site, which has been listed as surplus property by the District, consists of approximately 28.5 acres of land. The 10.8-acre portion of the site north of O'Connor Street is mostly occupied by the school buildings, courtyards and parking lots. The larger portion of the site south of O'Connor Street is mostly athletic fields and open space. The school buildings have been used by a variety of organizations since the school was closed.

The Naylor Bill (AB 859), which took effect January 1, 1981, requires the School District to give written notification to the park or recreation district, the regional park authority and the County prior to selling the Ravenswood High School site. The School District is required to offer for sale or lease that portion of the site containing school playgrounds, playing fields or open space to the above public agencies at a price which is calculated from a formula based on the "historical price" of the land, i.e., the School District's cost of acquisition, plus the cost of improvements, plus an inflation factor. However, the price cannot be less than 25% of the fair market value of the land. Following written notification from the School District of its offer to sell or lease, the public agency has 60 days to notify the District, in writing, of its intention to purchase or lease the school site.

The Naylor Bill also allows the School District to retain any part of the school site containing structures and buildings, together with the adjacent lands necessary to avoid unreasonably reducing the market value of the land, for sale at its fair market value, provided the District offers for sale or lease an



COMMUNITY RESOURCES

- PUBLIC SCHOOL PROPERTY
- PARKS AND RECREATION
- MUNICIPAL CENTER AND UTILITY COMPANY LAND
- BAYFRONT LANDS
- STREAM CORRIDOR
- MIDPENINSULA REGIONAL OPEN SPACE DISTRICT LANDS

FIG. 4a

EAST PALO ALTO COMMUNITY PLANNING PROGRAM

PLANNING AND DEVELOPMENT DIVISION · DEPARTMENT OF ENVIRONMENTAL MANAGEMENT · COUNTY OF SAN MATEO · CALIFORNIA

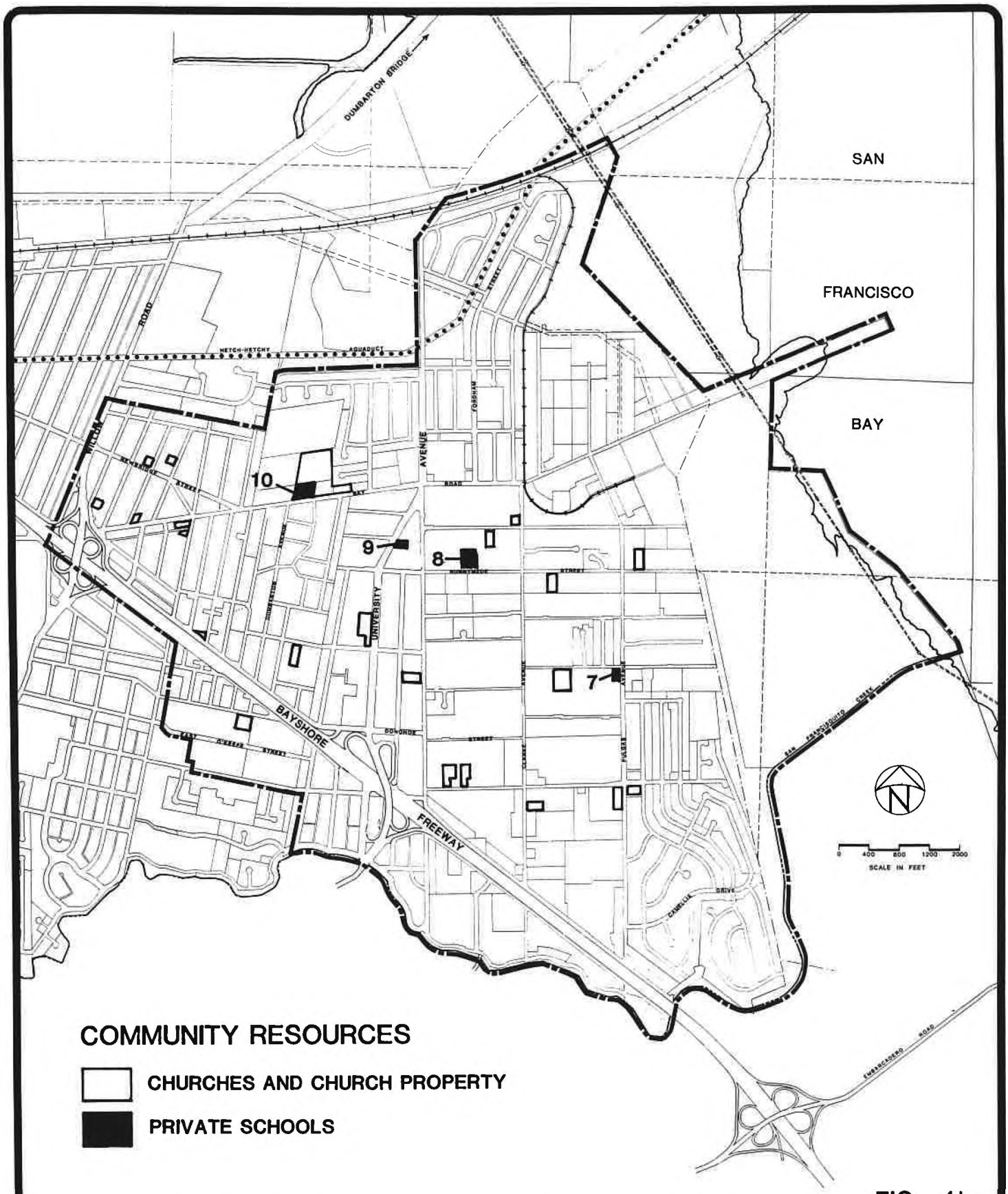


FIG. 4b

EAST PALO ALTO COMMUNITY PLANNING PROGRAM

PLANNING AND DEVELOPMENT DIVISION · DEPARTMENT OF ENVIRONMENTAL MANAGEMENT · COUNTY OF SAN MATEO · CALIFORNIA

equivalent portion of the site for recreational and open space purposes. The Bill also allows the School District to enter into other forms of agreement with the specified agencies concerning disposition of the property, such as lease with option to purchase, permanent open space easement, and agreements to rezone any portion of the property retained by the School District.

B. CHURCHES

East Palo Alto currently contains 21 recognized churches, about eight churches per square mile (see Figure 4b). Church properties range in area from approximately 7,500 square feet to almost 30 acres.

The San Mateo County Planning Commission has adopted policies[1] which allow the erection of churches and the conduction of religious services as permitted uses in A-1 (Agricultural) Districts, C-2 (General Commercial) Districts, and C-1 (Neighborhood Business) Districts, except in those areas where the C-1 District is not more than two blocks long and is surrounded by R districts or by R districts and a County boundary. These policies also allow churches in R-1 (One-Family Residential) Districts, R-2 (Two-Family Residential Districts), and R-3 (Multiple-Family Residential Districts) after approval of a use permit. Among other regulations, the Planning Commission policies require minimum 20-foot building setbacks and 20,000 square feet parcel sizes to allow for adequate parking and landscaping. Regardless of these regulations, the East Palo Alto Municipal Council, however, has imposed an unofficial moratorium on the establishment of new churches.

C. MUNICIPAL CENTER

San Mateo County owns about 5.4 acres of land on the north side

of Bay Road, between Gloria Way and University Avenue (No. 11). Two acres adjacent to University Avenue are occupied by the Municipal Building, which houses the Municipal Council offices and meeting rooms, staff offices, sheriff's substation and library.

The remaining 3.4 acres of the site immediately west of the Municipal Center is vacant, and a mixed commercial/residential development has been proposed for this site by the County Department of Housing and Community Development (HCD).

D. PARKS AND RECREATIONAL FACILITIES

The Ravenswood Recreation and Park District owns and operates the two major public recreational facilities in East Palo Alto. Ravenswood Park is located on a 5.5-acre site at 550 Bell Street (No. 15) and includes the District's headquarters, picnic and playground facilities, a multi-purpose building, meeting rooms and kitchen facilities. Jack Farrell Park is located on the 3.8-acre site of a former reservoir (No. 16). The park includes a baseball field, picnic facilities and playground. The District also maintains median strips and street trees on University Avenue and Bay Road.

For the purposes of the East Palo Alto Community Plan, a Neighborhood Park is defined as an open space and recreational area, including facilities such as playlots for pre-school children, apparatus areas for older children, wading pool, shelter house with toilet facilities, shaded passive areas for older people, open lawn areas, small gardens and picnic areas, designed to serve a neighborhood within a half mile radius of the site.

A neighborhood park site should contain at least 5 acres, and the ideal site would be about 10 acres in area. A linear park may be provided in special circumstances, such as within a

utility company right-of-way, to serve basically the same function as a neighborhood park. A linear park could also provide a link between schools, parks and other open space or recreational resources. A community park is defined as an open space and recreational area including facilities such as game courts for tennis, volleyball, handball, basketball, horse shoes, shuffleboard and other games; playfields for sports such as baseball, softball, football, and soccer; a children's playground, outdoor swimming pool, shelter building with toilet facilities, picnic areas and open lawn areas, designed to serve the community within a 2-mile radius of the site. The community park site should contain at least 20 acres, and the ideal site would be at least 40 acres in area.

Accepted standards for urban parks and recreational facilities suggest 2 acres of neighborhood parks and 3.5 acres of community parks be provided per 1,000 population. These standards suggest a need for approximately 100 acres of neighborhood and community parks for a community the size of East Palo Alto. The existing public recreation areas in East Palo Alto encompass a total of about 12 acres (see Figure 14), leaving a deficit of 87 acres.

District and Regional Parks are beyond the scope of this Community Plan and, therefore, the need for these larger facilities has not been analyzed. The reader is referred to the "Parks and Recreation Element" of the San Mateo County General Plan for a comprehensive discussion of Countywide parks and recreational facilities.

E. OPEN SPACE LANDS

1. Baylands

The baylands are made up of the former salt evaporators, the Cooley Landing peninsula, the undeveloped Faber and Laumeister

Tracts and approximately 15 acres of the 29-acre parcel of land located north of the PG&E right-of-way in the Ravenswood Industrial Park. A tentative map to subdivide this parcel for industrial purposes has been filed (SMJ 81-3) which shows the northerly and easterly portions of the parcel which are subject to tidal action as open space. The Midpeninsula Regional Open Space District recently acquired a 150-acre salt pond, 4 acres at the easterly end of Bay Road, and 40 acres of mostly submerged land north and south of the Peninsula. A 6-acre strip of land, which extends down the center of the Cooley Landing peninsula out to the Mayfield Slough channel, is owned by the manager of the Palo Alto Yacht Harbor who operates a boat repair facility on the property. The Faber and Laumeister Tracts are owned by the City of Palo Alto and are designated as "publicly-owned conservation land" on Palo Alto's General Plan.

The baylands constitute the largest open space resource in the vicinity of East Palo Alto and have considerable value as a nature preserve. Access improvements, such as the Bay Road widening project, public parking areas, and hiking or bicycle trails along the levees, could increase the value of the resource to the community. The City of Palo Alto is currently investigating the feasibility of building a bicycle trail and bridge over the San Francisquito Creek.

A draft final report investigating the feasibility of a marina near Cooley Landing has been completed.[2] The study proposes a marina development project which would include a 300-berth marina, launching facilities, a restaurant and other commercial facilities, administration facilities, public restrooms, a public fishing platform, shoreline park and a system of pedestrian pathways. Spoils from the initial dredging are proposed to be deposited on 12 acres of the former Leslie Salt pond and subsequent maintenance dredging could add an additional 40 acres. This 52 acres could be reclaimed for use as parkland.

2. San Francisquito Creek

San Francisquito Creek forms the southern boundary of East Palo Alto and separates it from the City of Palo Alto. West of Bayshore, the Creek is channeled for flood control purposes and its greatest open space value is visual attractiveness and adjacent vetegation. East of Bayshore the channel is less fully improved, but the Creek is bordered by levees which are used for informal recreation by neighborhood children. On the Santa Clara County side, the Creek is bordered by the Baylands Athletic Center, the Palo Alto Municipal Golf Course and Palo Alto Airport.

3. Utility Company Lands and Easements

The Palo Alto Park Mutual Water Association owns a 1.6-acre property southwesterly of the intersection of Garden Street and Oakwood Drive (No. 12). The site contains mature, visually attractive landscaping. It is inaccessible to the public in order to protect the water company's facilities, but it does provide open space within the largely developed Palo Alto Park neighborhood.

The East Palo Alto Sanitary District owns 5.5 acres of land situated northerly of Daisy Lane (No. 13), which is currently used as a ballfield, and Pacific Gas and Electric Company owns about 3 acres of land north of the Sanitary District property. These two utility company properties, and adjacent County-owned land, form a continuous open space which links San Francisquito Creek, the baylands, and the Ravenswood Children's Center. They also provide potential access to the baylands at the ends of Garden, Cypress and Beech Streets, and at the end of Daisy Lane, where there is an existing parking area for the ballfield.

Other open spaces within East Palo Alto include the Hetch-Hetchy aquaduct right-of-way (No. 17) which passes through the University

Village Subdivision and Costano School, and a Pacific Gas and Electric Company right-of-way (No. 18) which intersects the Hetch-Hetchy right-of-way at the northeast corner of Costano School and terminates at the PG&E substantion on the south side of Bay Road. These rights-of-way have potential value as linear parks, as proposed in Redwood City's Master Plan for the Hetch-Hetchy right-of-way, or as components in a trail system to connect schools with parks and other open space areas. A portion of the Hetch-Hetchy right-of-way near Rutgers Street is presently being used as a Community Garden.

FOOTNOTES--COMMUNITY RESOURCES AND FACILITIES BACKGROUND

[1]Policy Statement Concerning Issuance of Use Permits for Churches, San Mateo County Planning Commission, Adopted July 11, 1962, amended subsequently.

[2]Jordan/Avent Associates, Cooley Landing Marina Feasibility Study, May 5, 1981.

II. ISSUES

A. FUTURE USE OF PUBLIC SCHOOL SITES

1. Elementary Schools

The increases in population which could occur in East Palo Alto could increase total school enrollments by more than 1,000 students in future years. The majority of these new students would be in grades K through 8, therefore, most of the burden to accommodate the additional students would fall on the four Ravenswood City Elementary School District facilities in East Palo Alto. The School District can probably accommodate the increases in the number of students based upon the projected enrollments; however, it is likely that all five school properties would have to be retained for this purpose.

2. Ravenswood High School

The Sequoia Union High School District is considering the closure of one or two of the District's five remaining high schools before the end of the decade in order to alleviate its pressing financial problems.[1] It is unlikely that Ravenswood High School will be needed by the School District in the foreseeable future and the Sequoia High School District is anxious to sell the Ravenswood High School site in order to avoid the costs of maintaining the property. At the same time, a large segment of East Palo Alto's citizenry considers the high school property to be a community resource. However, as yet no public agency has indicated that it would be willing and able to purchase the site.

There are a variety of alternative land use designations and combinations of designations which may be appropriate for the high school, including General Open Space, Public Recreation,

Institutional and Residential. The value the community places on the high school and the value of the high school buildings, taking into consideration the cost of maintaining the buildings, suggests a portion of the site should be retained for community-oriented institutional uses. Designating the portion of the site which contains mostly buildings as Institutional would leave the remainder of the site available for some other use. The land use which is most compatible with surrounding land uses is residential. Medium-high density planned unit residential development has other advantages. This alternative would allow for increased housing densities while requiring clustered units and the preservation of substantial open space areas.

The Naylor Bill introduces another factor into the issue of land use for the high school site. The Naylor Bill makes it possible for specified public agencies, such as Ravenswood Recreation and Park District, to acquire or lease a portion of the site at less than market value and keep it available for recreational or open space purposes. However, the portion of the site which must be offered and the terms of the purchase or lease agreement must be worked out in negotiations between the Governing Board of the Sequoia Union High School District and the acquiring agency following the formal notification procedure. Part of the site could be acquired and developed for open space uses at the below market price set by the Naylor Bill even if that part of the site is designated residential on the Land Use Plan.

B. REGULATION OF CHURCH RELATED LAND USES

East Palo Alto appears to have more churches than are necessary to meet the needs of the population. The proliferation of churches in previous years has led to occasional conflicts with adjacent land uses. Some of these conflicts have occurred in residential areas when churches have been established on small sites (less than 20,000 square feet) creating noise and parking

problems. Conflicts have also arisen in commercial areas where buildings lacking adequate off-street parking facilities have been converted without County approval into "store front" churches.

The Planning Commission has adopted a uniform set of policies which regulate the location and development of all churches whether or not a use permit is required. When existing buildings have been converted to churches, however, many times they have been able to bypass County review and policy enforcement, because they were not required to secure a use permit or building permit.

Alternative ways to resolve these problems are: (1) amend the policies to reduce the number of zoning districts in which churches can be permitted, (2) amend the policies to make development standards more effective in resolving land use conflicts, and/or (3) require use permits for erecting churches and conducting religious services in districts where they now are allowed.

C. NEED FOR ADDITIONAL PARKS AND RECREATIONAL FACILITIES

The Ravenswood Recreation and Park District owns 9.3 acres of parkland, and the ballfield on the East Palo Alto Sanitary District property brings the total public recreation area in East Palo Alto to about 12 acres. Approximately 87 acres of additional parkland are needed to meet accepted standards for neighborhood and community parks. Because of this shortage, particularly the lack of a community park, existing facilities are in danger of being overused, which could destroy the value of the facilities for their respective neighborhoods. The adverse effects resulting from overuse are evident in both existing parks, however, the problems are most acute in Jack Farrell Park because of poor design, particularly the off-street

parking arrangement on Fordham Street which encourages use of the park by persons from beyond the radius of the immediate neighborhood. Ravenswood Recreation and Park District is hard pressed to come up with the funds required to maintain the existing facilities. Acquisition and development of additional facilities is beyond the means of the District at present. Increases in population may compound the problems in the future if additional facilities are not provided.

D. TECHNIQUES FOR PROVIDING PARK AND RECREATIONAL FACILITIES

There are several sites described in the Background information which are located throughout East Palo Alto and may be suitable for development as neighborhood parks and playgrounds. Parklands may be acquired through direct purchase by the Ravenswood Recreation and Park District, by dedication from other public agencies or private owners or through the instrument of a park dedication ordinance. The parkland dedication ordinance would provide needed land for parks without depleting maintenance funds for existing facilities. However, funding must be appropriated for maintenance and improvements. The recreation and parks district may also lease land from private owners or other public agencies. Parkland dedication or development may be required as a condition of permit approval by other agencies having permit authority, such as the Bay Conservation and Development Commission. Private open space or recreational facilities can be required as a condition of a planned unit development approval.

E. POTENTIAL USE OF THE BAYLANDS

At present, East Palo Alto's baylands offer limited recreational opportunities due to poor access and lack of improvements. The need for some recreational development within these vast open space areas is evident in light of the shortage of parks and recreational facilities throughout the community.

It is crucial to balance the need for recreational development with the preservation of wildlife habitats and plant communities in the area. Nevertheless, with proper concern for the fragility and uniqueness of the marshlands, these areas could serve a variety of open space and passive recreational needs, such as hiking or bicycle trails and nature interpretative centers.

It is also important to plan for efficient and convenient access to these resources and restrict access which may be disruptive to residential neighborhoods or inappropriate for the area it is intended to serve.

FOOTNOTE--COMMUNITY RESOURCES AND FACILITIES ISSUES

[1]Sequoia Union High School District, Long-Range Planning Committee Report, February, 1981.

III. RECOMMENDED POLICIES

SCHOOLS

4.1 Ravenswood City Elementary School District Properties

Maintain the five Ravenswood City Elementary School District properties as school sites, and designate the sites as Institutional on the land use map.

4.2 Ravenswood High School

a. Maintain the existing High School buildings for future institutional uses and designate this area as Institutional on the land use map.

b. Encourage the Ravenswood Recreation and Park District to investigate their options under the provisions of the Naylor Bill and, if possible, to lease or acquire a portion of the High School site's open space for park purposes.

c. Permit the conversion of the remaining portion of the site to housing and designate as Medium-High Density Residential on the land use plan.

CHURCHES

4.3 Conditional Use Permits for Churches in all Zoning Districts

Revise the zoning ordinance to require approval of a use permit to erect a church or conduct religious services in A-1, C-1 or C-2 zoning districts.

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*Indicates policy which is EIR mitigation measure.

GOVERNMENT FACILITIES

4.4 Municipal Center

Retain the existing Municipal Center site for the provision of continued and future governmental services and designate as Institutional on the land use map.

PARKS AND RECREATION FACILITIES

4.5 Definition of Neighborhood Parks

Define Neighborhood Park as open space and recreational areas, including facilities such as playlots for pre-school children, apparatus areas for older children, wading pool, shelter house with toilet facilities, shaded passive areas for older people, open lawn areas, small gardens and picnic areas, designed to serve a neighborhood within a half mile radius of the site.

4.6 Definition of Community Park

Define Community Park as open space and recreational areas, including facilities such as game courts for tennis, volleyball, handball, basketball, horse shoes, shuffleboard and other games; playfields for sports such as baseball, softball, football, and soccer; a children's playground, outdoor swimming pool, shelter building with toilet facilities, picnic areas and open lawn areas, designed to serve the community within a 2-mile radius of the site.

* 4.7 Standard for Parks and Recreational Facilities

Encourage the Ravenswood Recreation and Park District or other groups to increase Neighborhood and Community Parks

in East Palo Alto by approximately 80 acres in order to meet the standard of 5 acres of parks and recreational facilities per 1,000 population.

ROLE OF RAVENSWOOD RECREATION AND PARK DISTRICT

4.8 Provision of Neighborhood and Community Parks

Designate the Ravenswood Recreation and Park District as the primary agency for the acquisition, development and maintenance of public parks and recreational facilities in East Palo Alto.

* 4.9 Comprehensive Plan for Parks

Encourage the Ravenswood Recreation and Park District to develop a long-range comprehensive plan which includes a property acquisition and improvement program and a program to repair and renovate existing facilities prioritized by need and potential funding.

* 4.10 Repairs to Ravenswood Park

Give highest funding priority to the repairs necessary to reopen the gymnasium and swimming pool in Ravenswood Park.

* 4.11 Redesign of Jack Farrell Park

Plan for the redesign of Jack Farrell Park to eliminate the off-street parking area and reorient the Park away from community-wide use and toward neighborhood park uses.

* 4.12 Potential Neighborhood Park Sites

a. Recommend that the Ravenswood Recreation and Park

District investigate lease agreements or other techniques to permit the development and use of the following sites as neighborhood parks:

(1) The Palo Alto Mutual Water Association property located southwesterly of Garden Street and Oakwood Drive.

(2) The East Palo Alto Sanitary District property and adjacent PG&E property located northerly of Daisy Lane.

(3) The Arthur J. Davis property and adjacent County owned property located at the easterly terminus of Verbena Drive.

b. Designate the above sites as General Open Space on the land use plan in order to protect their visual openness.

ROLE OF SAN MATEO COUNTY

* 4.13 Techniques for Providing Additional Parks and Recreational Facilities

Apply the following techniques for providing additional parks and recreational facilities:

a. Develop a Park Dedication Ordinance in East Palo Alto including payment of in lieu fees.

b. As a condition of PUD approval, require that 25% of the development be left in private open space.

FUTURE USE OF THE BAYLANDS

4.14 Definition of Baylands

Define the baylands as those portions of the East Palo Alto planning area which are subject to tidal action including, but not limited to, the former salt evaporation pond north of Cooley Landing, the northerly and easterly portions of Ravenswood Industrial Park, Cooley Landing, the Faber and Laumeister Tracts and the lands along San Francisquito Creek.

* 4.15 Designation of Baylands

Designate the baylands General Open Space as shown on the Proposed Land Use Map, and encourage the use of portions of the area for passive recreational activities.

* 4.16 Potential Baylands Development

a. Prohibit development in the baylands, except that which is determined by the Bay Area Conservation and Development Commission (BCDC) to be water dependent or a substantial public benefit.

b. Require environmental review for all projects proposed on or adjacent to the baylands and San Francisquito Creek.

c. Require habitat protection plans for projects within or adjacent to the baylands.

d. Require an environmental impact report (EIR) for the marina development proposed at Cooley Landing.

e. Encourage the developer of a marina in the vicinity of Cooley Landing to provide a public shoreline park, fishing platforms and public access to San Francisco Bay in conjunction with the project.

f. Encourage the developer of a marina at Cooley Landing to incorporate references of the area's history in the design of the project.

4.17 Automobile Access to the Baylands

Limit automobile access to the baylands to the following locations: Bay Road in the north baylands, and Daisy Lane and the ballfield parking area in the south baylands.

* 4.18 Role of Midpeninsula Regional Open Space District

a. Encourage the Midpeninsula Regional Open Space District to adopt an area plan for their lands along East Palo Alto's bayfront.

b. Encourage the Midpeninsula Regional Open Space District to restore the former salt pond north of Cooley Landing to a marsh habitat.

RECREATIONAL TRAIL SYSTEM

* 4.19 Provision of Hiking and Bicycle Trails

Encourage the provision of hiking and bicycle trails by the following agencies in the following locations:

a. Departments of Public Works and Parks and Recreation--Bicycle route along Woodland Avenue as recommended in Transportation Policy 5.12; investigate techniques

to provide a hiking and bicycle trail linking the Woodland Avenue bicycle route to the trail system east of the Bayshore Freeway.

b. City of Palo Alto--Hiking and Bicycle Path along the tops of the levees adjacent to San Francisquito Creek and the westerly edge of the Faber and Laumeister Tracts, from San Francisquito Creek to Bay Road, as shown on Figure 9 and recommended in Transportation Policy 5.13.

c. Midpeninsula Regional Open Space District--Hiking Trail from Bay Road to the Southern Pacific Railroad causeway, as recommended in the Public Access Supplement to the San Francisco Bay Plan.

d. Pacific Gas and Electric Company--Hiking Trail from Costano School to the Rancho de las Pulgas line along the PG&E right-of-way.

5. Transportation

I. BACKGROUND

An efficient and coordinated transportation system within a community has the following characteristics: good transit service, adequate streets and roads, pedestrian and bicycle paths. It allows travel to and from work, school, shopping or recreation quickly and safely. In East Palo Alto, a transportation system is needed which meets these criteria and which supports the development of local business and industry, not merely taking residents to activities outside the community.

A. PUBLIC TRANSIT

1. Demand for Service

East Palo Alto has many groups which are dependent on public transit for their travel needs, including low and moderate income residents, families, children and seniors. Additionally, the costs of private transportation have risen rapidly in recent years, making public transportation more important. The growing demand for public transit in East Palo Alto can be seen in the large increase in daily ridership between October 1976, and February 1980, for the three bus routes servicing East Palo Alto (see Table 13). Currently, East Palo Alto's public transit service seems adequate in terms of geographic coverage and frequency to meet most of the community's needs.

2. Current Services

At present, three San Mateo County Transit District (SamTrans) bus routes provide service to East Palo Alto (see Figure 5). Existing bus routes serving East Palo Alto pass major commer-

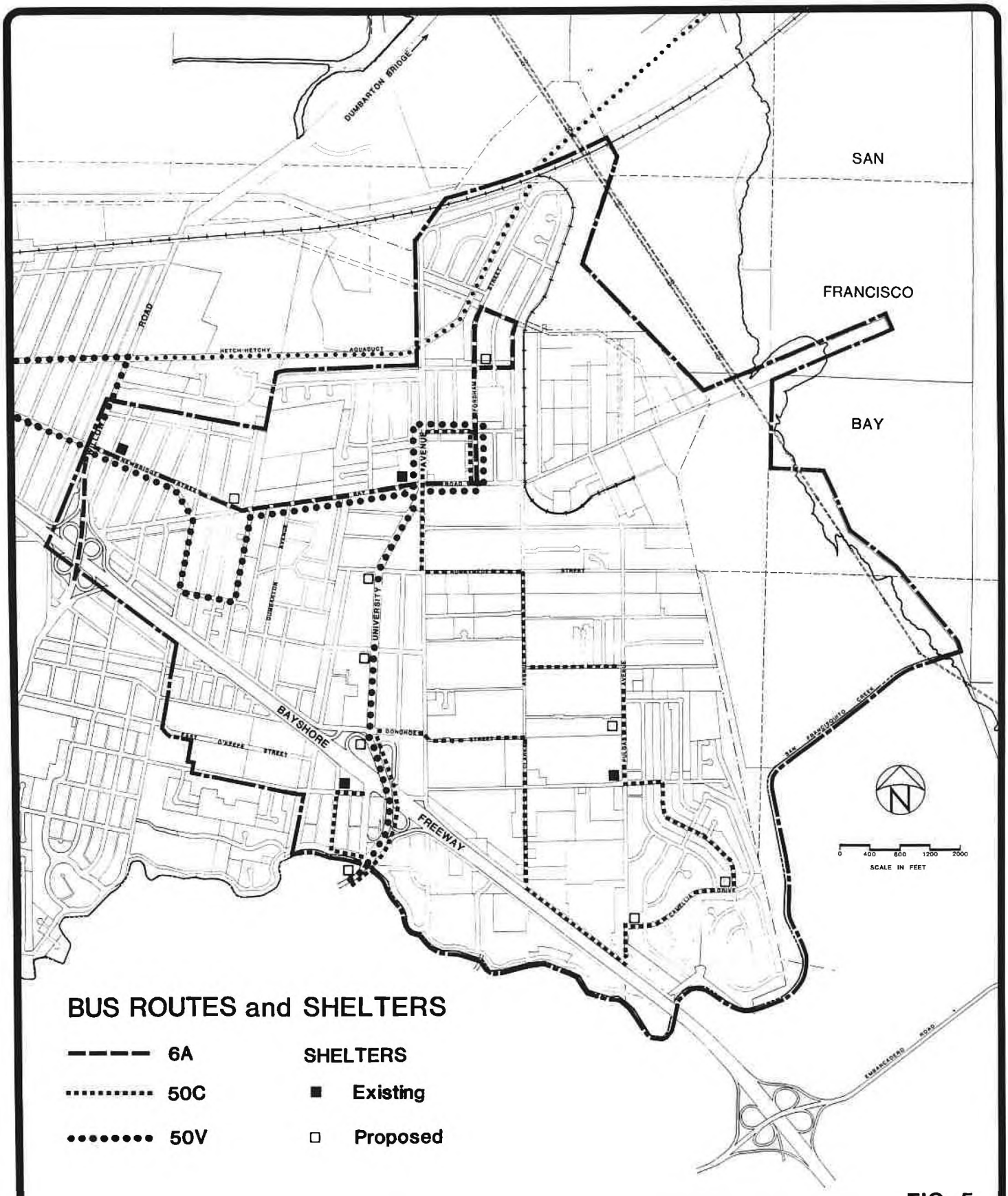
TABLE 13

SAMTRANS AVERAGE WEEKDAY RIDERSHIP,

EAST PALO ALTO--1976-1980

	SamTrans Route		
Year	6A	50C	50V
1976 (Oct.-Dec.)	1,415	659	570
1977	1,762	810	732
1978	2,039	1,001	927
1979	2,265	1,098	1,045
1980 (Jan.-Feb.)	2,343	1,109	1,055
% Increase in Daily Ridership (10/76-2/80)	65.6%	68.3%	85.1%

Source: San Mateo County Transit District.



BUS ROUTES and SHELTERS

6A

50C

50V

SHELTERS

■ Existing

□ Proposed

FIG. 5

EAST PALO ALTO COMMUNITY PLANNING PROGRAM

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cial areas within the community as well as outside the community. Within East Palo Alto, access is available to the shopping center site at Bay and University, the municipal building and library, the University Avenue commercial areas, the Drew Medical Center, and the shopping area at Willow Road. Presently, there is no public transportation available to the Bay Road Industrial Area. Transit connections are available to the SamTrans "mainline" service, which links San Mateo, San Francisco and Santa Clara Counties, along El Camino Real, and to the Southern Pacific Railroad.

In addition to the three bus routes, SamTrans also provides its Redi-Wheels service for mobility-impaired persons unable to use regular bus service. This service is available door-to-door on an on-call basis five days a week during daytime hours. East Palo Alto is a part of the South Service Area, encompassing San Carlos, Redwood City, Menlo Park, Atherton, and the Stanford Medical Complex in Palo Alto. Users of this service in East Palo Alto must limit their travels to the South Service Area or transfer at specific pick-up points to other service areas.

3. Bus Shelters

The East Palo Alto Municipal Council has established the following criteria for selection of bus shelter sites: 1) sites should serve both SamTrans riders and children waiting for school buses, 2) sites should serve the pick-up locations rather than drop-off locations, and 3) sites should serve as many riders as possible. Using these criteria, a priority list of 13 bus shelter locations was developed. To date SamTrans has installed four shelters in the community (see Figure 5).

B. AUTOMOBILE TRANSPORTATION

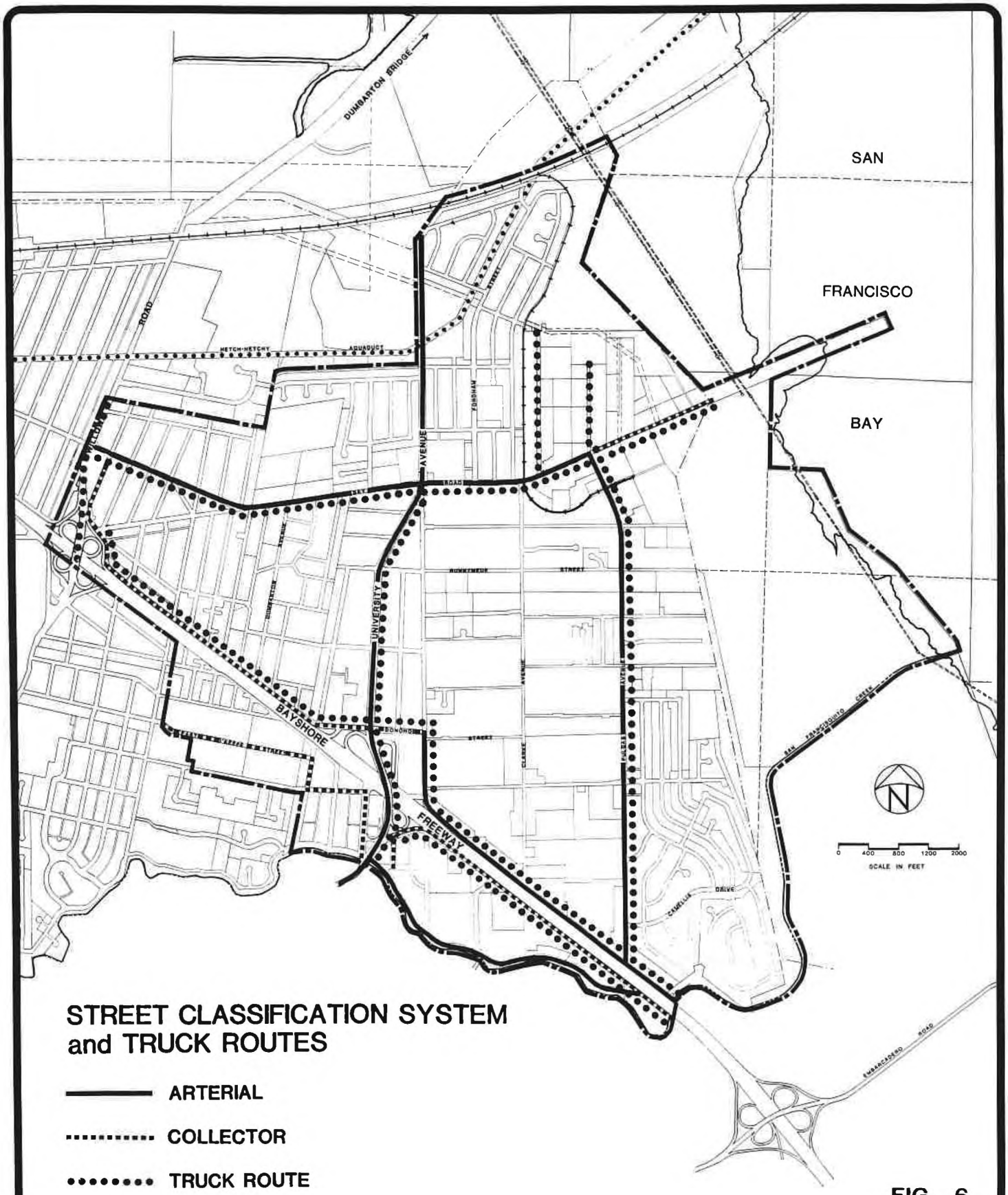
1. Street Classification

East Palo Alto is essentially a suburban community designed for the automobile as the primary means of transportation. Local streets, serving homes and apartments, feed into collectors and arterials, which, in turn, provide quick access to the three interchanges with the Bayshore Freeway. No part of East Palo Alto is more than 2 miles from an interchange. Using this network of streets and freeway, residents can travel efficiently to work, shopping, or recreation. Figure 6 shows the existing street classification system in East Palo Alto and designated truck routes. Local streets are those providing direct access to adjoining properties and usually discourage through traffic. Collectors carry traffic from local streets to arterials or freeways. Arterials provide through traffic between major points and interchanges.

2. Substandard Streets

Although East Palo Alto has an efficient street network, not all local streets meet present County standards. Figure 7 shows streets which lack curbs, sidewalks, paved shoulders, and/or storm drainage facilities. The majority of these substandard streets occur in the Palo Alto Park area. Most streets in this area do not have paved shoulders, curbs, and sidewalks. Drainage problems occur here, and some trees are within street rights-of-way.

Most of the major streets in the large lot area east of University Avenue have been improved by the County Public Works Department. These streets have been widened, with curbs and sidewalks installed to conform to County standards. Further development in the large lot area will require the installation



STREET CLASSIFICATION SYSTEM and TRUCK ROUTES

ARTERIAL

COLLECTOR

TRUCK ROUTE

FIG. 6

EAST PALO ALTO COMMUNITY PLANNING PROGRAM

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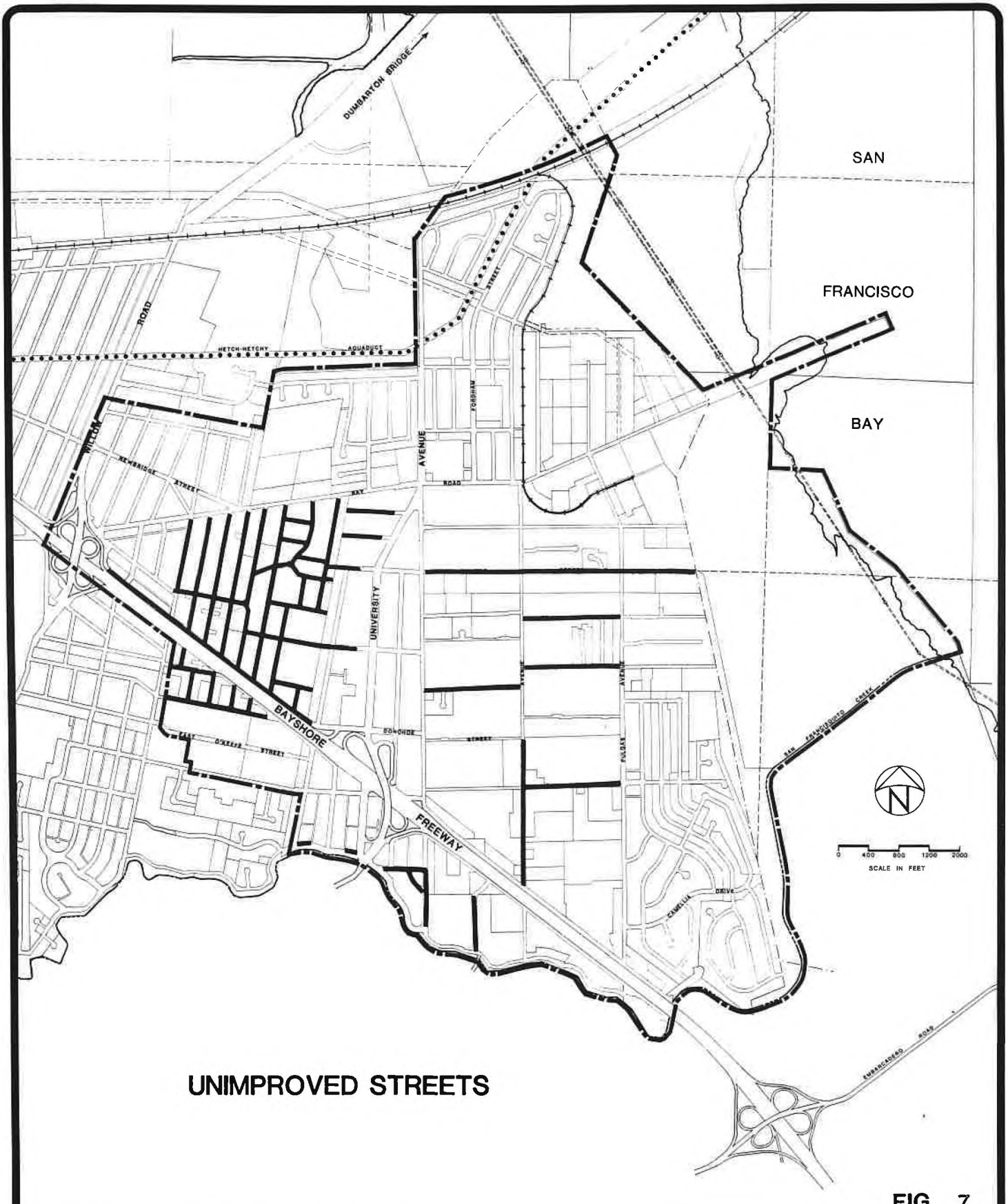

FIG. 7

EAST PALO ALTO COMMUNITY PLANNING PROGRAM

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of access streets. In the past, cul-de-sacs have been constructed, varying in length, width, and extent of improvement.

3. Newbridge Street/Bay Road Improvements

The County Public Works Department has undertaken the widening and improvement of Newbridge Street-Bay Road from Willow Road to Cooley Landing. Plans call for a 93-foot right-of-way providing four traffic lanes, a median with left-turn lanes, a bike lane, parking lane, and sidewalk for the entire 1.9 mile distance. To date, the portion of Bay Road from University Avenue to Pulgas Avenue has been completed. The second phase, for which funding has been allocated, extends from Pulgas Avenue to Cooley Landing. Some right-of-way has been acquired, and design drawings are complete for this phase. Design drawings for phases 3 and 4, between Willow Road and University Avenue have not yet been prepared, nor have construction funds been allocated.

4. Traffic Flows and Congestion

Figure 8 shows traffic volumes on major streets in East Palo Alto, along with areas of peak hour congestion. Generally, the existing street network is able to handle present traffic volumes at an adequate level of service. Congestion occurs during peak hours at the University Avenue interchange and along Willow Road on the approach to the Dumbarton Bridge. West of Bayshore along University Avenue, problems arise because University Avenue serves as a local commercial street with diagonal parking, as well as an approach to and from Palo Alto for southbound traffic entering or leaving the Bayshore Freeway. This short portion of University Avenue carries the heaviest traffic load in the community (except the freeway) and is the scene of numerous accidents.

5. Access to the Industrial Park

At the present time, access to the Ravenswood Industrial Park is via Bay Road. This area is relatively remote from major roads, and its lack of visibility has contributed to the slow development of the industrial park. A new approach road to the Dumbarton Bridge has been proposed, called the "southern connector," which would link the Bayshore Freeway with the Dumbarton Bridge, passing by the industrial park area. It is believed such a road would enhance the development potential of the industrial park as well as a proposed marina at Cooley Landing, but State or County funding is unlikely.

C. BICYCLE TRANSPORTATION

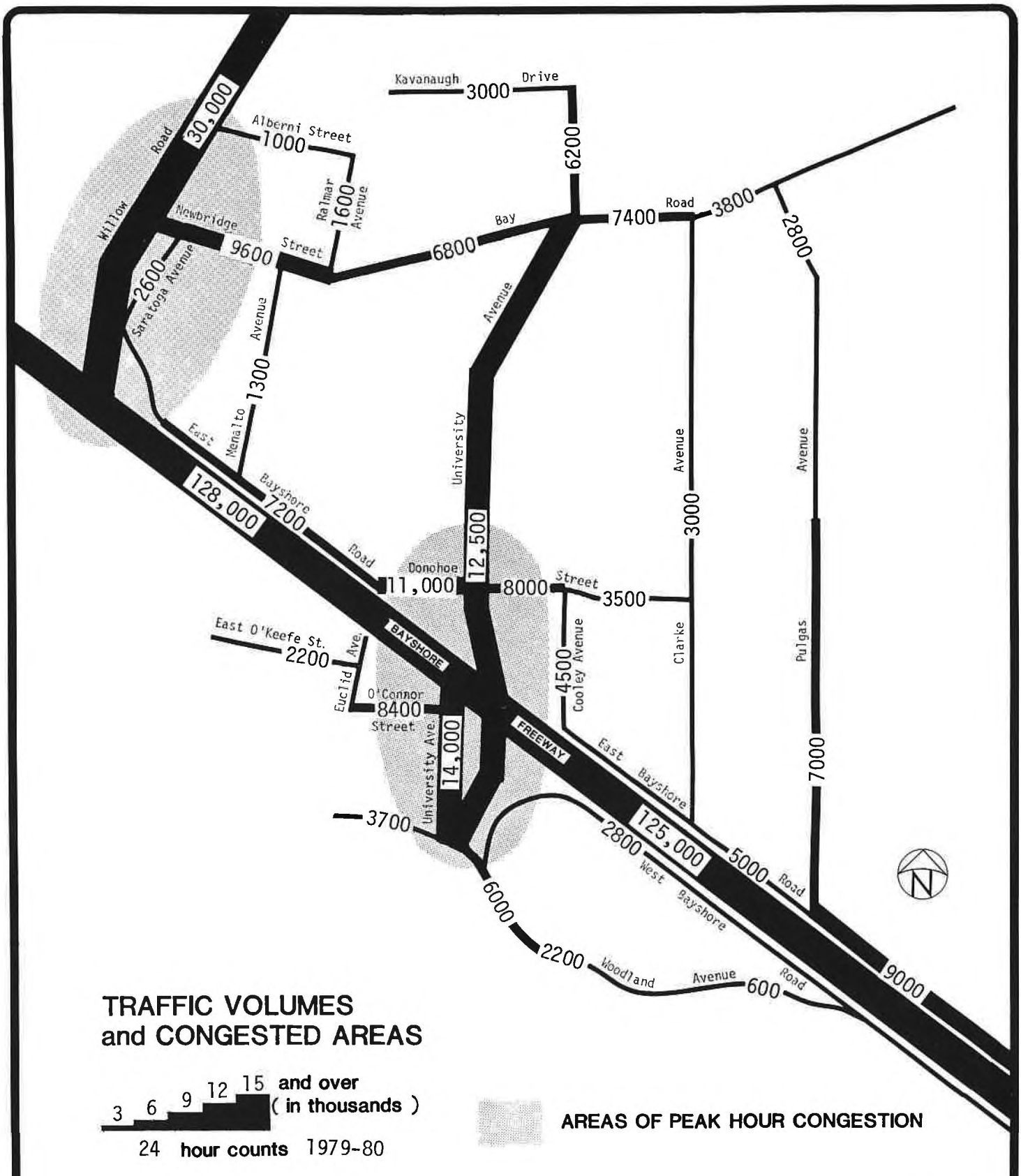
Bicycle transportation can be an effective way for some East Palo Alto residents to shop or commute to work. Additionally, bicycling can function as a recreational outlet with bikeways along scenic routes providing access to open space and recreational facilities.

1. County Bikeways Plan

The San Mateo County Bikeways Plan was adopted by the Board of Supervisors in 1976. This plan proposed designation of Willow Road and University Avenue in East Palo Alto as bikeways, requiring road widening or prohibition of parking. The proposed bikeway would continue from the intersection of Willow Road and the proposed extension of University Avenue to the Dumbarton Bridge. Bike lanes are being installed as part of the improvements of Bay Road.

2. East Palo Alto Bicycle Planning Committee

Prior to the adoption of the County Bikeways Plan, the East Palo Alto Bicycle Planning Committee proposed a system of bikeways



TRAFFIC VOLUMES and CONGESTED AREAS

3 6 9 12 15 and over (in thousands)

24 hour counts 1979-80

AREAS OF PEAK HOUR CONGESTION

FIG. 8

EAST PALO ALTO COMMUNITY PLANNING PROGRAM

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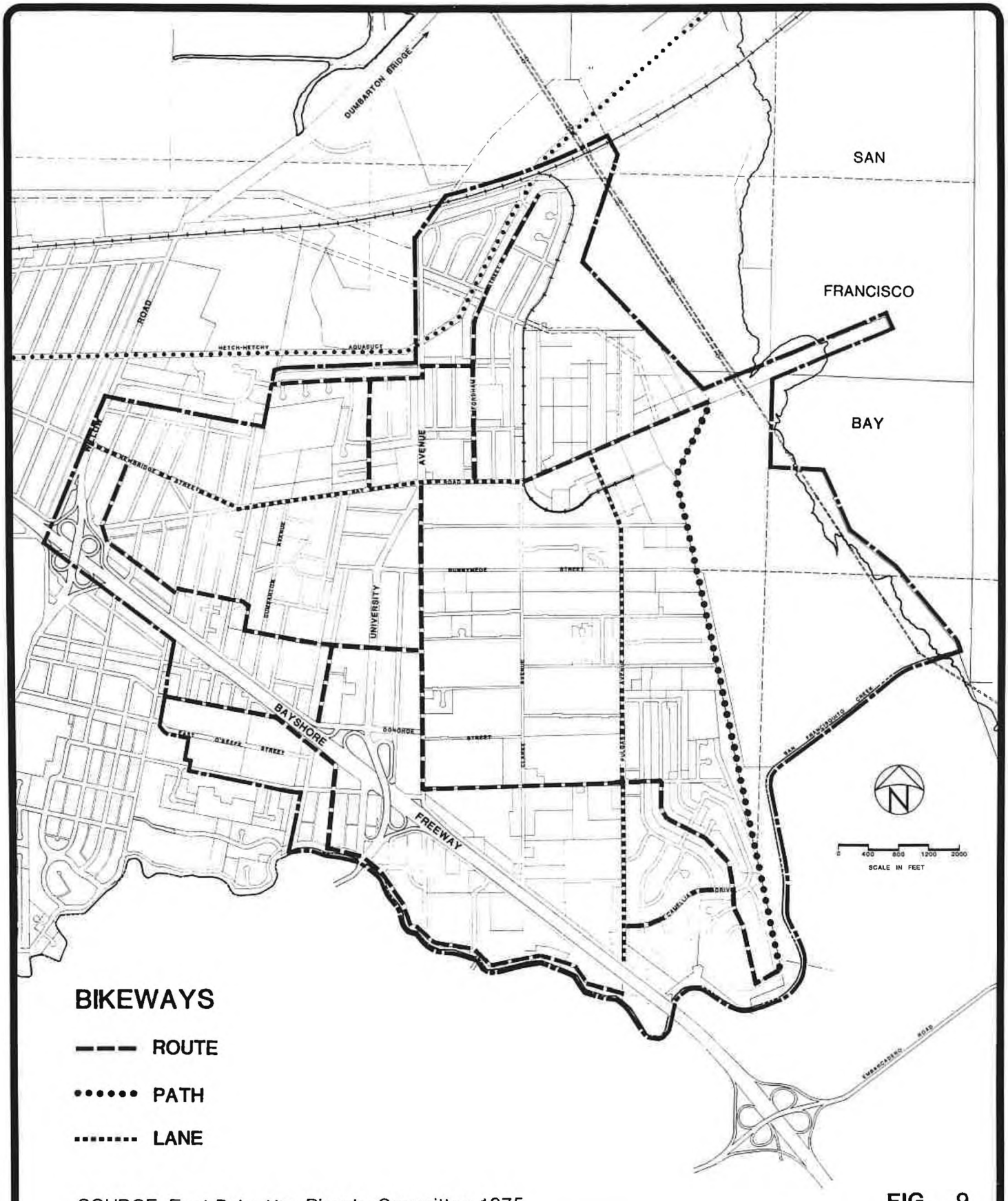
within the community, of three types: (1) bike routes, which are streets designated as a joint motor vehicle/bicycle facility and identified by signs only, (2) bike paths, which are special pathways for the exclusive use of bicycles and are either spatially or physically separated from the motor vehicle facility, and (3) bike lanes, which are lanes located on the edge of the paved area of an existing road or street and are identified by signs, painted lines and pavement markings (see Figure 9). This plan is more detailed than the County Bikeways Plan, which is limited to bikeways of regional significance, and reflects the wishes of the community. An important element of this plan is the development of a bicycle lane along the eastern edge of the community along the bayfront. The East Palo Alto Plan shows Pulgas Avenue as a bike lane. However, the street would have to be a bike route, since it is not sufficiently wide to accommodate bike lanes.



SOURCE: East Palo Alto Bicycle Committee 1975

FIG. 9

EAST PALO ALTO COMMUNITY PLANNING PROGRAM

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II. ISSUES

A. BUS TRANSPORTATION

Bus transportation is a major means of travel for many East Palo Alto residents. Generally, existing bus routes provide adequate access to major facilities within and outside the community. However, there is no service at present to the Ravenswood Industrial Park, where some East Palo Alto residents are now employed. The designated land use for this area is industrial. As this area develops and new employment is provided, workers will have to rely on private automobiles, unless bus service is initiated. This will cause congestion, parking problems, noise, and pollution.

Other concerns regarding present bus service are provision of shelters, adequate lighting at bus stops, and coordination with school schedules. Additional shelters are needed to protect school children and other riders from adverse weather conditions. Locations which need bus shelters have been identified by the East Palo Alto Municipal Council. Improved street lighting is needed at many bus stops in order to enhance security. Finally, bus schedules should be more closely coordinated with school schedules in order to shorten waiting times for students going to and from school.

B. STREET IMPROVEMENTS

Although many improvements have been made in recent years, some local streets still do not conform to County standards. Concentrated in the Palo Alto Park area, these streets lack paved shoulders, sidewalks, curbing, and storm drains. This area may be characterized as having a semi-rural atmosphere with older homes and many mature trees, some of which are located within the right-of-way of a street.

In the Large Lot area, new streets or cul-de-sacs are needed to provide access to the interiors of the blocks to allow development to occur. In the past, cul-de-sac improvement has been haphazard, with some new cul-de-sacs constructed entirely to County standards while others were not.

The issue is how to apply County road standards in these two differing areas. The County has adopted a Creative Road Design Guide, which permits modification of standards in order to protect the natural environment and preserve neighborhood quality.

C. NEWBRIDGE STREET-BAY ROAD IMPROVEMENTS

The County Department of Public Works has begun the widening and improvement of Newbridge Street-Bay Road. Plans call for a 93-foot right-of-way, which requires the relocation or removal of 33 residences and the partial acquisition of seven businesses.[1] If constructed as planned, this widening will substantially disrupt residential neighborhoods between Willow Road and University Avenue. The planned improvements may not be warranted by land uses in this area. A resurfaced two-lane roadway with bike lanes and parking lanes may adequately satisfy future needs. Such a scaled-down improvement would have a substantially smaller impact on the neighborhood by minimizing the removal of trees and the relocation of homes. The Department of Public Works is studying alternatives to present plans.

D. CONGESTION ALONG UNIVERSITY AVENUE WEST OF BAYSHORE

The commercial district along University Avenue west of Bayshore is East Palo Alto's largest concentration of shopping and office activity. It is also part of an interchange complex carrying traffic between Palo Alto and southbound Highway 101. As a result of this dual function, this area is the scene of

accidents and congestion. If left unattended, this situation is certain to become worse as traffic volumes and business activity increase.

A modification in the traffic flows at this intersection has been proposed by the County Department of Public Works (see Figure 10). This modification would remove freeway-related traffic from University Avenue and place both ingressing and egressing southbound movements on the south side of the interchange. This separation of freeway-related traffic from local business traffic on University Avenue would improve safety and circulation in the area.

E. INDUSTRIAL TRAFFIC

Ravenswood Industrial Park is relatively isolated from major highways. Although the ongoing improvement and widening of Newbridge Street-Bay Road will substantially improve access to the industrial area, trucks and other industrial traffic must pass through the center of East Palo Alto as well as residential neighborhoods in order to reach the industrial park.

At present, truck traffic in East Palo Alto is limited to designated truck routes (see Figure 6). Some of these routes (Pulgas Avenue, Bay Road-Newbridge Street west of University Avenue, and East Bayshore Road) pass through residential areas. Increased industrial development in the industrial park will result in heavier volumes of truck traffic through residential areas of the community. Such traffic could create problems of noise, congestion, and safety. This problem could be resolved by:

(1) eliminating existing truck routes which pass through residential areas; or

(2) constructing a new road to the industrial park, which bypasses residential areas (this alternative is discussed in Issue F below).

F. SOUTHERN CONNECTOR

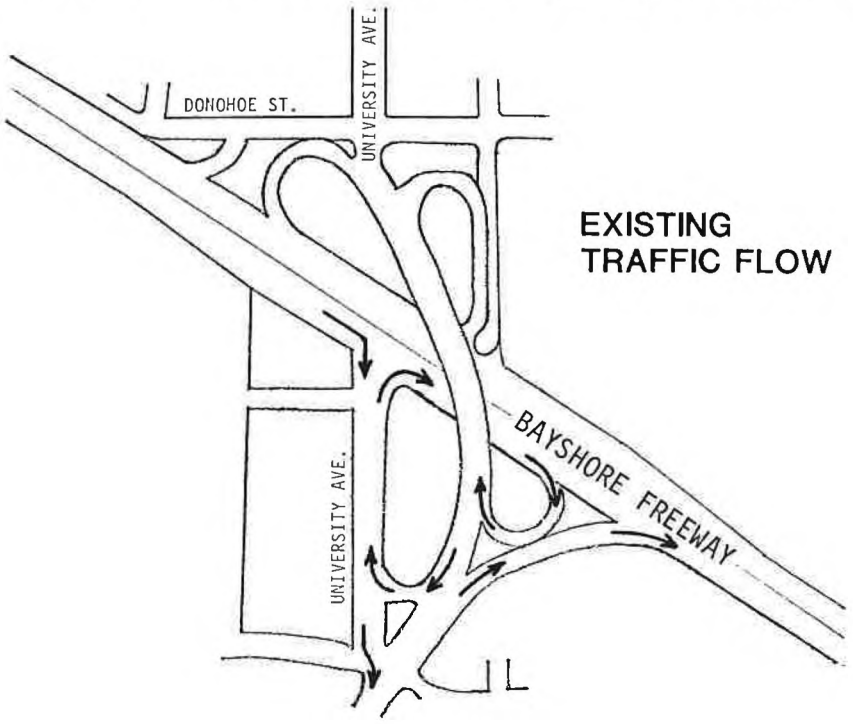
In April 1980, the Dumbarton Bridge Technical Group evaluated various alternative approaches to the Dumbarton Bridge. Several of these alternatives involved a "southern connector" which would connect the Dumbarton Bridge approach with the industrial park and continue south to connect with the Bayshore Freeway. The City of Palo Alto, which must approve any new alignment which impacts the City, has opposed any "southern connector" alternative.

One possible solution to the growing problem of industrial traffic in East Palo Alto would be to construct the southern connector in two phases. The first phase would be from the Dumbarton Bridge approach to Bay Road. The second phase would extend from Bay Road to Highway 101 and would be deferred until the industrial park becomes substantially developed and a satisfactory connection to Highway 101 is agreed upon. This approach would provide a road for the industrial park and remove most truck traffic from East Palo Alto streets. Funding for a new southern connector, however, is not presently available.

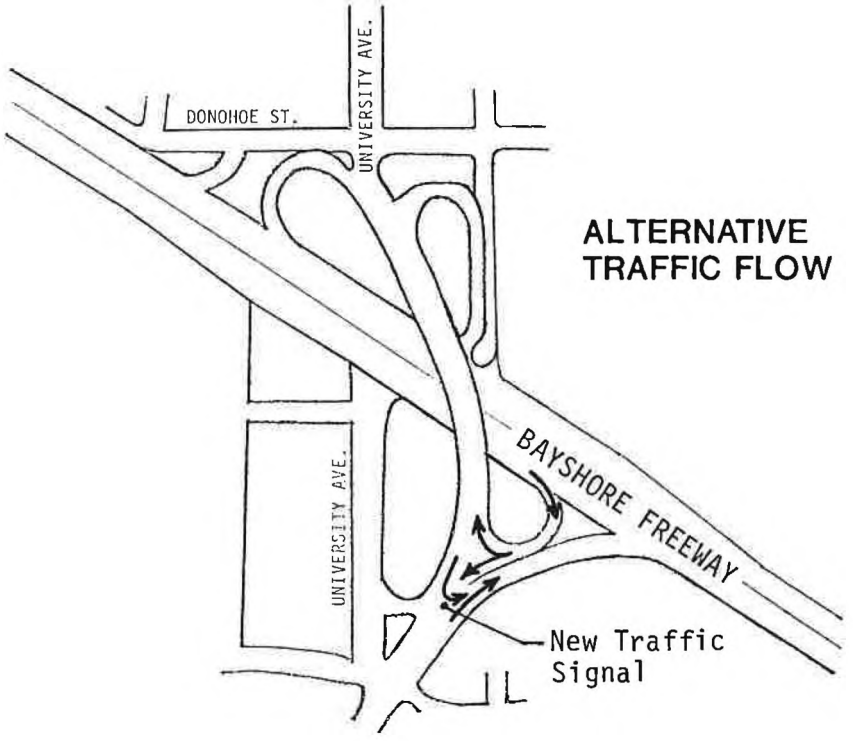
G. BIKEWAYS

The bicycle is emerging as an important alternative to automobile transportation both for work and recreational purposes. Bikeways are presently limited in East Palo Alto. The County's Bikeways Plan only shows two routes in East Palo Alto. The East Palo Alto Bicycle Committee's Plan is more detailed and proposes a comprehensive system of bike routes, lanes, and paths. An important element of this plan is a proposed bike path along the

UNIVERSITY AVENUE–Southbound Highway 101 Interchange



EXISTING
TRAFFIC FLOW



ALTERNATIVE
TRAFFIC FLOW

FIG. 10

levee adjoining the baylands south of Cooley Landing. Construction of this bike path would provide a needed recreational resource for the community.

FOOTNOTE--TRANSPORTATION ISSUES

[1]County of San Mateo, Engineer and Road Department, Draft EIR, Newbridge/Bay Road Improvement (undated).

III. RECOMMENDED POLICIES

TRANSIT

* 5.1 Bus Service to Industrial Park

Encourage SamTrans to extend bus service to the Ravenswood Industrial Park when new development in that area warrants the service.

* 5.2 Bus Shelters

Encourage SamTrans to install more bus shelters in the community at the locations identified by the East Palo Alto Municipal Council.

* 5.3 Coordination of Bus Schedules with Schools

Encourage SamTrans to coordinate its bus schedules on routes which take children to and from schools with the school districts so that waiting times are minimized.

* 5.4 Street Lighting at Bus Stops

Encourage the Ravenswood Highway Lighting District to provide adequate lighting at all bus stops.

ROADS

* 5.5 Street Improvements in Palo Alto Park

Allow modification of roadway standards, as described in the County's Creative Road Design Guide in the Palo Alto Park area to preserve the quality of the neighborhood and to maintain existing vegetation, where safety and drainage allow.

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*Indicates policy which is EIR mitigation measure.

* 5.6 Street Improvements in Large Lot Area

Enforce County urban street standards in the construction of new streets or cul-de-sacs which provide access to five or more residential lots in the Large Lot area.

* 5.7 Newbridge Street-Bay Road Improvements

Request the County Department of Public Works to re-evaluate existing plans for the Bay Road improvements between Willow Road and University Avenue. Consider a two-lane roadway with bike lanes and parking lanes to satisfy adequately projected needs without disrupting existing residential neighborhoods and causing the relocation of homes.

* 5.8 University Avenue-Highway 101 Improvements

Request CalTrans to modify the traffic flows at the University Avenue-Highway 101 interchange as shown in Figure 10, so that southbound traffic enters and exits Highway 101 on the southerly side of the interchange, avoiding the University Avenue commercial area.

* 5.9 Truck Routes

Recommend that the Board of Supervisors delete the following truck routes in East Palo Alto: (1) Bay Road-Newbridge Street, between Willow Road and University Avenue; (2) Pulgas Avenue between Weeks Street and East Bayshore; (3) East Bayshore Avenue, west of University Avenue, in order to eliminate truck traffic from residential neighborhoods.

* 5.10 Traffic Capacity Improvements

Request the County Department of Public Works to continue monitoring traffic conditions in East Palo Alto and to install left turn lanes and intersection improvements at appropriate locations along arterial streets when traffic volumes warrant such improvements.

* 5.11 Southern Connector

Encourage CalTrans and the County Department of Public Works to investigate the feasibility of constructing a southern connector in two phases, by beginning feasibility studies on Phase I, between the Dumbarton Bridge approach and Bay Road.

BIKEWAYS

* 5.12 Bikeways Plan

Recommend that the East Palo Alto Bicycle Planning Committee's Plan be incorporated in the County's Bikeways Plan.

* 5.13 Bikeways

Recommend that the County Department of Public Works install facilities as shown on the East Palo Alto Bikeways Plan (with the exception of Pulgas Avenue, which should be a bike route).

* 5.14 Bike Path Along the Bayfront

Encourage the City of Palo Alto, the landowner, to construct a bike path along the levee south of Cooley Landing.

6. Public Works

I. BACKGROUND

A. WATER SUPPLY

1. East Palo Alto County Waterworks District

Water supply in East Palo Alto is provided by the East Palo Alto County Waterworks District and two mutual water companies (see Figure 11). The Waterworks District, which is governed by the County Board of Supervisors and staffed by the Public Works Department, was formed in 1927. The District purchases water from the City and County of San Francisco's Hetch Hetchy aqua-duct, which passes through the University Village area of East Palo Alto. The District is financed entirely by user charges. The distribution system consists of underground cast iron pipelines, which are decaying and subject to frequent leakage due to the corrosivity of the soil. Several improvements have been made to the system recently, financed by a loan from the State Department of Water Resources. Deteriorated pipes have been replaced with asbestos cement pipes, and a new well is being drilled at Gloria Way and Bay Road, which will replace approximately one third of the Hetch Hetchy water.

In general, the District's service meets or exceeds County and State standards except for fire protection, which is limited in some areas by undersized pipes. Increased revenues from water service rate increases in 1972 and 1974 are being used for engineering and management services, upgraded maintenance and implementation of a capital improvement program to replace a portion of the distribution lines that need enlarging or re-placement. The schedule of capital improvements could take up to ten years to complete, depending on future water sales revenues.

2. Mutual Water Companies

The two mutual water companies serving portions of East Palo Alto are the Palo Alto Park Mutual Water Company and the O'Connor Tract Mutual Water Company. These companies are owned by the property owners within their service areas. The larger of the two is the Palo Alto Park Mutual, serving some 600 to 650 homes. The system includes five wells, four of which are presently in use, and was built in 1924, when the area was developed with summer cottages. Some of the pipes are decaying due to age. The O'Connor Tract Mutual Water Company was formed in 1921 to serve the needs of the Charles Weeks Poultry Colony for irrigation and domestic water. The system has approximately 280 connections, including 21 apartment buildings located along O'Keefe Street west of the freeway. The company has two wells which operate at about half capacity and is considered to be in excellent condition.

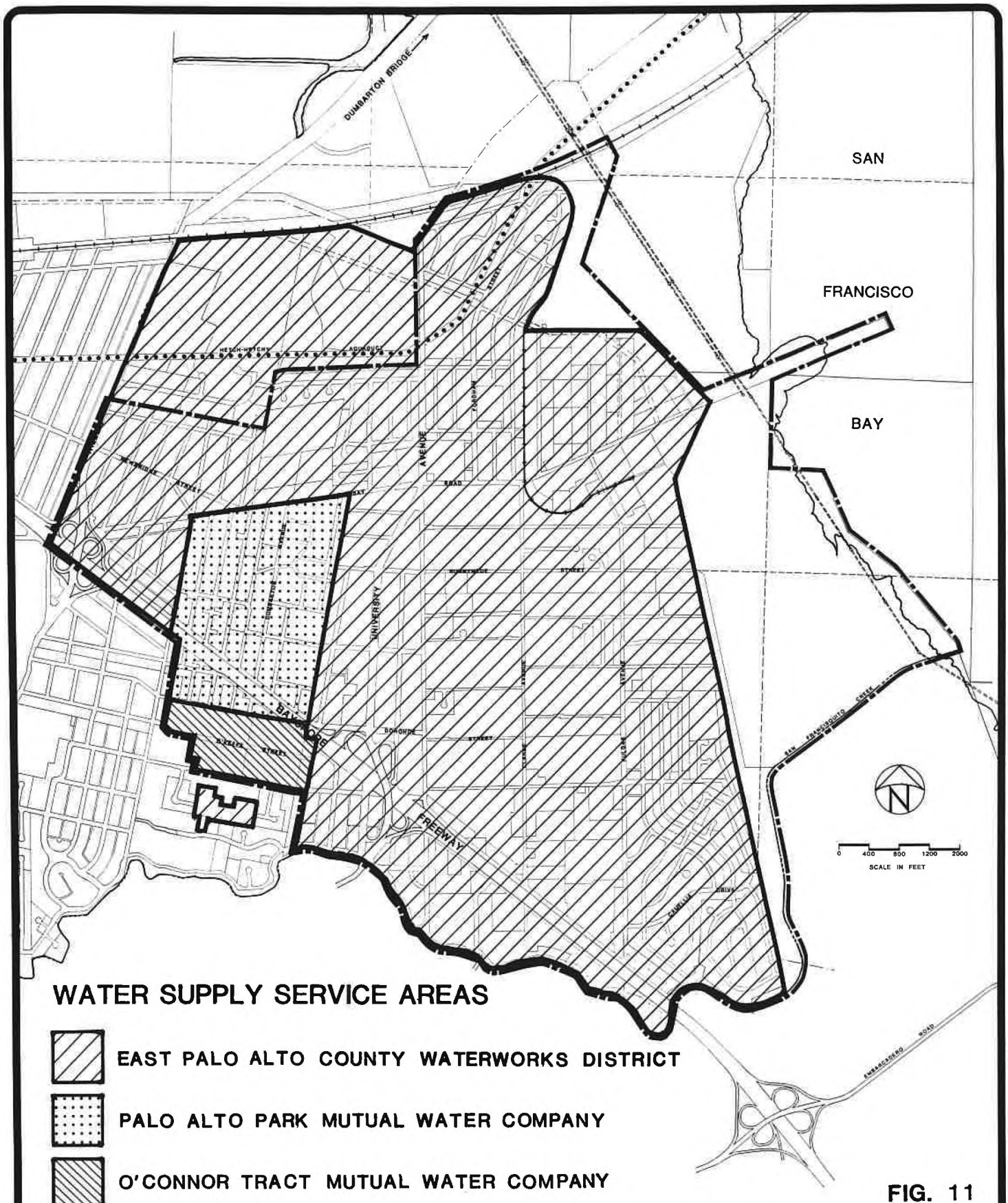
B. SEWERAGE FACILITIES

1. Menlo Park Sanitary District

Two districts, corresponding to natural drainage areas, presently provide sewerage service to East Palo Alto (see Figure 12). The Menlo Park Sanitary District serves Bayshore Park and University Village, and operates a treatment plant at Marsh Road. This facility is scheduled to be converted to a reclamation plant when the new County South Bayside System becames operational in 1981, consolidating sewerage treatment from San Carlos, Belmont, Redwood City, and Menlo Park.

2. East Palo Alto Sanitary District

The major portion of East Palo Alto is served by the East Palo Alto Sanitary District, an independent district governed by an



WATER SUPPLY SERVICE AREAS

- EAST PALO ALTO COUNTY WATERWORKS DISTRICT
- PALO ALTO PARK MUTUAL WATER COMPANY
- O'CONNOR TRACT MUTUAL WATER COMPANY

FIG. 11

EAST PALO ALTO COMMUNITY PLANNING PROGRAM

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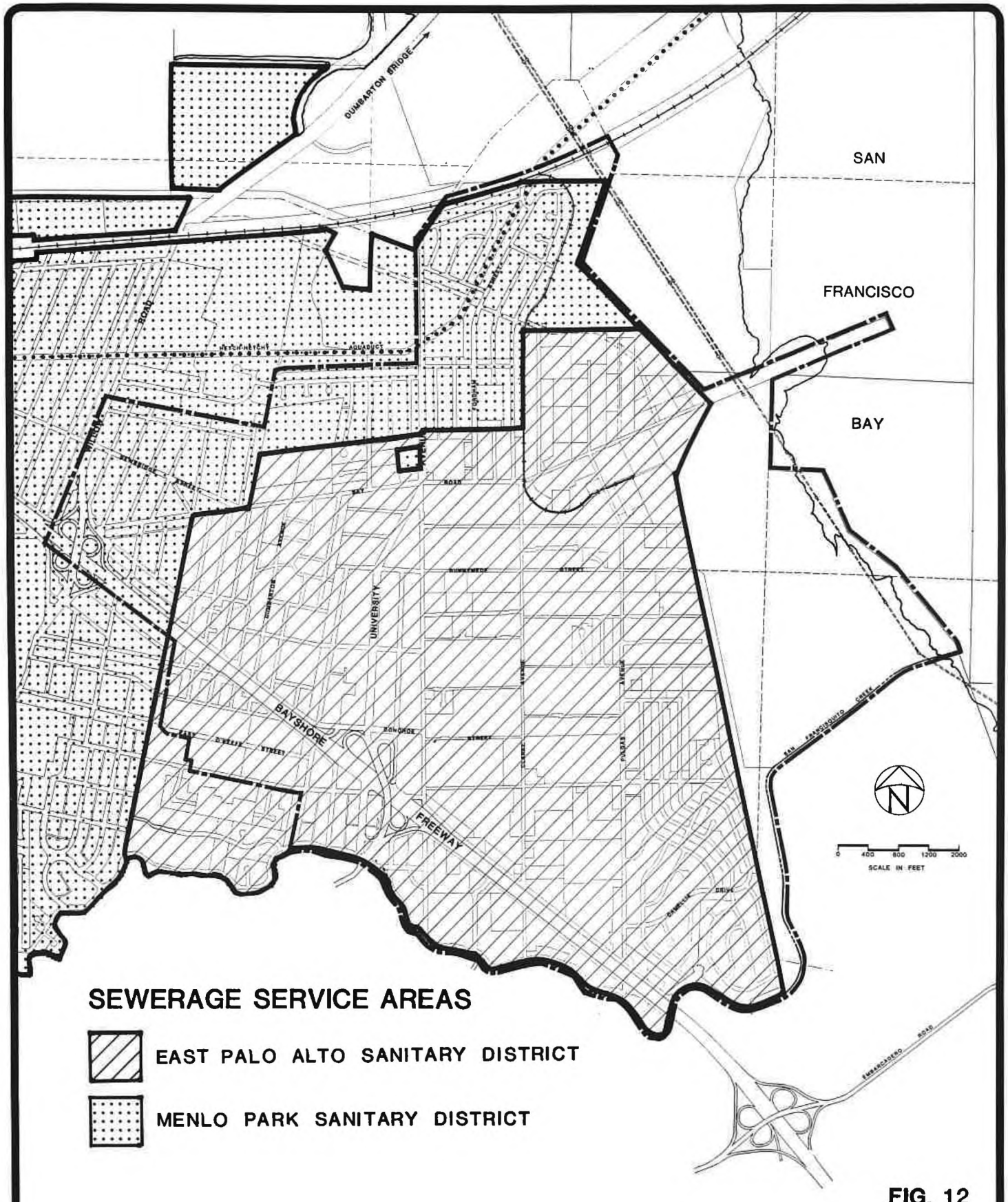

FIG. 12

EAST PALO ALTO COMMUNITY PLANNING PROGRAM

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elected board. The District, which is financed by a property tax assessment and user charges, operates and maintains a collection system and contracts with the City of Palo Alto for treatment. The District was formed in 1939 in response to increasing development within East Palo Alto. The original system consisted of wood stave pipe for the trunk line which followed the levee along the eastern side of East Palo Alto, and smaller clay pipes for collector and lateral lines. The system was connected to the Palo Alto treatment plant in 1942.

a. Problems with the Collection System

A 1973 study found several problems in the system, including inflow of storm water into the system through holes and illegal connections, infiltration of groundwater through cracks in pipes and defective joints, possible exfiltration of sewage into the groundwater table, and exceedance of overall system capacity. The study recommended a seven-stage program of capital improvements, which were subsequently adopted by the District. The effect of these improvements will be to substantially reduce infiltration into the system, prevent back-ups by increasing capacity, and accurately measure flows to the Palo Alto treatment plant. The resulting reduction in flows would also reduce costs.

b. Existing Sewage Treatment Flows

The average daily flow from the East Palo Alto Sanitary District collection system to the Palo Alto treatment plant has been estimated at 1.78 million gallons per day (mgd). Because of normal fluctuations in water usage, actual flows range from about 1.6 mgd to a peak of almost 1.9 mgd.

c. Future Sewage Treatment Capacity

Under present agreements, the East Palo Alto Sanitary District can discharge up to 2.25 mgd, for which it pays treatment costs and a share of capital costs for the treatment plant to Palo Alto. Although the Advanced Waste Treatment Facilities currently under construction will increase the capacity of the Palo Alto plant to 31 mgd, East Palo Alto's capacity rights will be reduced to 1.9 mgd. This is because the federal and State agencies providing funding for this plant will not fund expanded capacity for industrial use. This plant also serves the cities of Palo Alto, Mountain View, Los Altos and Los Altos Hills. Unless the East Palo Alto Sanitary District negotiates with one of these cities for additional capacity, residential growth in East Palo Alto may be severely restricted. Commercial and industrial growth may also be affected, depending upon the individual users wastewater generation and the priorities assigned to residential expansion.

Reduction of wastewater flows can also result in additional capacity. This can be accomplished by correcting the infiltration problems identified in the 1973 report, implementing a water conservation program, and accurately metering flows to the treatment plant.

C. STORM DRAINAGE AND FLOOD CONTROL

1. Levees

East Palo Alto is situated on low-lying lands adjacent to San Francisco Bay, some of which were formerly marshlands. The community is bordered on the southern side by San Francisquito Creek which is subject to periodic flooding. A system of levees borders the Creek and helps to protect urbanized areas

from tidal flooding; however, much of the levee system is under the control of the City of Palo Alto and private owners. For this reason, the federal Flood Insurance Administration has designated large areas of East Palo Alto as subject to flooding hazards.

2. Drainage Maintenance Districts

The County Public Works Department is responsible for drainage facilities within public rights of way; however, many local streets do not have curbs and storm drains. Two drainage maintenance districts in East Palo Alto are operated by the County (see Figure 13). The East Palo Alto Drainage Maintenance District, which was formed in 1963 has the fewest drainage problems in East Palo Alto. The Palo Alto Gardens Drainage Maintenance District was formed in 1950 to maintain drainage facilities installed by the developer of the Palo Alto Gardens subdivision. However, during storms, surface runoff from areas to the west of Palo Alto Gardens overload the drainage system and create backup, particularly at the pumping station, which is not adequate to handle this flow.

In 1968, San Mateo County applied to the U.S. Department of Housing and Urban Development for a grant to build a comprehensive drainage system in East Palo Alto and portions of East Menlo Park. The Ravenswood Slough Flood Control Zone and San Francisquito Creek Flood Control Subzone were formed to establish a taxing mechanism in areas not included in other districts. However, the public rejected a special assessment for these districts, and no facilities have been constructed.

3. Periodic Flooding Problems

Other areas in East Palo Alto are subject to periodic flooding due largely to inflow of storm waters from other areas. Runoff from the west side of the Bayshore Freeway flows through a

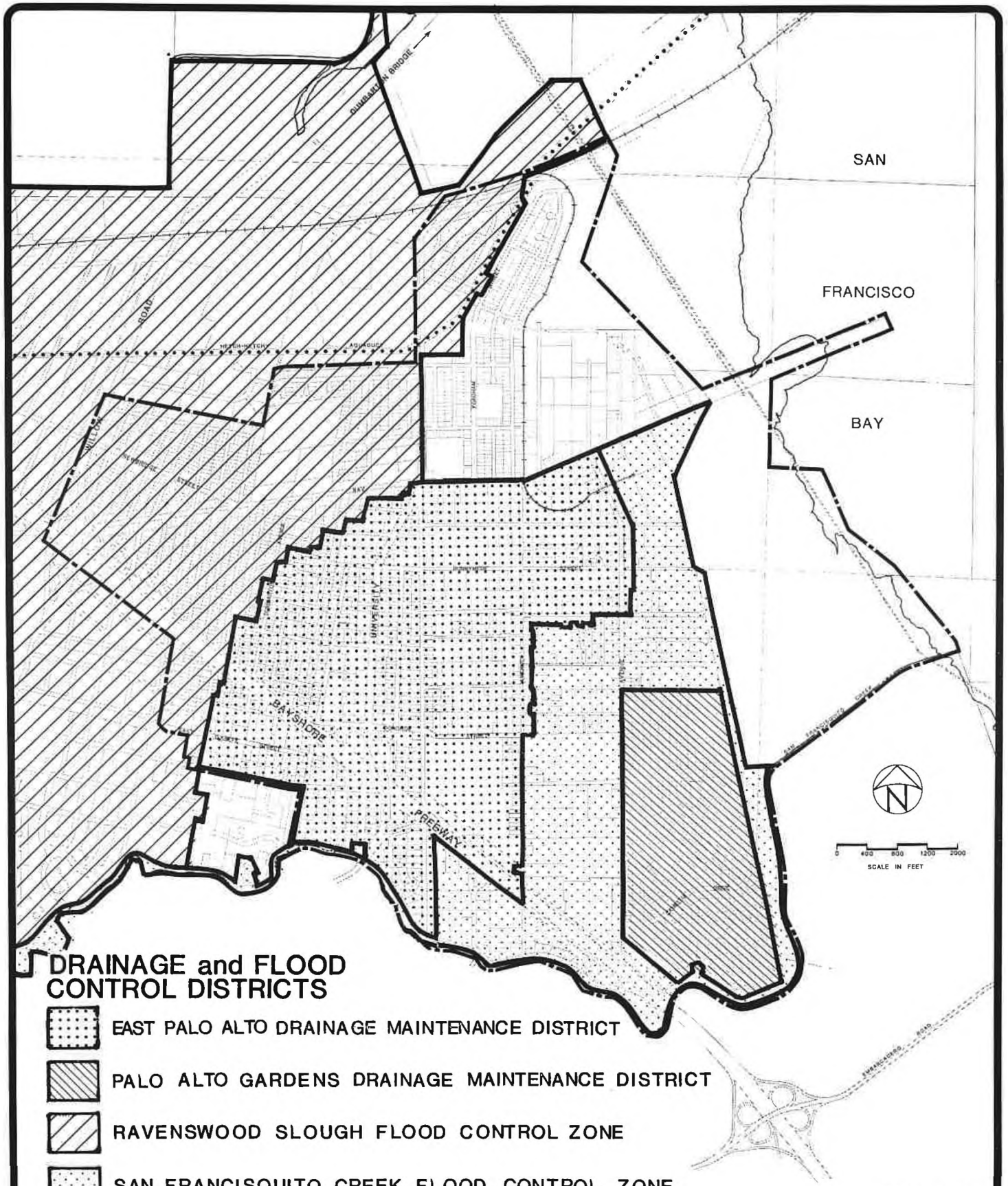
culvert beneath the freeway and creates problems in the East Palo Alto Park and Bayshore Park areas. Eventually, these waters reach a holding pond north of the Southern Pacific tracks and are discharged through tide gates to Ravenswood Slough. The undeveloped area to the east of University Village is subject to tidal inundation during high tides.

4. Existing Drainage Improvement Projects

Several projects are presently in preparation to resolve these drainage problems. The California Department of Transportation is installing a pump station and drainage system along Willow Road to Newbridge Street as part of the Dumbarton Bridge project, which will also serve as a match for a HUD Grant to the County. The County Public Works Department is planning to improve the Palo Alto Gardens system by increasing the capacity of the pump station, and adding a line along Pulgas Avenue to East Bayshore, extending along East Bayshore to Clarke Avenue. The County is also installing a drainage system in the Bayshore Park area along Saratoga Avenue and Holland Avenue, connecting to the State's new pump station at Newbridge Street and Willow Road. These improvements should relieve many of the present drainage problems in East Palo Alto.

D. SOLID WASTE MANAGEMENT

East Palo Alto's refuse is collected by the San Mateo Disposal Company under a contract with County Service Area No. 5. The service is supported by user fees placed on local property tax bills. Refuse and yard wastes are disposed of at the Marsh Road Disposal Site in Menlo Park. These operations are scheduled to terminate on July 1, 1982. Following the closure of the Marsh



DRAINAGE and FLOOD CONTROL DISTRICTS

- EAST PALO ALTO DRAINAGE MAINTENANCE DISTRICT
- PALO ALTO GARDENS DRAINAGE MAINTENANCE DISTRICT
- RAVENSWOOD SLOUGH FLOOD CONTROL ZONE
- SAN FRANCISQUITO CREEK FLOOD CONTROL ZONE

FIG. 13

EAST PALO ALTO COMMUNITY PLANNING PROGRAM

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Road Disposal Site, refuse will be hauled to a proposed transfer station in San Carlos, where it will be loaded onto large trucks and transported to the Ox Mountain Sanitary Landfill. Plans for handling of public refuse after closure of the Marsh Road Site have not been finalized. The San Mateo County Solid Waste Management Plan suggests a series of public refuse collection points, preferably at the former disposal site locations, which could also serve as recycling centers.

E. STREET LIGHTING

There are presently 763 street lights in East Palo Alto under the jurisdiction of the Ravenswood Highway Lighting District. The maintenance and energy necessary to operate the street lights costs about $7,300 a month. There are serious questions concerning continuation of this service due to the elimination of the lighting district's tax rate following passage of Proposition 13.

F. GAS AND ELECTRICITY

Natural gas and electricity are distributed throughout East Palo Alto by Pacific Gas and Electric Company (PG&E). Electrical power is supplied to East Palo Alto through the Belle Haven Distribution Substation, which receives its power from the Cooley Landing Substation. Gas is supplied by one of the three gas mains traversing the Peninsula.

II. ISSUES

A. FRAGMENTED MANAGEMENT

A number of agencies, districts and companies share the responsibility for planning, implementing, operating and maintaining the water, sewerage, drainage and flood control facilities in East Palo Alto. This fragmentation of management may impede coordination, systematic installation of improvements and public accountability.

A variety of consolidation options are available to improve this situation. Public services could be consolidated under an expanded County Service Area or a Public Utilities District. The expanded agency could acquire the two mutual water companies and could continue to contract with the two regional wastewater treatment facilities for sewage treatment services. The advantages include centralized management and coordinated scheduling and for maintenance and capital improvements.

Public services could also be consolidated functionally; i.e., one sanitary district, one water district and one drainage district. This would allow for greater functional coordination and more uniform levels of service.

If East Palo Alto incorporates, the responsibility for public utility systems could eventually be assigned to the municipal government. This system would allow the municipal government to provide the planning, public works, operational and maintenance functions. The advantages of such a system are economies of scale, improved accountability and local control.

B. WATER SUPPLY PROBLEMS

Old water lines are rupturing periodically, causing interrup-

tions in service. The Palo Alto Park Mutual Water Company has the oldest lines. Frequent problems also occur in the East Palo Alto County Waterworks District. Fire protection in some areas of East Palo Alto is limited by substandard sized pipes.

C. SEWERAGE CAPACITY AND SYSTEM PROBLEMS

Sewerage flows in the East Palo Alto Sanitary District are approaching the existing allocation under the terms of an agreement with the City of Palo Alto. Capacity available is not sufficient to accommodate the build-out of the Community Plan. However, additional capacity may be available from other participants in the system. Problems related to infiltration, leakage, and inaccurate metering compound this situation, by increasing the flows into the system.

D. DRAINAGE PROBLEMS

Inadequate drainage facilities have been a persistent problem in East Palo Alto. Several projects are currently planned to resolve this matter. However, no provision is being made for drainage improvements in the northeastern portion of the community. Drainage improvements required for new development are often installed on a piecemeal basis and do not address the areas of greatest concern.

E. PROVISION OF ADEQUATE STREET LIGHTING

The Sheriff's Department places a high priority on the maintenance of street lighting as a deterrent to crime. Several areas have been identified as needing additional lighting. The County is not encouraging the installation of new lights at the present time due to the funding problems for operation and maintenance. Under these circumstances there may be some difficulty in requiring the installation of new street lights

for new development in East Palo Alto or providing for the maintenance of new street lights in those areas with substantial potential for additional development, such as Ravenswood Industrial Park and the large lot area.

III. RECOMMENDED POLICIES

WATER

* 6.1 Consolidation of Water Districts

Encourage the East Palo Alto County Waterworks District to acquire the two mutual water companies within East Palo Alto in order to improve the level of service within the Palo Alto Park Mutual Water Company's service area.

* 6.2 Capital Improvement Program

Encourage the East Palo Alto County Waterworks District to continue preparing a capital improvements program for the water distribution system, identifying both long-term and short-term improvements needed, sources of funds, and a schedule of improvements.

* 6.3 Annual Review of Projects

Require the East Palo Alto County Waterworks District to submit a list of proposed projects annually to the County Planning Commission for review for conformity with the Community Plan in accordance with California Government Code Section 65401.

* 6.4 Water Conservation

Encourage the East Palo Alto County Waterworks District and the two mutual water companies to implement a vigorous water conservation program including: (1) metering of all water customers not presently metered, (2) installation of water saving devices in households and businesses, (3) progressive billing to discourage excessive consumption, and

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*Indicates policy which is EIR mitigation measure.

(4) an educational program in order to reduce generated wastewater and stretch present capacity.

SEWERS

* 6.5 Wastewater Treatment Capacity

Request the East Palo Alto Sanitary District to negotiate with other users of the regional wastewater treatment facilities for sufficient additional sewage treatment capacity to accommodate the buildout of the proposed land use plan.

* 6.6 Capital Improvement Program

Encourage the East Palo Alto Sanitary District to review and update its Capital Improvement Program. High priorities should include elimination of infiltration of groundwater and inflow of storm water into the system, and the accurate metering of flows to the Palo Alto treatment plant.

* 6.7 Annual Review of Projects

Require the East Palo Alto Sanitary District to submit a list of proposed projects annually to the County Planning Commission for review for conformity with the Community Plan in accordance with California Government Code Section 65401.

DRAINAGE

* 6.8 Expansion of East Palo Alto Drainage Maintenance District

Encourage the County Department of Public Works to expand the East Palo Alto Drainage Maintenance District to cover all of County Service Area No. 5, and consolidate all

drainage and flood control functions and facilities, including the levees, under one district.

* 6.9 Drainage Improvements

Require payment of a drainage maintenance fee prior to final approval of a major subdivision if drainage improvements are needed in the drainage basin. Utilize this fee to fund drainage and flood control projects according to greatest need.

STREET LIGHTING

6.10 Funding Sources

Encourage the County Department of Public Works to explore the feasibility of new funding sources for the operation and maintenance of street lights in East Palo Alto.

SOLID WASTE MANAGEMENT

* 6.11 Recycling

Encourage County Service Area #5 to establish a curbside recycling program in East Palo Alto in order to reduce the volume of solid wastes taken to sanitary landfills.

* 6.12 Public Refuse Collection Point

Encourage the City of Menlo Park to establish a public refuse collection station at the Marsh Road Site when the landfill operations there are terminated.

GAS AND ELECTRICITY

* 6.13 Coordination with PG&E

Require developers of large projects to advise PG&E of their plans early in the development review process.

* 6.14 Solar Energy

Encourage developers to incorporate active and passive solar energy systems in the design of new structures.

* 6.15 Construction Standards

Enforce the California Energy Commission's new construction standards for energy conservation.

7. Land Use

I. BACKGROUND

The present pattern of land use in East Palo Alto appears graphically in Figure 14 and is quantified in Table 14. Present zoning districts are shown in Figure 15 and are summarized by acreage in Table 15. The dominant land use is residential, accounting for about half the community's acreage. This is followed by general open space which, including the baylands, represents about 20% of the land area. The remaining area is in a variety of uses including commercial, industrial, institutional, and agricultural.

A. RESIDENTIAL LAND USE

1. Existing Conditions

Housing densities in East Palo Alto range from about one dwelling unit to over 40 dwelling units per net acre. Modern apartments and condominiums are found West of Bayshore. East of Bayshore has a variety of housing types, including some of the oldest subdivisions in the County and modern subdivisions with 5,000 square foot lots on cul-de-sacs and curvilinear streets. East Palo Alto has added approximately 400 housing units in the last decade and now contains 6,848 housing units according to the 1980 Census. In 1980 the housing mix was about 54% single-family units and 46% multiple-family units; 93% of the single-family units were located East of Bayshore and 76% of the multiple-family units were located West of Bayshore.

2. Housing Demand

There is a growing imbalance in the mid-Peninsula between the

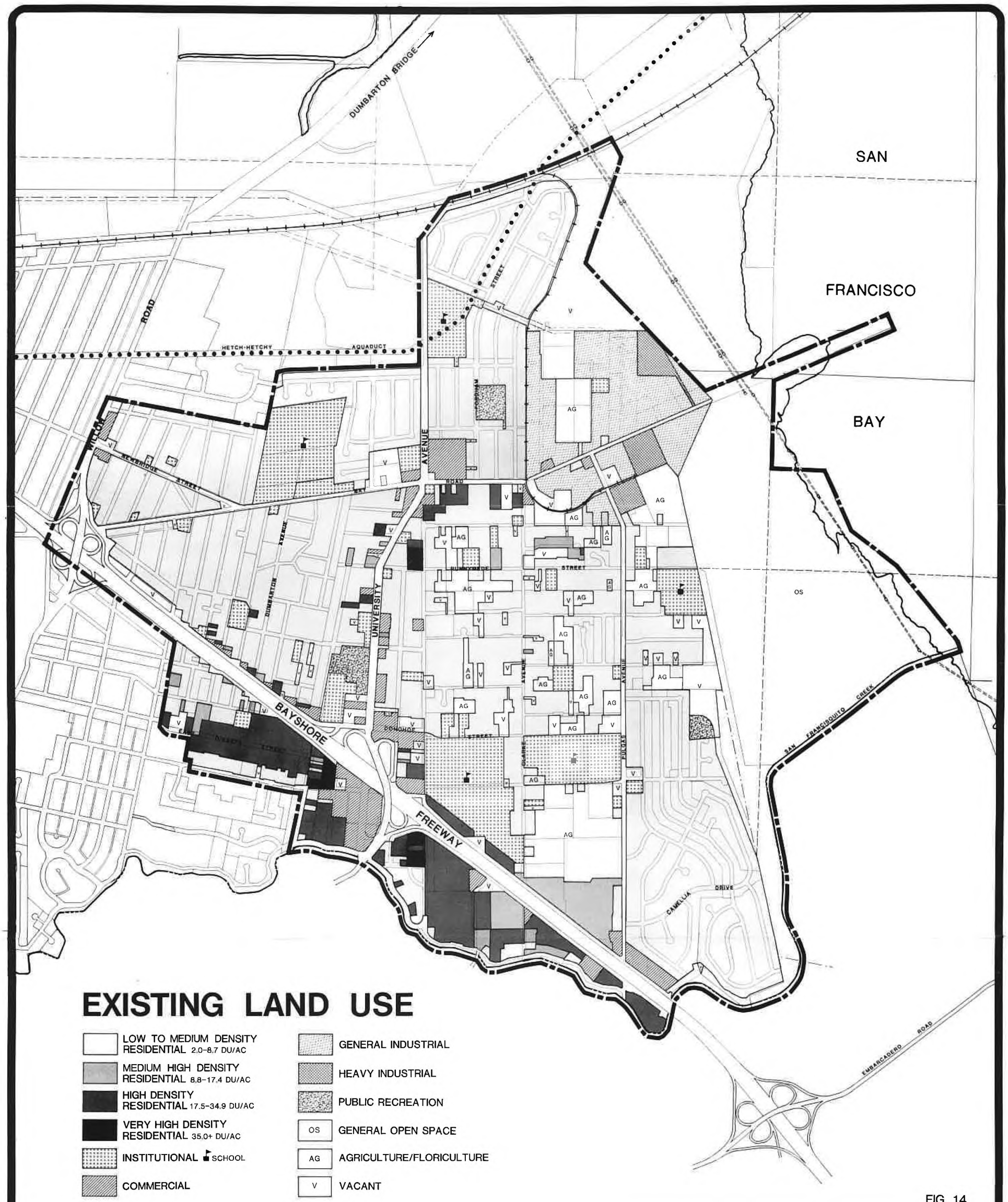
TABLE 14

SUMMARY OF EXISTING LAND USE

EAST PALO ALTO - 1980

Land Uses	Acres	Percent
Low to Medium Density Residential (2.0-8.7 units per acre)	557	41.0
Medium High Density Residential (8.8-17.4 units per acre)	16	1.2
High Density Residential (17.5-34.9 units per acre)	93	6.9
Institutional	121	8.9
Commercial	39	2.9
General Industrial	43	3.2
Heavy Industrial	36	2.6
Public Recreation	11	0.8
General Open Space	270	19.9
Agriculture/Floriculture	78	5.7
Vacant	93	6.9
TOTALS	1,357	100.0

Source: San Mateo County Planning and Development Division.



EXISTING LAND USE

- LOW TO MEDIUM DENSITY RESIDENTIAL 2.0–8.7 DU/AC
- MEDIUM HIGH DENSITY RESIDENTIAL 8.8–17.4 DU/AC
- HIGH DENSITY RESIDENTIAL 17.5–34.9 DU/AC
- VERY HIGH DENSITY RESIDENTIAL 35.0+ DU/AC
- INSTITUTIONAL / SCHOOL
- COMMERCIAL
- GENERAL INDUSTRIAL
- HEAVY INDUSTRIAL
- PUBLIC RECREATION
- OS — GENERAL OPEN SPACE
- AG — AGRICULTURE/FLORICULTURE
- V — VACANT

FIG. 14

EAST PALO ALTO COMMUNITY PLANNING PROGRAM

0 400 800 1200 1600 SCALE IN FEET — NORTH

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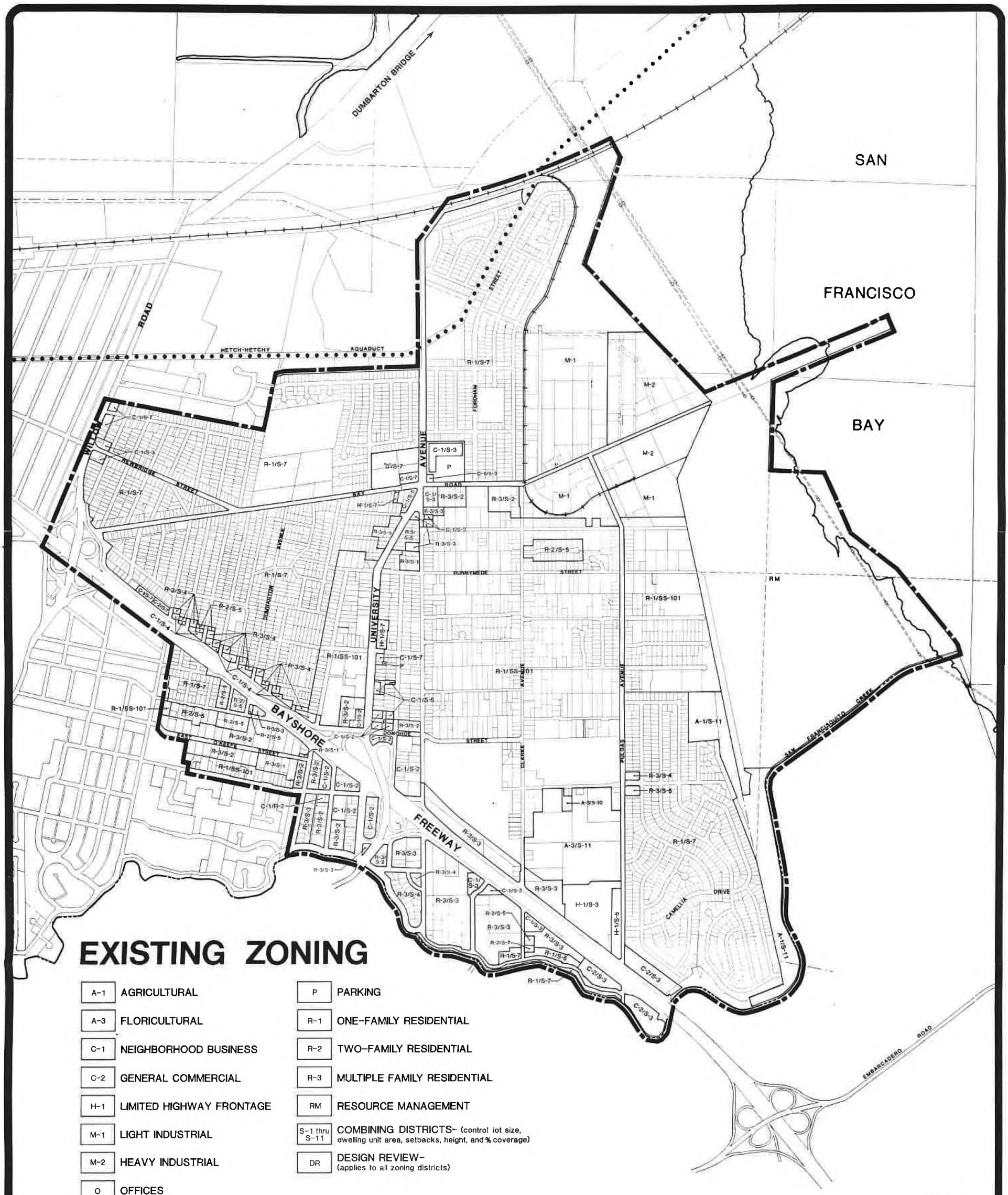

EXISTING ZONING

A-1	AGRICULTURAL	P	PARKING
A-3	FLORICULTURAL	R-1	ONE-FAMILY RESIDENTIAL
C-1	NEIGHBORHOOD BUSINESS	R-2	TWO-FAMILY RESIDENTIAL
C-2	GENERAL COMMERCIAL	R-3	MULTIPLE FAMILY RESIDENTIAL
H-1	LIMITED HIGHWAY FRONTAGE	RM	RESOURCE MANAGEMENT
M-1	LIGHT INDUSTRIAL	S-1 thru S-11	COMBINING DISTRICTS- (control lot size, dwelling unit area, setbacks, height, and % coverage)
M-2	HEAVY INDUSTRIAL	DR	DESIGN REVIEW- (applies to all zoning districts)
O	OFFICES		

FIG. 15

EAST PALO ALTO COMMUNITY PLANNING PROGRAM

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TABLE 15

EAST PALO ALTO ZONING SUMMARY - 1980

		Acres	Percent
RESIDENTIAL			
R-1	(One-Family Residential) Districts	726	53.5
R-2	(Two-Family Residential) Districts	11	0.8
R-3	(Multiple-Family Residential) Districts	101	7.4
TOTAL		838	61.7
COMMERCIAL			
O	(Office) Districts	5	0.4
C-1	(Neighborhood Business) Districts	38	2.8
C-2	(General Commercial) Districts	15	1.2
H-1	(Limited Highway Frontage) Districts	15	1.1
TOTAL		73	5.5
INDUSTRIAL			
M-1	(Light Industrial) Districts	98	7.2
M-2	(Heavy Industrial) Districts	45	3.3
TOTAL		143	10.5
AGRICULTURAL			
A-1	(Agricultural) Districts	37	2.7
A-3	(Floricultural) Districts	32	2.4
TOTAL		69	5.1
R-M	(Resource Management) District	234	17.2
TOTAL ZONED AREAS		1,357	100.0

Source: San Mateo County Planning and Development Division.

number of jobs and the amount of housing, caused by the surge in industrial job growth in nearby Santa Clara County, particularly in the City of Palo Alto. Santa Clara County job growth will continue to increase at a rate that far outstrips available housing.[1] East Palo Alto's location, close to existing and projected job growth in the northwestern part of Santa Clara County, makes it likely that the demand for new housing development in East Palo Alto will increase.

B. COMMERCIAL LAND USE

1. Existing Commercial Facilities

Currently, there are 39 acres of commercial land uses in the community, of a total of 74 acres zoned for this purpose. The distribution of commercial facilities within East Palo Alto is highly fragmented. There is a lack of most types of goods and services required by the local population. All of the commercial establishments East of Bayshore combined do not provide the mix of stores, services and offices considered necessary to sustain one neighborhood shopping center. This situation is similar West of Bayshore although less severe (see Table 16). There is no commercial concentration in East Palo Alto that functions as a community shopping center (see Table 17). Definitions of "neighborhood" and "community" shopping centers are provided in Appendix C.

2. Distribution of Commercial Facilities

Commercial establishments in East Palo Alto are located in nine distinct areas within the community (Figure 16). The three major shopping concentrations in East Palo Alto are: (1) the Bayshore Freeway/University Avenue interchange ("Whiskey Gulch") area which lies at the western end of the Community; (2) the University Avenue/Bay Road area, and (3) a three block strip along University Avenue between Weeks and Donohoe Streets. In

TABLE 16

INVENTORY OF NEIGHBORHOOD
COMMERCIAL FACILITIES

Neighborhood Commercial Facilities	No. West of Bayshore	No. East of Bayshore
Food Market[1]	4	7
Bakery	1	--
Drugstore	--	1
Stationary	--	--
Restaurant	7	12[2]
Barber	2	6
Beauty Parlor	2	2
Laundry/Dry Cleaner	4	3
Hardware	1	--
Service Station	2	14

[1]Includes only one supermarket.

[2]Includes 5 B.B.Q. restaurants.

Source: San Mateo County Division of Planning and Development, September, 1980.

TABLE 17

INVENTORY OF COMMUNITY
COMMERCIAL FACILITIES

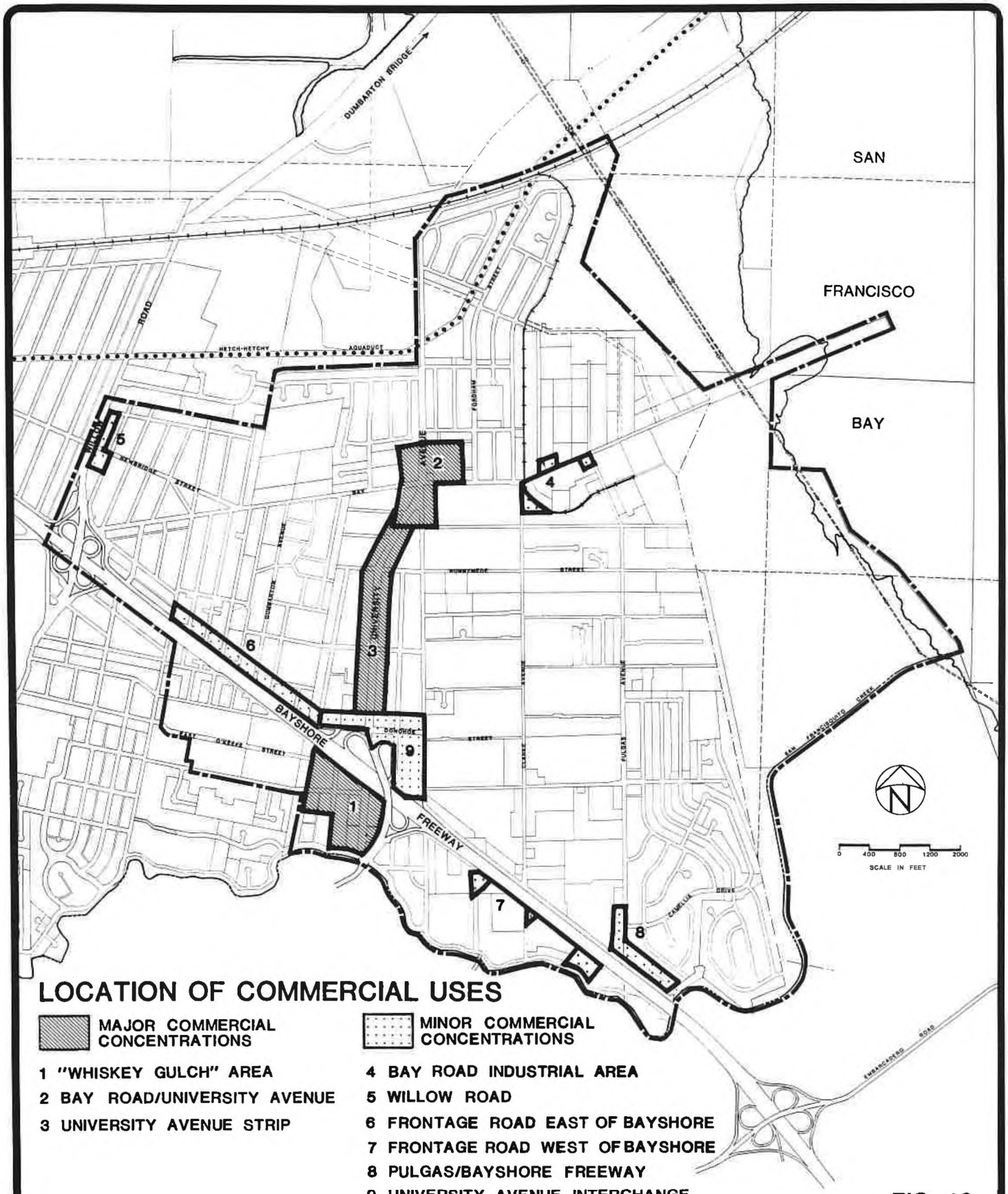
Community Commercial Facilities	No. West of Bayshore	No. East of Bayshore
Variety or Junior Department Store	1[1]	--
Florist-Nursery	1	--
Radio and TV Repair	--	--
Children's Wear	--	--
Gifts	--	--
Candy	--	--
Liquor	3	1
Women's and Men's Apparel	2	--
Book Store	--	--
Athletic Goods	--	--
Movie	1	--
Bank	1	1
Post Office	--	1
Professional Offices	5[2]	7[3]

[1]Thrift Store

[2]Four Realty Offices

[3]Five Realty Offices

Source: San Mateo County Division of Planning and Development, September, 1980.



LOCATION OF COMMERCIAL USES

MAJOR COMMERCIAL CONCENTRATIONS

MINOR COMMERCIAL CONCENTRATIONS

1 "WHISKEY GULCH" AREA
2 BAY ROAD/UNIVERSITY AVENUE
3 UNIVERSITY AVENUE STRIP
4 BAY ROAD INDUSTRIAL AREA
5 WILLOW ROAD
6 FRONTAGE ROAD EAST OF BAYSHORE
7 FRONTAGE ROAD WEST OF BAYSHORE
8 PULGAS/BAYSHORE FREEWAY
9 UNIVERSITY AVENUE INTERCHANGE

FIG. 16

EAST PALO ALTO COMMUNITY PLANNING PROGRAM

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addition, there are six smaller commercial groupings scattered throughout the community.

The shopping center at Bay and University was built in 1957 to serve as a community shopping center. Over the years several attempts have been made to generate a viable business center, but there has never been a time when the shopping center has been fully leased. Currently, the shopping center site is generally dilapidated and an eyesore. Possible explanations for this are poor design, poor management, and the inability of the center to attract shoppers because of competition from commercial areas outside of East Palo Alto. One of the basic underlying problems may be that East Palo Alto's population is too small to support a community shopping center.

3. Demand for Commercial Facilities

There is a lack of local business development for most types of goods and services in East Palo Alto. This problem is most pronounced East of Bayshore. Currently, residents travel out of the Community to do most of their shopping for food, clothing, medical and personal care. The East Bayshore Community Comprehensive Planning Program estimated in 1973 that 57% of the total community income was spent outside the community. The difference between retail trade capacity and retail trade expenditure by East Palo Alto residents indicates the potential for substantial retail growth in the community. A comparison of current taxable sales between East Palo Alto and surrounding cities indicates the weakness of East Palo Alto's commercial sector (Table 18). The East Palo Alto Fiscal Analysis (1979) points out that retail trade in East Palo Alto has been affected by two major factors: (1) lack of variety and quality of goods sought by residents, and (2) physical and psychological barriers which have prevented an inflow of retail customers.

TABLE 18

COMPARISON OF SALES TAX REVENUE

EAST PALO ALTO AND THREE COMMUNITIES

City	Population 1977	Total Sales Tax Revenue	Total Sales Tax Revenue Per Capita
Menlo Park	27,400	$1,320,108	$48.18
Palo Alto	61,850	$3,980,054	$64.35
Redwood City	55,800	$2,809,303	$50.35
East Palo Alto	18,000	$ 150,000	$ 8.33

Sources: State Controller (R-21)
State Board of Equalization (R-16)
McDonald and Associates

C. INDUSTRIAL LAND USE

1. Ravenswood Industrial Park

East Palo Alto's industrial zoning district is situated in the northeasterly corner of the community, bounded generally by the Southern Pacific rail spur right-of-way and Clarke Avenue on the east, the baylands on the north and west, and a line 110 feet north of Weeks Street on the south. This area is known as the Ravenswood Industrial Park and contains approximately 143 acres of which 98 are zoned M-1 (light industrial) and 45 are zoned M-2 (heavy industrial). The M-2 area is located in the eastern portion of the industrial park and is separated from the remainder of the community by the light industrial area.

At present, approximately 79 acres in the industrial park area are in industrial use, including two chemical plants, a steel fabrication shop, two recycling operations, a number of auto wrecking yards, and a variety of other uses. The remaining area in the industrial park includes agricultural, institutional, commercial, residential and vacant land.

2. The Demand for Industrial Land

Although long planned for industry, development of the Ravenswood Industrial Park has lagged behind expectations. East Palo Alto was apparently bypassed by rapidly growing electronics and aerospace industries due to its relative isolation, lack of visibility and concern for safety. In 1980, the County made funds available to acquire automobile wrecking yard sites within the industrial park in order to facilitate their redevelopment to other industrial uses. Rising land values and the diminishing supply of available industrial land in the mid- and south-Peninsula area may result in increased demand for industrial development in East Palo Alto in the coming years.

D. AGRICULTURAL LAND USE

1. Existing Conditions

About 80 acres of land in East Palo Alto are primarily in agricultural use, and about 25 acres are covered by greenhouses. Primary products are cut flowers and potted plants. Because of the demand for developable land in the mid-Peninsula area, the future of East Palo Alto's floricultural industry is in doubt.

2. Williamson Act Contracts

Approximately 46 acres of the agricultural lands in East Palo Alto are in agricultural preserves under the provisions of the California Land Conservation Act (Williamson Act). Contracts have been executed between the County and the landowners restricting the land to agricultural use and taxing it at a lower rate. These contracts are renewed annually for ten-year periods. The California Supreme Court recently ruled that such contracts may be cancelled only under extraordinary circumstances (Sierra Club vs. Hayward). Non-renewal, which may be initiated either by the County or the landowner and requires a ten-year waiting period, is the normal termination method.

E. PROPOSED LAND USE

In the following sections, issues and recommended policies are presented related to land use. The proposed land use map (Figure 17) is a visual representation of all the land use policies recommended in this Draft Plan. Table 19 provides an explanation of the land use designations shown on the proposed land use map and used in the discussions which follow.

FIG. 17

EAST PALO ALTO COMMUNITY PLANNING PROGRAM

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TABLE 19

EXPLANATION OF LAND USE DESIGNATIONS

LAND USE DESIGNATION	DESCRIPTION
Medium Density Residential	Single-family homes with 2 to 8 units per acre.
Medium High Density Residential	Multi-family residential units such as townhouses and condominiums with 9 to 17 units per acre.
High Density Residential	Multi-family residential units such as apartments and condominiums with 18 to 35 units per acre.
General Commercial	All types of commercial uses including retail outlets, automobile-related businesses, storage facilities, and service businesses, such as indoor carpenter or plumbing shops. Residences are permitted with a use permit.
Neighborhood Commercial	Limited to retail commercial uses such as grocery, drug stores, beauty shops, banks, clothing stores. Residences are permitted with a use permit.
Offices	Professional and business offices only.
General Industrial	Most manufacturing, assembling processing, and storage; heavy industrial such as smelting and refining excluded.
Heavy Industrial	Chemical plants, petroleum refining, stockyards, junkyards and similar uses.
Industrial Buffer	Industrial offices, administration and research uses only; landscaped and set back to provide a transition between residential and general industrial uses.
Public Recreation	Publically owned or managed parks and recreation areas.
General Open Space	Areas where low intensity development is allowed to protect the visual and open characteristics of the land.
Institutional	Churches, schools, and government offices.

FOOTNOTE--LAND USE BACKGROUND

[1]Santa Clara County Industry and Housing Management Task Force, Living Within Our Limits, November, 1979.

II. ISSUES

A. DEVELOPMENT IN EXISTING RESIDENTIAL NEIGHBORHOODS

Certain blocks in East Palo Alto, while predominantly residential, contain vacant areas or agricultural uses which could be converted to residential use. Such additional residential construction can be a positive force in the community by upgrading existing neighborhoods, increasing the tax base, providing jobs, and providing new housing opportunities. However, residential development can also cause problems, such as introducing incompatible housing densities and building types which downgrade the quality of neighborhoods. The type and density of housing to be constructed in predominantly residential areas is the issue presented here.

Some areas presently occupied by single-family homes, such as University Avenue and East of Bayshore between Donohoe and the freeway, could be redeveloped at higher, multi-family densities. This would provide much-needed housing. However, the existing housing stock in these areas is basically sound, and introduction of multi-family housing would create a haphazard appearance and may contribute to poorer maintenance of the single-family units.

Similarly, small scattered lots are found in various single-family areas. Infilling of these lots at surrounding densities is the only alternative which would be compatible with existing development.

New multi-family housing could be developed on vacant parcels within areas presently occupied by multi-family units and on larger parcels outside single-family neighborhoods. This approach would not disrupt established single-family areas.

B. LARGE SCALE RESIDENTIAL DEVELOPMENT

East Palo Alto has several large land areas which could accommodate relatively large-scale residential development. These include the 32-acre floricultural area south of O'Connor Street, the Ravenswood High School site, and various portions of the Industrial Park. Introduction of housing development in such areas would provide: (1) new housing opportunities for people with a range of income levels; and (2) new jobs in the community, both in construction and in the commercial sector which would grow to meet the needs of an expanding population. In addition, as shown in a recently-completed study on the fiscal impacts of the Community Plan[1], the community's tax base would benefit as a result of increased sales tax revenues and real estate assessments. On the negative side, large scale residential development could also contribute to traffic congestion, noise, pollution and diminish the amount of land available for agricultural, institutional and industrial use.

Each of these three areas presents unique problems and opportunities. The floricultural lands are discussed separately in Issue F.

1. Ravenswood High School Site

The Ravenswood High School site could accommodate large-scale residential development. Portions or the entire site could be designated for housing at medium to high densities. Development of housing on the entire site, however, would remove an important resource from the community. The existing buildings are in good condition and would be very expensive to replace. The playing fields are an important open space and recreational resource. This issue is discussed in more detail in Chapter 4, Community Resources.

2. Industrial Park

As discussed under Issue D, development of desirable industry in the Industrial Park has been very slow. Unless market conditions change, this area could remain relatively undeveloped. Portions of the Industrial Park, which are not adjacent to heavy industry, could be reserved for possible housing development. New industrial development could be directed to sites adjacent to other industry, in order to preserve these sites. However, this approach would mean the loss of potential jobs for the community. In addition, it would be difficult to locate suitable sites. Existing heavy industries, which are totally incompatible with residential development, are scattered throughout the industrial park. These industries represent substantial capital investment and would be difficult to relocate. Even if suitable sites were found and adequate buffers provided, residential development in the industrial park would appear isolated and the approaches would not be aesthetically pleasing.

C. ESTABLISHMENT OF A COMMERCIAL BASE

East Palo Alto is deficient in the provision of commercial services. Most residents must leave the community to shop for all but the most basic goods and services. The problem is not the amount of land zoned for commercial use. On the contrary, more land is zoned for commercial than the community requires; however, this land is scattered throughout the community. Many commercial sites, including the shopping center at Bay and University, are vacant. This problem could be addressed by focusing commercial development adjacent to existing viable commercial activities. Encouraging development of a "hub" of neighborhood commercial uses at the Bay and University area would form a central business district, increase the tax base, and give East Palo Alto a stronger community identity. Convenience neighborhood shopping facilities should also be provided

at appropriate locations in the community near residential areas. Excess commercial land in other locations should be redesignated for other uses.

D. TYPE AND AMOUNT OF INDUSTRIAL DEVELOPMENT

Traditionally, the amount of land designated as industrial has reflected a community's aspirations for economic development. The Ravenswood Industrial Park has long been planned for industrial development due to its rail access and the need for local employment centers. Development has lagged, however, due to market forces and problems related to vehicular access, appearance, and security. In general, the development which has occurred includes uses such as auto wrecking yards and chemical plants which are not considered desirable in other locations. East Palo Alto could attract more such uses in the future because very little land is available for such uses in the mid-Peninsula area. Alternatively, the community can seek to upgrade the industrial park by phasing out the wrecking yards and attracting higher quality, clean, light industry, such as electronics, research, light assembly, and storage facilities. Such uses would improve the appearance of the area, be more compatible with surrounding uses, and serve as a catalyst for attracting further desirable development.

The study on fiscal impacts of the Community Plan has shown that under Proposition 13, industrial development does not generate as much revenue per acre as office, commercial, or high density residential development.[2] In light of this study and the past difficulties in attracting desirable industrial development to this area, portions of the industrial park could be redesignated for residential uses (see discussion under Issue B: Large Scale Residential Development).

E. RELATIONSHIP OF INDUSTRIAL AND ADJACENT RESIDENTIAL USES

The Ravenswood Industrial Park has a long border with adjoining residential uses, beginning at the northern tip of the community, where the industrial park is separated from University Village by the Southern Pacific rail spur, and continuing south to Weeks Street, where both residential and industrial uses are found, and where the installation of a recycling facility has been a source of continuing friction with the residential neighborhood. Due to their proximity to the industrial park, adjacent residential areas need to be buffered from industrial areas by open space and screening to protect residents from the noise, dust, and congestion common to industrial activity. Uses in this buffer area should be limited to those clearly compatible with residential development.

F. CONTINUATION OF AGRICULTURE IN EAST PALO ALTO

The continued use of land for agriculture in East Palo Alto is in question. The remaining areas in agricultural production are small isolated pockets used for growing cut flowers, surrounded by urban development. Due to their small size, these lands could not be utilized for other agricultural products. Historically, such uses in other urban areas have given way to development due to increasing operating costs, incompatibility with surrounding areas, and increasing property values, which make conversion to other uses attractive. In East Palo Alto, conversion of these lands to residential use would provide needed housing and would increase the tax base.

Many of the agricultural lands in East Palo Alto are under Williamson Act contracts, which restrict their use to agricultural production in return for tax benefits. The County could choose to non-renew these contracts in order to allow them to lapse after ten years. However, this would cause a hardship to present owners and would eliminate an existing source of jobs.

Alternatively, the County could continue to renew Williamson Act contracts annually until the landowners decide to non-renew. In either case, it would appear that development of the Williamson Act lands cannot occur until the ten-year waiting period has passed. Cancellation of these contracts by mutual agreement of the landowners and the County does not appear feasible in light of a recent California Supreme Court decision, which interprets very strictly the statutory criteria for cancellation.

The agricultural lands in East Palo Alto can be designated for their ultimate urban use, but in the case of those lands under the Williamson Act, conversion will probably not occur for at least ten years.

The 32-acre area south of O'Connor Street is situated on excellent soils. Due to the size of this area, methods should be explored for preserving some of these soils for public use. A "land trust," which is a non-profit conservation organization that acquires lands for public use, is such a method. Agricultural lands could be acquired for use as community gardens or recreational open space.

G. MITIGATION OF ADVERSE ENVIRONMENTAL IMPACTS

Implementation of the Draft Community Plan could result in a variety of adverse environmental impacts, such as dust and erosion during construction, removal of trees, damage to salt marsh habitats, and increased demand on public services, including streets, parks, water, sewerage, and drainage. These impacts are discussed in the Environmental Impact Report (EIR).

The environmental analysis of the Draft Community Plan resulted in a listing of measures which could be taken to mitigate, or lessen, these negative impacts. Many of these measures are reflected in various policies and land use designations of the

Community Plan. Others are procedures or standards which should be part of the development review process. These policies are grouped under the headings: "Development Standards" and "Development Review Process." All policies in the Community Plan which are also EIR mitigation measures are indicated with an asterisk (*).

FOOTNOTES--LAND USE ISSUES

[1]Recht Hausrath and Associates, Economics and Fiscal Impact Analysis of the East Palo Alto Community Plan, March, 1981.

[2]ibid.

III. POLICIES

RESIDENTIAL LAND USE

7.1 Development in Single-Family Areas

Designate as Medium Density Residential those blocks within residential areas where most of the existing buildings are single-family residences.

7.2 Development in Multi-Family Areas

Designate as Medium High or High Density Residential those blocks within residential areas where most of the existing buildings are multi-family residences.

7.3 Development of Large Vacant Parcels

Designate as Medium High or High Density Residential areas which are adjacent to residential neighborhoods and are mostly vacant and large enough to accommodate development at this density without disrupting adjacent residential areas.

7.4 Potential Residential Development in the Industrial Park

Encourage the preservation of sites in the industrial park for possible residential use in the future. These sites should be sufficiently isolated from heavy industrial development and large enough to accommodate a well-designed residential development with adequate buffers from surrounding uses.

7.5 Residential Development on the High School Site

Designate the portion of the high school site south of

---

*Indicates policy which is EIR mitigation measure.

O'Connor Street as Medium-High Density residential as established in Policy 4.2.

COMMERCIAL LAND USE

7.6 Establishment of a Central Business District

Concentrate the majority of new commercial facilities in the vicinity of the University Avenue and Bay Road intersection in order to form a strong central shopping district for East of Bayshore neighborhoods.

7.7 Redevelopment of the Shopping Center at Bay and University

Encourage the redevelopment of the Nairobi Shopping Center as a neighborhood shopping center until such time that population growth can support a community shopping center.

7.8 Neighborhood Shopping Facilities

Provide neighborhood shopping facilities at appropriate locations such as major intersections with convenient automobile, pedestrian, and bicycle access. Existing neighborhood shopping facilities should be strengthened at Clarke and Bay, Pulgas and East Bayshore, Newell and West Bayshore, the University Avenue complex West of Bayshore, and Willow and Newbridge.

7.9 Commercial Development Along University Avenue

Limit commercial development along University Avenue north of the Bayshore Freeway to the first block and a half in order to prevent strip commercial development.

7.10 Office and Commercial Development Along East Bayshore

Plan for the development of professional offices along East of Bayshore frontage road. Designate the two-block vacant area between Menalto and the Willow Road interchange as General Commercial.

7.11 Appearance of Commercial Development

Enhance the appearance of new commercial facilities by encouraging quality site planning, architectural design, and landscaping which is compatible with surrounding land uses.

7.12 Appearance of Existing Commercial Development

Where appropriate, improve the appearance of existing commercial centers through landscaping, utility undergrounding, architectural renovation, and expanding parking facilities. Encourage the landscaping of existing commercial areas to screen and buffer surrounding land uses.

7.13 Residential Development in Commercial Zones

Permit residential development in commercial zones only as part of a mixed use project.

INDUSTRIAL LAND USE

7.14 Designation of Ravenswood Industrial Park

Where suitable, designate specific areas within the boundaries of the existing Ravenswood Industrial Park as Heavy Industrial, General Industrial, or Industrial Buffer.

* 7.15 Designation of Industrial Buffer

In areas where industry is adjacent to residential areas, designate the first parcel in the industrial area as Industrial Buffer.

* 7.16 Establish Industrial Buffer District

Establish within the County Zoning Ordinance a new Industrial Buffer district. Permit the following uses within this district: offices, administration, and research. Prohibit manufacturing, assembling, materials handling, and storage. Restrict access to employees and visitors and provide adequate on-site parking. Do not permit truck traffic on streets separating Industrial Buffer from Residential zones. Require landscaped setbacks.

* 7.17 Heavy Industrial Areas

Designate as Heavy Industrial only the three sites in the industrial park presently in heavy industrial use.

7.18 General Industrial

Designate the remaining area of the industrial park as General Industrial.

* 7.19 Light Industrial District

Revise the portion of the County Zoning Ordinance relating to Light Industrial districts (M-1 zone). Limit uses permitted within this district to clean research, assembly, and storage activities. Establish performance criteria for evaluating projects proposed within this district.

7.20 Phasing Industrial Development

Locate new industrial development in the industrial park on parcels adjacent or near to existing industrial development. Withhold public subsidies from projects which do not conform with this policy in order to preserve isolated industrial parcels for possible residential use in the future (see Policy 7.4).

7.21 Eliminate Auto Wrecking Yards

Continue to support the phasing out and relocation of the automobile wrecking yards in the industrial park and the redevelopment of these areas.

AGRICULTURAL LAND USE

7.22 Williamson Act Contracts

Recommend that the Board of Supervisors continue to renew Williamson Act contracts in East Palo Alto annually until the landowners submit a notice of non-renewal.

7.23 Conversion of Agricultural Lands

Allow the conversion of agricultural lands in East Palo Alto to urban uses.

7.24 Land Use Designations of Agricultural Lands

Designate all agricultural lands for their ultimate land use, as defined in Policies 7.1, 7.3, and 7.18 above. Designate the 32-acre area south of O'Connor Street, between Clarke and Pulgas Avenues as Medium High Density Residential. Designate all smaller agricultural areas in

the large lot area as Medium Density Residential. Designate agricultural lands in the industrial park as General Industrial.

7.25 Planned Unit Development

Encourage the development of the 32-acre floricultural area south of O'Connor Street as a planned unit development in order to maximize open space and provide recreational opportunities.

7.26 Land Trust

Encourage acquisition of a portion of the floricultural area by a land trust for community gardens or public open space.

DEVELOPMENT STANDARDS

* 7.27 Geology, Soils, and Seismicity

a. Require that new structures in East Palo Alto adhere to policies of the County's Seismic and Safety Element and provisions of the Building Code relating to seismic safety.

b. Require a geotechnical investigation prior to construction if warranted by site conditions.

* 7.28 Hydrology and Water Quality

a. Adopt a flood damage prevention ordinance which would require: (1) proper anchoring of structures, (2) use of construction materials and methods that will minimize flood damage, (3) adequate drainage for new

development, and (4) the location and design of new or replacement utility systems to prevent flood loss.

b. Require new construction in Zone A flood hazard areas to design foundations for the 100-year flood.

c. Require developers of the industrial park to submit a drainage plan for approval showing how surface runoff would be handled and minimizing water quality impacts on receiving waters.

DEVELOPMENT REVIEW REQUIREMENTS

* 7.29 Erosion and Dust Control

Require as a condition of development approval, adherence to appropriate erosion and dust control measures, including: (1) sprinkling construction areas with water twice a day; (2) suspending earth-disturbing operations during periods when wind speed exceeds 15 miles per hour; and (3) revegetating exposed surfaces as soon as possible.

* 7.30 Protection of Trees

Adhere to the County's Significant Tree and Heritage Tree ordinances in order to protect mature trees in East Palo Alto.

* 7.31 Archaeological Resources

a. Require an archaeological investigation as part of the environmental review process for proposed new construction. When known archaeological sites exist within 1/2 mile of a project site, require a site reconnaissance by a qualified archaeologist.

b. Adhere to established procedures for immediately halting any earth-disturbing activity in the event archaeological resources are encountered and consulting a qualified archaeologist.

* 7.32 Noise Mitigation

Require noise mitigation procedures in development approval, where residential development is proposed in areas with noise levels greater than 60 CNEL.

APPENDICES

APPENDIX A

AN ORDINANCE AMENDING SECTION 6102.29 OF PART ONE OF DIVISION VI OF THE SAN MATEO COUNTY ORDINANCE CODE (ZONING ANNEX)

* * * * * * * * * * * * * *

The Board of Supervisors of the County of San Mateo, State of California, DO ORDAIN as follows:

Section 1. Section 6102.29, Definition of Dwelling, One Family, of Part One of Division VI of the San Mateo County Ordinance Code is hereby amended to read as follows:

Section 6102.29. Dwelling, One-Family (Single-Family Residence)

(a) A building containing exclusively a single dwelling unit and built to the specifications of the Uniform Building Code (UBC) or a mobilehome containing exclusively a single dwelling unit, built to the Federal Department of Housing and Urban Development (HUD) Construction Standards, on a permanent foundation system, pursuant to Section 18551 of the Health and Safety Code.

(b) All One-Family Dwellings:

1. Shall have a minimum width of 18 feet as measured by the narrowest elevation;

2. Shall not have siding which is highly reflective;

3. Shall not have finished roofing material which is highly reflective except for the employment of solar energy devices;

4. Where perimeter foundations are not installed, screening of the underfloor area shall be provided to conceal plumbing, conduit and underfloor insulation materials. Where the floor level is less than or equal to three feet above grade, screening shall extend to the ground, taking into consideration building code requirements.

5. Shall not have screening material which is highly reflective or incompatible with siding material.

Section 2. This Ordinance shall be in full force and effect thirty (30) days after its passage.

APPENDIX B

STANDARDS FOR RECREATION AREAS

Type of Area	Acres Per 1,000 Population	Size of Site		Radius of Area Served
		Ideal	Minimum	
Playgrounds	1.5	4 acres	2 acres	0.5 miles
Neighborhood Parks	2.0	10	5	0.5
Playfields	1.5	15	10	1.5
Community Parks	3.5	100	40	2.0
District Parks	2.0	200	100	3.0
Regional Parks and Reservations	15.0	500-1,000	varies	10.0

Source: George Nez, Standards for New Urban Development--The Denver Background, Reprinted by Permission of Urban Land, Vol. 2, No. 5; Urban Land Institute, 1200 18th Street, N.W., Washington, DC.

APPENDIX C

TYPES OF COMMERCIAL FACILITIES

In discussing commercial facilities it is important to distinguish between Regional, Community, and Neighborhood Shopping Centers. In terms of East Palo Alto only the latter two are relevant; regional shopping centers require a minimum support population of 150,000.

1. Neighborhood Shopping Center

A neighborhood shopping center is for the sale of convenience goods and personal services, and normally includes a supermarket and drugstore. The minimum support population is 4,000, with the service radius being one half mile. A neighborhood shopping center contains a variety of between five and twenty stores and shops. In addition to a food store and a drug store, standard stores found in a neighborhood shopping center could include a stationery store, restaurant, barber shop, beauty parlor, laundry and dry cleaning store, hardware, and a service station.

2. Community Shopping Center

The function of the community shopping center is the same as that of the neighborhood shopping center but is extended to a larger variety of available shopping goods. The community shopping center requires a minimum support population of 35,000 and has a service radius of two miles. The leading tenant of the community shopping center is usually a junior department store. In addition the center is normally thought to contain a florist, radio and TV repair, children's shoes, gifts, candy, liquor, women's apparel, restaurant, book store, children's wear and toys, athletic goods shop, and some professional offices. A movie theater may be included and a bank and post office should be included if they are not available elsewhere in the community. The accompanying table is a summary of the characteristics of these three levels of shopping centers.

CHARACTERISTICS OF SHOPPING CENTERS

COMMERCIAL FACILITIES

Shopping Centers**

	Neighborhood Center*	Community Center*	Regional Center*
1. Major function	Sale of convenience goods and personal services	Some functions of the Neighborhood Center plus sale of shopping goods (wearing apparel, appliances, etc.)	Some functions of Community Center plus sale of general merchandise, apparel, furniture, etc.
2. Leading tenants	Super market and drugstore	Variety store and small dept. store	One or more large, major dept. stores
3. Location	Intersection of collector streets a/c secondary roads	Intersections of major roads and/or expressways	Intersections of expressways and/or freeways
4. Radius of service area	½ mile	2 miles	4 miles
5. Min. population to support center	4,000	35,000	150,000
6. Site area (gross land area)	4-8 acres	10–30 acres	40–100 acres and over
7. Desirable maximum size of center as percentage of total area served	1.25% (1 acre/1,000 pop.)	1.00% (0.75 acres/1,000 pop.)	0.50% (0.67 acres/1,000 pop.)
8. Ranges of Gross Floor Area	30,000–75,000 sq. ft.	100,000–250,000 sq. ft.	400,000–1,000,000 sq. ft.
9. Number of stores and shops	5–20	15–40	40–80
10. Parking requirements***	Parking ratio: 4 to 1 (Parking area is four times gross floor area of building; 400 sq. ft. per parking space) 200–600 spaces	1,000–3,000 spaces	4,000 spaces and over

* "A group of commerical establishments, planned, developed, owened, and managed as a unit, with off-street parking provided on the property (in direct ratio to the building area), and related in size (gross floor area) and type of shops to the trade area that the unit serves—generally in an outlying or suburban territory." Definition of the Community Builders Council, ULI.

** The Community Builders Council, ULI offers the following indicators for types and sizes in Shopping Centers (see Community Builders Handbook, Executive Edition, 1960, page 217).

Average Gross Leasable Area	50,000 sq. ft.	150,000 sq. ft.	400,000 sq. ft.
Ranges in GLA	30,000–100,000 sq. ft.	100,000–300,000 sq. ft.	300,000 to over 1,000,000 sq. ft.
Usual Minimum Site Area	4 acres	10 acres	30 acres
Minimum Support	7,500 to 40,000 people	40,000 to 150,000 people	100,000 or more people

*** The CBC recommends a parking ratio of 3 sq. ft. of parking area to 1 square foot of gross floor area be used for planning calculations only. For operations the parking index is more realistic (see Community Builders Handbook, Executive Edition, 1960, pages 300–305).

SOURCE: George Nez, Standards for New Urban Development—The Denver Background, Reprinted by Permission of Urban Land, Vol 20, No 5 Urban Land Institute, 1200 18th Street, N. W., Wash. D. C.

APPENDIX D

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ENVIRONMENTAL IMPACT REPORT

DRAFT ENVIRONMENTAL IMPACT REPORT

EAST PALO ALTO COMMUNITY PLAN

JULY 1981

SCH #80080519

PREPARED BY

DEPARTMENT OF ENVIRONMENTAL MANAGEMENT
PLANNING AND DEVELOPMENT DIVISION SAN MATEO COUNTY

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1. Introduction

Under the California Environmental Quality Act, preparation of a Community Plan is considered a "project" subject to the environmental review process. In July 1980, an initial study was conducted, and it was determined that adoption of a new Community Plan for East Palo Alto could have a significant effect on the environment and that an environmental impact report (EIR) should be prepared. The initial study appears in Section 8.

Adoption of a Community Plan establishes public policies concerning land use, which are generally implemented through zoning and other land use controls. A Community Plan also includes policies relating to housing, economic development, transportation, and community services and facilities, which are implemented by other public agencies. Preparation of a Community Plan does not of itself lead to construction of projects, although developments may subsequently be proposed which conform to the land use policies of the Community Plan. These projects will each become subject to the environmental review process. The major emphasis of this EIR, therefore, is an evaluation of cumulative effects which will ultimately result from adoption of the proposed Community Plan and its policies.

The following excerpt from the General Plan Guidelines prepared by the State Office of Planning and Research discusses the relationship of the Community Plan and EIR:

> "Although a general plan and an EIR on a general plan are legally distinct, they overlap extensively; they must address many of the same concerns and the processes for preparing them are similar. A thorough process for preparing or revising an entire general plan will cover virtually every substantive requirement of an EIR. For this reason, environmental assessment should be an

integral part of preparing or revising a general plan, not an after-the-fact exercise."[1]

The preparation of the East Palo Alto Community Plan and EIR has adhered to these guidelines. The environmental features evaluated in the EIR are those found in the initial study to be potential areas of impact. Since the same data base was used in both the Community Plan and the EIR, relevant background information in the Community Plan is referenced in the EIR. The discussion of environmental impacts provides, to the extent possible, a comparison of the Community Plan with three alternatives. Mitigation measures relating to environmental impacts of the Community Plan are presented in general terms in the EIR, and are referenced to more specific policies in the Community Plan. Relating mitigation measures (EIR) to policies (Community Plan) provides a method to approve and implement the mitigation measures.

Table C-1 provides a summary comparison of the relative environmental impacts which would result from the four alternative Community plans. This table shows how the four plans compare with each other under each environmental category; it does not, however, indicate the magnitude of environmental impact. Nor can the various environmental categories be compared with each other. The table merely provides a summary ranking of the four plans based on the analysis in this report.

TABLE C-1

SUMMARY OF ENVIRONMENTAL IMPACTS FOR
FOUR ALTERNATIVE COMMUNITY PLANS

	1981 Draft Plan	1963 General Plan	Residential Community Plan	Maximum Development Plan
Geology, Soils, and Seismicity	□	□	□	□
Hydrology and Water Quality	○	◒	◒	●
Biological Resources	○	◒	◒	●
Community Resources	◒	○	●	◒
Transportation	◒	○	◒	●
Public Works and Facilities	◒	○	●	◒
Air Quality	○	●	◒	◒
Noise	○	◒	◒	●
Cultural Resources	□	□	□	□

Legend: □ No difference among alternatives. ◒ Intermediate Impact
○ Least Impact ● Most Impact

FOOTNOTE--INTRODUCTION

[1]California Office of Planning and Research, General Plan Guidelines (September, 1980), page 40.

2. Description of Project and Alternatives

I. ALTERNATIVE COMMUNITY PLANS

A major function of an EIR is to compare the impacts of a project as proposed with several alternative schemes including no project. Four alternative community plans are presented below for environmental evaluation. The first alternative is no project, or retention of the 1963 General Plan as the guide for future development. The second is the Draft Community Plan. The third alternative emphasizes development of new housing to the maximum extent feasible. The fourth alternative represents the maximum physical development at the community, including housing, business and industry.

A. 1963 GENERAL PLAN

If no new community plan were prepared for East Palo Alto, the 1963 General Plan would continue to serve as the policy for the development of the community. This plan provides for the development of single-family homes throughout the bulk of the remaining developable lands. Multi-family housing would be permitted along University Avenue, the south side of Bay Road between University and Clarke, and the area west of Bayshore. Commercial activity would be located around the intersection of Bay and University, along Willow Road, along University Avenue West of Bayshore and north of the interchange at the Bayshore Freeway. The industrial park in the northeast quadrant of the community would allow for both light and heavy industries. Table C-2 summarizes the major features of the 1963 General Plan.

TABLE C-2

1963 GENERAL PLAN BUILD-OUT

LAND USE (acres)		
Residential		717
Medium Density	581	
Medium High Density	14	
High Density	122	
Commercial and Office		65
Industrial		148
Light Industry	99	
Heavy Industry	49	
Other[1]		427
Total		1,357
HOUSING (units)		
Medium Density	4,900	
Medium High Density[2]	200	
High Density	3,300	
Total		8,400
POPULATION (persons)		
Existing Population	18,200	
Net Additional Population[3]	4,300	
Total		22,500

NOTES:

1. Includes parks, open space, institutional and agricultural lands.

2. Includes mobilehomes and duplex units.

3. Based on projected average household sizes:

   3.5 persons per medium density unit
   3.0 persons per medium-high density unit
   2.2 persons per high density unit

B. 1981 DRAFT COMMUNITY PLAN

This plan was prepared by the County Planning Division and initially published in November, 1980. The draft plan seeks to upgrade the physical condition and appearance of the community through the phased development of diverse housing types, office and commercial development, and a light industrial area. A buffer zone would separate the industrial area from nearby residential areas. Existing residential areas would be permitted to infill at densities similar to surrounding development. Major new housing would be permitted at the Ravenswood High School site and the floricultural area. Commercial development would be concentrated along University Avenue with convenience shopping in some neighborhoods. New industry would be limited to uses such as research, warehousing, and clean industry. Table C-3 summarizes the major features of the Draft Community Plan.

C. RESIDENTIAL COMMUNITY PLAN

This alternative would emphasize the development of housing in East Palo Alto in preference to all other land uses. It would make East Palo Alto a "bedroom community" whose residents worked and shopped in other areas, and would respond to the current demand for more housing in the mid-Peninsula. Under this alternative plan, high density housing would be permitted on the floricultural site and as infill in the large lot area. Single-family development would occur on the high school site, and residential development would also be permitted along University Avenue and in the industrial park. Table C-4 summarizes the main elements of this plan.

D. MAXIMUM DEVELOPMENT COMMUNITY PLAN

This alternative represents full development of East Palo Alto

TABLE C-3

1981 DRAFT COMMUNITY PLAN BUILD-OUT

LAND USE (acres)		
Residential		790
Medium Density	605	
Medium High Density	98	
High Density	87	
Commercial and Office		41
Industrial		130
General Industrial	89	
Heavy Industrial	18	
Industrial Buffer	23	
Other[1]		396
Total		1,357
HOUSING (units)		
Medium Density	4,800	
Medium High Density	1,200	
High Density	3,400	
Total		9,400
POPULATION (persons)		
Existing Population	18,200	
Net Additional Population[2]	7,200	
Total		25,400

NOTES:

1. Includes parks and recreation, open space and conservation and institutional lands.

2. Based on projected average household sizes:

   3.5 persons per medium density unit
   3.0 persons per medium-high density unit
   2.2 persons per high density unit

TABLE C-4

"RESIDENTIAL COMMUNITY" PLAN BUILD-OUT

LAND USE (acres)		
Residential		881
Medium Density	513	
Medium High Density	123	
High Density	245	
Commercial and Office		42
Industrial		53
General Industrial	39	
Heavy Industrial	14	
Other[1]		381
Total		1,357
HOUSING (units)		
Medium Density	3,900	
Medium High Density	1,600	
High Density	8,900	
Total		14,400
POPULATION (persons)		
Existing Population	18,200	
Net Additional Population[2]	20,300	
Total		38,500

NOTES:

1. Includes parks and recreation, open space and conservation and institutional lands.

2. Based on the following projected average household sizes:

   3.5 persons per medium density unit
   3.0 persons per medium-high density unit
   2.2 persons per high density unit

in a broad range of land uses. For purposes of environmental analysis, it presents the maximum impact on the community and surrounding areas. Under this plan, high density residential development would occur at the high school site. The large lot area would be infilled at high density. A commercial/office development would be permitted on the floricultural lands, and commercial development would occur along University Avenue between Bay Road and Highway 101. The industrial park would be developed with light industry, and a marina would be constructed at Cooley Landing. Table C-5 presents the major elements of this plan.

II. AREAS WITH MAJOR LAND USE OPTIONS

Six areas in East Palo Alto have relatively large vacant areas, which present major land use options. Those are the industrial park, Cooley Landing, the large lot area, the floricultural area, the high school site, and the University Avenue corridor (See Figure C-1). Development can also occur in other portions of the community, but it would be infill in nature. The four alternative community plans discussed above are based on various land uses in these six areas. Table C-6 shows the land uses assigned to each of the six areas under the four community plan alternatives. These land use alternatives are described in more detail below. Because of the scale and nature of development possible in these six areas, most environmental impacts associated with each of the four community plan alternatives would be generated in these areas.

A. INDUSTRIAL PARK

This 148-acre area is presently zoned in accordance with the 1963 General Plan, 2/3 for light industry and 1/3 for heavy industry. Present industrial development is limited and scattered. Auto wrecking yards are the predominant land use. The alternatives for this area are:

TABLE C-5

"MAXIMUM DEVELOPMENT" PLAN BUILD-OUT

LAND USE (acres)		
Residential		758
Medium Density	485	
Medium High Density	42	
High Density	231	
Commercial and Office		86
Industrial		132
General Industrial	119	
Heavy Industrial	13	
Other[1]		381
Total		1,357
HOUSING (units)		
Medium Density	3,700	
Medium High Density	200	
High Density	8,400	
Total		12,300
POPULATION (persons)		
Existing Population	18,200	
Net Additional Population[2]	14,000	
Total		32,200

NOTES:

1. Includes parks and recreation, open space and conservation and institutional lands.

2. Based on the following projected average household sizes:

   3.5 persons per medium density unit
   3.0 persons per medium-high density unit
   2.2 persons per high density unit

TABLE C-6

LAND USES AT SIX ENVIRONMENTAL IMPACT AREAS UNDER FOUR COMMUNITY PLAN ALTERNATIVES

ALTERNATIVE PLAN / AREA	1981 DRAFT PLAN	1963 GENERAL PLAN	RESIDENTIAL COMMUNITY PLAN	MAXIMUM DEVELOPMENT PLAN
Industrial Park	Light Industry (except for 3 existing Heavy Industrial)	Light and Heavy Industry	Medium High Residential (except for existing industrial areas)	Light Industry (same as 1981 Draft Plan)
Cooley Landing	Marina	Marina	No Project	Marina
Large Lot Area	Infill at Medium to High Densities	Infill at Medium Density	High Density	High Density
High School Site	Institutional/Residential (Medium High Density)	Institutional	Medium Density Residential	High Density Residential
Floricultural Area	Medium High Density Residential	Floriculture	High Density Residential	Commercial/Office
University Avenue Corridor	Commercial/Residential (Medium Density)	Commercial/Residential Redevelopment (High Density)	Commercial/Residential Redevelopment (High Density)	All Commercial

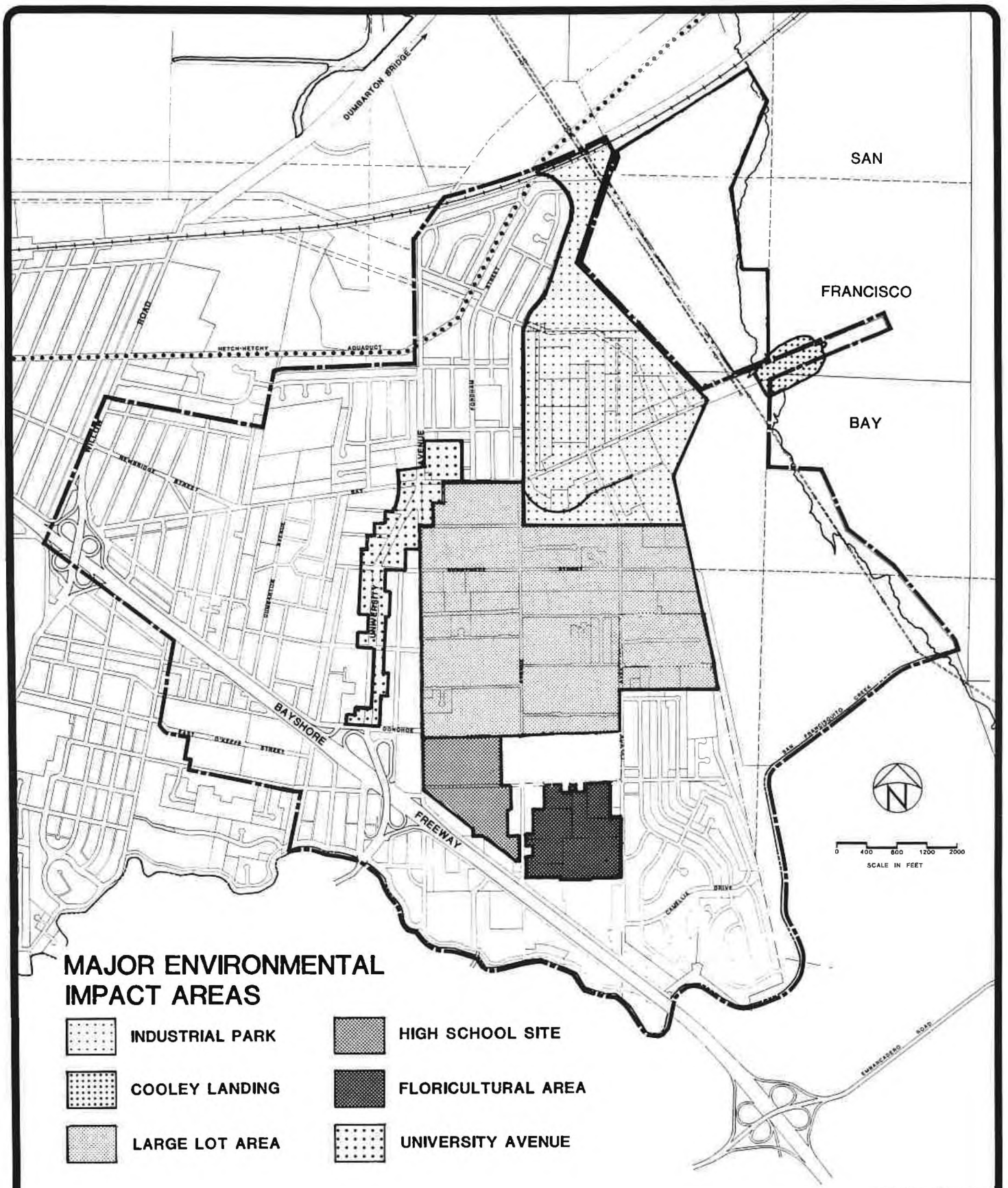


FIG. C-1

EAST PALO ALTO COMMUNITY PLANNING PROGRAM

PLANNING AND DEVELOPMENT DIVISION · DEPARTMENT OF ENVIRONMENTAL MANAGEMENT · COUNTY OF SAN MATEO · CALIFORNIA

1. Retain the designations of the 1963 General Plan;

2. Limit heavy industry to the three sites presently in such use and permit light industrial development in the remainder of the industrial park;

3. Allow residential development in all areas not presently committed to heavy industrial use (with appropriate buffer zones).

The planning implications of each of these alternatives are shown in Table C-7.

B. COOLEY LANDING

A marina has been proposed for Cooley Landing in the Countywide Boating Facilities Study (1977) and is also shown on the Master Plan of the Bay Conservation and Development Commission. A study on the feasibility of a marina was recently completed. The alternatives for Cooley Landing are:

1. Develop a marina, along with associated commercial and recreational development;

2. No project.

The project site is the peninsula at Cooley Landing and the area immediately to the north. A marina at this site would include 300 berths and would generate approximately 1,700 automobile trips per day.

C. LARGE LOT AREA

The former Weeks Poultry Colony to the east of Cooley Avenue contains many large lots in the interior of the blocks, which could accommodate additional residential development. Other

TABLE C-7

COMPARISON OF LAND USE ALTERNATIVES FOR INDUSTRIAL PARK

Alternatives	Population Increase	New Housing Units	New Jobs	Automobile Trips Generated
1963 General Plan	0	0	1,170	5,000
All Light Industry	0	0	1,970	5,100
Residential Development	4,200	1,400	0	8,000

NOTES: The following assumptions were used in developing this table:

1. Jobs - estimates by Recht Hausrath and Associates, Economic and Fiscal Impact Analysis of the East Palo Alto Community Plan, April, 1981.

2. Industrial Development - 80.5 acres developable; 15 acres developable tidelands.

3. Residential Development - 80.5 acres developable at 17.4 units per gross acre; average household size: 3 persons.

4. Trip Generation - 5.7 trip ends/day/unit for apartments; 79 trip ends/day/net acre for heavy industry; 64 trip ends/day/net acre for light industry. Source: State of California Department of Transportation, District 4, "12th Progress Report on Trip Ends Generation," December, 1979.

types of development are not considered appropriate, since the existing development is almost entirely residential and agricultural. The alternatives for this area are:

1. Allow infill in vacant areas at medium densities (up to 8.7 units per acre), similar to surrounding areas with additional sites for medium-high and high density development (up to 17.4 and 34.9 units per acre respectively) as shown in the proposed land use plan.

2. Allow infill of vacant areas at high densities (apartments and other multi-family developments);

3. Allow infill only at medium densities as shown in the 1963 General Plan.

The planning implications of each of these three alternatives are shown in Table C-8.

D. HIGH SCHOOL SITE

The site of the former Ravenswood High School is presently underutilized, and the Sequoia Union High School District is seeking some disposition of the property. Although public agencies have first priority for acquisition of the site, no feasible institutional use has been found to date. The following are alternative uses:

1. Retain the entire site in institutional use;

2. Allow both institutional and residential uses on the site;

3. Develop the entire site with single-family homes;

4. Develop the entire site with multi-family housing.

TABLE C-8

COMPARISON OF ALTERNATIVES FOR LARGE LOT AREA

Alternative	Population Increase	New Housing Units	Automobile Trips Generated
Infill at Medium Density	3,500	1,000	9,500
Infill at Medium, Medium-High, and High Densities	4,200	1,300	11,000
Infill at High Density	9,200	4,200	24,000

NOTES: The following assumptions were made in developing this table:

1. "Medium Density" means 8.7 units per acre and an average household size of 3.5 persons.
2. "Medium-High Density" means 17.4 units per acre and an average household size of 3 persons.
3. "High Density" means 34.9 units per acre and an average household size of 2.2 persons.
4. Trip Generation - 9.5 trip ends/day for single-family units; 5.7 trip ends/day/unit for multi-family units. Source: State of California (op. cit.).

The planning implications of these alternatives are shown in Table C-9.

E. FLORICULTURAL LANDS

Approximately 32 contiguous acres of agricultural lands are located south of O'Connor Street, between Clarke and Pulgas Avenues. Historically, such uses in urban areas have given way to development due to rising land values. The flower growers in this area are also confronted with increasing energy costs. Alternatives for this area are:

1. Continue agricultural uses;

2. Develop the site at medium high density (8.8 to 17.4 units per acre);

3. Develop the site at high density (17.5 to 34.9 units per acre);

4. Develop commercial and office uses on the site.

The planning implications of these alternatives are shown in Table C-10.

F. UNIVERSITY AVENUE CORRIDOR

Much of the commercial development east of Bayshore is located along University Avenue, including the largely vacant shopping center at Bay and University. The extension of University Avenue to become a connector to the Dumbarton Bridge is expected to provide a stimulus for further development along this corridor. Alternative development patterns for University Avenue are:

TABLE C-9

COMPARISON OF ALTERNATIVES FOR HIGH SCHOOL SITE

Alternatives	Population Increase	New Housing Units	New Jobs	Automobile Trips Generated
All Institutional	0	0	100	1,300
Institutional/Residential	900	300	250	3,100
All Single-Family Residential	900	250	0	2,400
All Multi-Family Residential	2,200	1,000	0	5,700

NOTES: The following assumptions were made in developing this table:

1. Under the "institutional/residential" alternative, approximately 18 acres of the 28.5-acre site would be developed at 17.4 dwelling units per net acre with an average household size of 3.

2. Under the "all single family residential" alternative, the entire site would be developed at 8.7 dwelling units per net acre, with an average household of 3.5.

3. Under the "multi-family residential" alternative, the entire site would be developed at 34.9 dwelling units per net acre, with an average household of 2.2.

4. Trip Generation Factors - 9.5 trip ends/day for single-family units; 5.7 trip ends/day for multi-family units. Source: State of California (op. cit.).

5. Jobs - estimates by Recht Hausrath and Associates, Economic and Fiscal Impact Analysis of the East Palo Alto Community Plan (April, 1981).

TABLE C-10

COMPARISON OF ALTERNATIVES FOR FLORICULTURAL SITE

Alternatives	Population Increase	New Housing Units	New Jobs	Automobile Trips Generated
Floricultural	0	0	0	Minimal
Medium-High Density Residential	1,800	600	0	3,400
High-Density Residential	2,400	1,100	0	6,300
Office/Commercial	0	0	2,800	10,500

NOTES: The following assumptions were made in developing this table:

1. Medium-high density residential development would be at 17.4 units per acre with an average household size of 3 persons.

2. High-density residential development would be at 34.9 units per net acre with an average household size of 2.2 persons.

3. Trip Generation Factors: 9.5 trip ends/day for single-family units; 5.7 trip ends/day for multi-family units; 15 trip ends/day per 1,000 square feet of commercial office space. Source: State of California (op. cit.).

4. Jobs - estimates by Recht Hausrath and Associates, Economic and Fiscal Impact Analysis of the East Palo Alto Community Plan (April, 1981).

1. Allow commercial development along the entire corridor up to the shopping center;

2. Allow commercial development in the southern portion and retain residential development in the northern portion south of Bay Road;

3. Redevelop at high density residential except for existing commercial areas.

The planning implications of these alternatives are shown in Table C-11.

TABLE C-11

COMPARISON OF ALTERNATIVES FOR UNIVERSITY AVENUE CORRIDOR

Alternatives	Population Increase	New Housing Units	New Jobs	Automobile Trips Generated
All Commercial	0	0	720	12,300
Commercial/Residential	30	8	490	1,000
Commercial/High Density Residential	800	350	310	4,200

NOTES: The following assumptions were made in developing this table:

1. Infill residential development would be at medium density with 3.5 persons per household; high density residential would be at 34.9 units per acre with 2.2 persons per household.

2. Trip generation factors: 9.5 trip ends/day for single-family units; 5.7 trip ends/day for multiple-family units; 949 trip ends/day per net acre shopping center. Source: State of California (op. cit.).

3. Jobs - estimates by Recht Hausrath and Associates, Economic and Fiscal Impact Analysis of the East Palo Alto Community Plan, April, 1981.

3. Environmental Setting, Impacts and Mitigation Measures

I. GEOLOGY, SOILS AND SEISMICITY

A. SETTING

East Palo Alto is underlain by alluvial sediments, consisting of clays, sands, and gravels. Surficial soils found in the community generally fall within three categories: Zamora-Pleasanton Association, Sunnyvale-Castro Association, and the Reyes-Alviso Association (Figure C-2). Development of remaining open areas is generally feasible from an engineering and geologic viewpoint following individual site investigations.

East Palo Alto is on the northern edge of an area which experienced about 2.5 feet of subsidence[1] since 1934 due to the withdrawal of underground water. A groundwater recharge program was implemented in the Santa Clara Valley that has virtually eliminated subsidence in the East Palo Alto area. There seems to be little likelihood of further subsidence under present groundwater management practices.[2]

East Palo Alto lies in an area which is susceptible to the effects of earthquake activity. Four major faults are located sufficiently near to have the potential to shake the area during an earthquake. Table C-12 gives the location and maximum recorded (Richter Scale Magnitude) or inferred earthquake for each of the faults, and Figure C-3 shows their regional location in relationship to East Palo Alto.

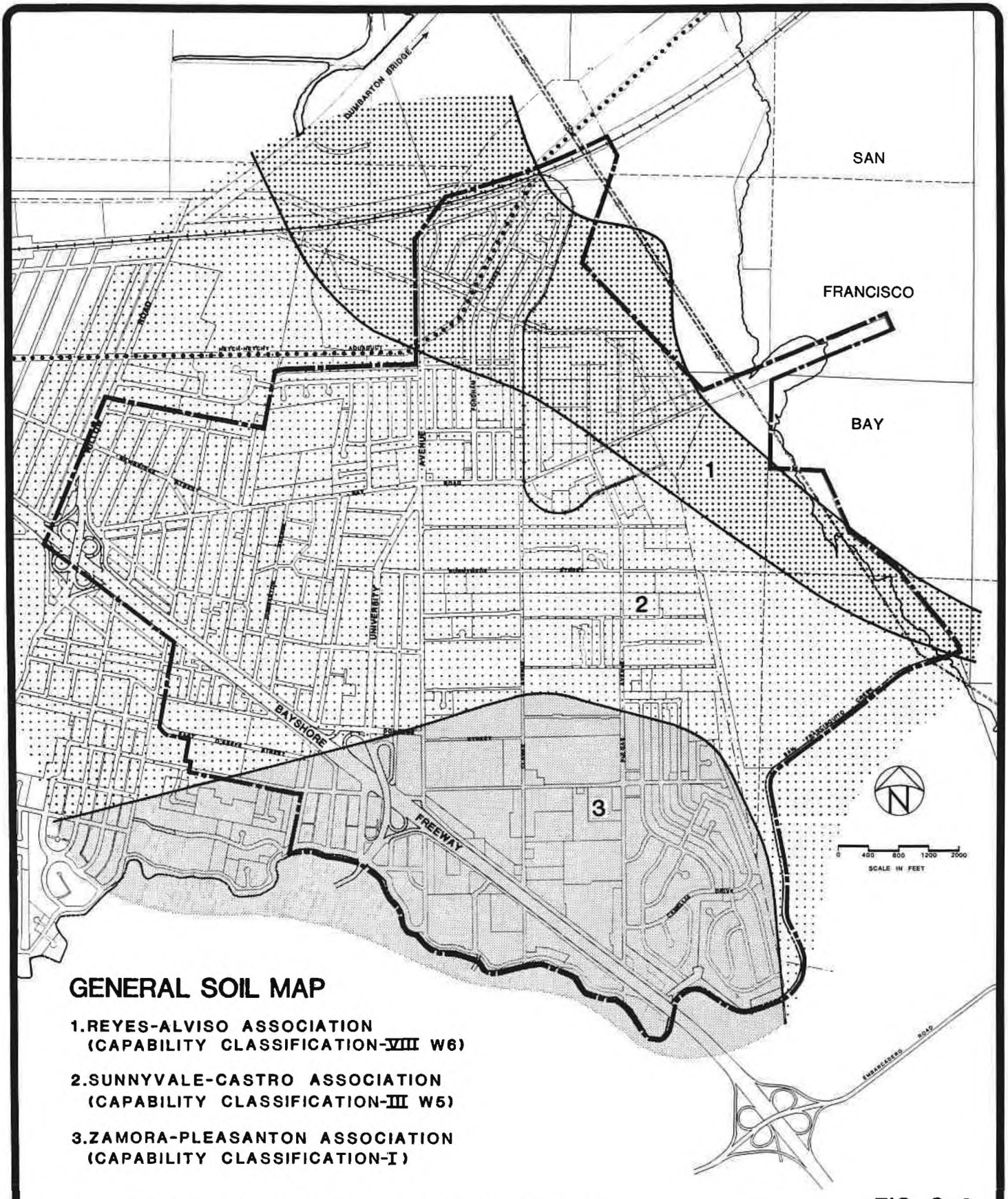
The most damaging potential earthquake for East Palo Alto would likely be produced by the San Andreas Fault. The maximum predicted earthquake on this fault is 8+ on the Richter Scale. An earthquake of this magnitude could potentially cause severe

TABLE C-12

ACTIVE FAULTS IN THE EAST PALO ALTO VICINITY

Fault	Approximate Distance from East Palo Alto	Maximum Recorded Earthquake (Richter Magnitude)
San Andreas	10 miles southwest	8.3
San Gregorio/ Seal Cove	20 miles southwest	7.1
Hayward	11 miles northeast	7.0± 1/2
Calaveras	19 miles northeast	6.0

Source: San Mateo County Planning Department, Seismic and Safety Element of the General Plan (1976).



GENERAL SOIL MAP

1. REYES-ALVISO ASSOCIATION
   (CAPABILITY CLASSIFICATION-VIII W6)
2. SUNNYVALE-CASTRO ASSOCIATION
   (CAPABILITY CLASSIFICATION-III W5)
3. ZAMORA-PLEASANTON ASSOCIATION
   (CAPABILITY CLASSIFICATION-I)

SOURCE: U.S.D.A. SOIL CONSERVATION SERVICE 1974

FIG. C-2

EAST PALO ALTO COMMUNITY PLANNING PROGRAM

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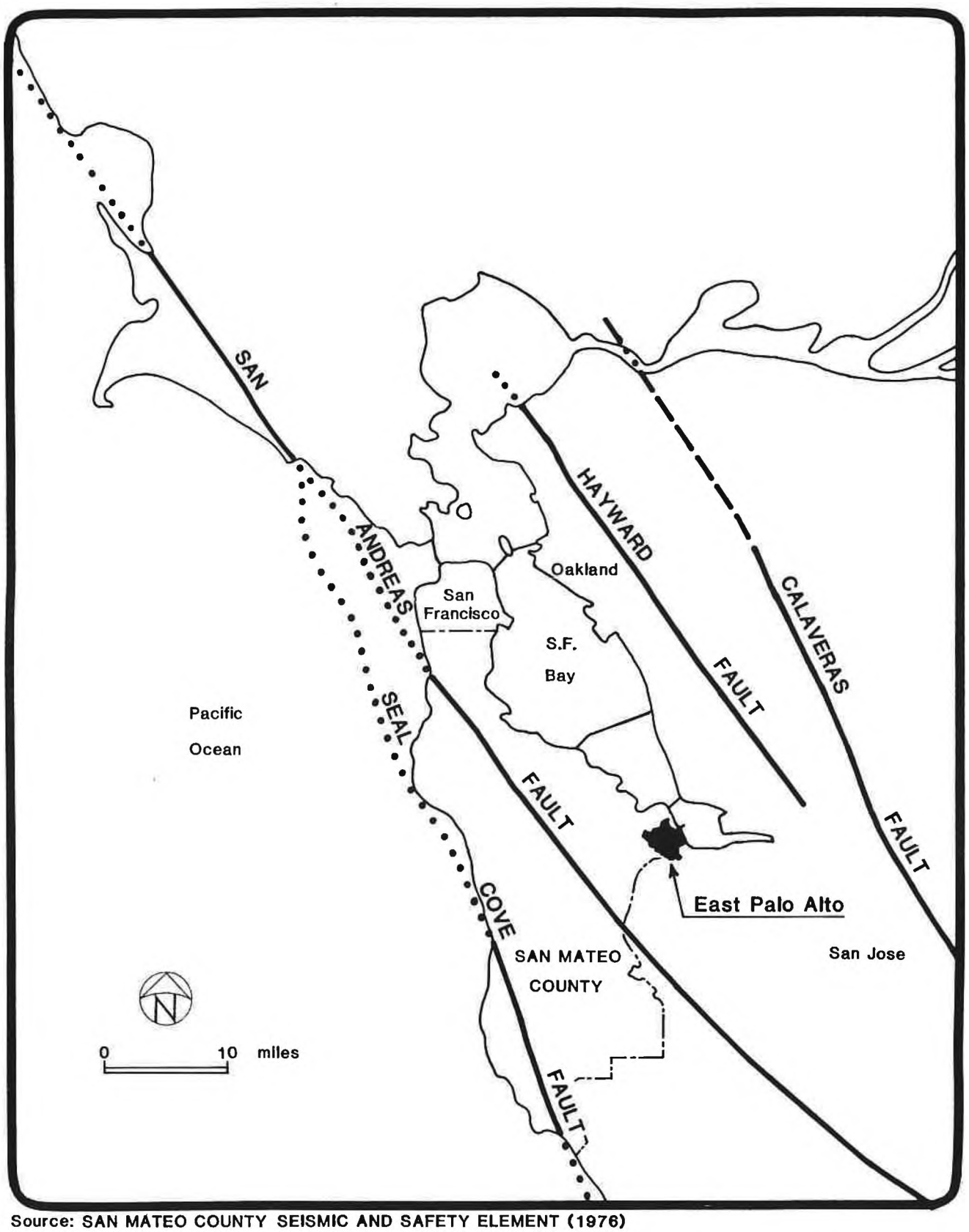

Source: SAN MATEO COUNTY SEISMIC AND SAFETY ELEMENT (1976)

ACTIVE FAULT SYSTEMS IN BAY AREA FIG. C-3

ground shaking in East Palo Alto. The maximum credible earthquake on either the Hayward or Calaveras fault systems would be from 6-7 on the Richter Scale and would occur once every 10 to 100 years. Such an earthquake would probably result in moderate to severe ground shaking on site.

The possibility that a maximum tsunami (tidal wave) resulting from seismic activity in the Pacific Basin would reach the Golden Gate at the same time that a maximum tide occurred is very remote. If this were to occur, the eastern portions of the community would be inundated. It is more probable that the Bayfront levees in East Palo Alto will not be overtopped in the event a tsunami occurred.[3]

B. IMPACT

The following discussion of environmental impacts is applicable regardless of which plan among the alternatives is adopted in East Palo Alto. Since further development is planned in East Palo Alto under all four plan alternatives, the number of people exposed to these hazards would be increased.

In the event of strong ground shaking, damage to buildings, utility lines, and bridges could occur, with resulting access problems and fire potential. Lurching of buildings may occur where weak foundation soils are present with damage to chimneys, masonry and brickwork, foundations, retaining walls, and other rigid elements.

The potential for liquefaction may be present where hydraulic fills or other loose granular materials are present. However, the probability of significant liquefaction or densification is considered remote in East Palo Alto.[4]

C. MITIGATION

The potential for property damage and loss of life posed by the

natural hazards discussed in this section may be mitigated by adhering to the earthquake standards of the building code (Policy 7.27a.) and by requiring geotechnical investigations when appropriate (Policy 7.28b.).

FOOTNOTES--GEOLOGY, SOILS AND SEISMICITY

[1]Sinking or lowering of a part of the earth's crust.

[2]Sedway/Cooke, Draft EIR - East Palo Alto Redevelopment Project Area No. 1 Redevelopment Plan (November, 1973), pp. 14 and 40.

[3]Ibid., p. 40.

[4]A. C. Neufeld, San Mateo County Geologist.

II. HYDROLOGY AND WATER QUALITY

A. SETTING

East Palo Alto is subject to flooding due: (1) to its location on low lying lands adjacent to San Francisco Bay and San Francisquito Creek; (2) the possible accumulation of surface runoff from adjacent communities during storms; and (3) the presence of a high water table (5-10 below ground surface). The three areas prone to inundation are located: (1) between Pulgas Avenue and the Baylands; (2) in a pocket on the western boundary of the community between Willow Road and Menalto Avenue; and (3) along San Francisquito Creek, on the southern boundary of the community. The flood hazard areas in East Palo Alto are depicted in Figure C-4.

The area between Pulgas Avenue and the Baylands and along San Francisquito Creek are in the 100 year flood zone. The Federal Emergency Management Agency classifies these areas as Zone A and requires flood insurance on individual properties and compliance with mandatory management standards. The area between Willow Road and Menalto Avenue is in the 500 year flood zone where flood elevation is one foot or less. The Federal Emergency Management Agency classifies this area as Zone B. Flood insurance is not required here and although management standards are recommended, they are not mandatory.[1]

Four drainage and flood control districts in East Palo Alto maintain a number of levees and ditches to control surface water runoff and tidal influences. However, University Village, most of the Industrial Park and the Baylands are not within a maintenance district. Two drainage ditches, which serve as extensions to the University Village and Demeter Street drainage systems, are enclosed to a point where they become open ditches in the industrial park north of the terminus of Demeter Street. The

ultimate outflow is the San Francisco Bay. The County Roads Department periodically maintains the ditches.

Urban pollutants transported by storm water reduce water quality and biological habitats in the Bay. Because of its low lying location, East Palo Alto may accumulate pollutants from other communities. Typical surface runoff problems in the County are summarized in Table C-13. The extent to which these occur in East Palo Alto is not precisely known.

B. IMPACT

Development in East Palo Alto will result in more impervious surface and increased runoff, thus aggravating the potential for flooding. However, there are a number of improvements proposed to alleviate the problems west of Pulgas Avenue and in the area between Willow Road and Menalto Avenue. The improvements are described in Chapter 6 of the Draft Plan.

In the absence of mitigation measures, flood hazard and surface runoff will increase in the Industrial Park north of Bay Road. The quality of storm water draining into the Bay from this area will worsen. Development of industrial uses could add grease and oil, debris and litter, heavy metals, nutrients and even toxic chemicals to the runoff. Uncontrolled, the increase could affect wildlife and vegetation in the Baylands.

Water quality impacts of the four alternative community plans are primarily impacts associated with surface runoff from impervious surfaces. Runoff in East Palo Alto enters the Bay generally from three areas. West of University the runoff tends northwesterly to Ravenswood Slough. East of Univeristy and south of Bay Road, runoff tends easterly to the Bay. East of University and north of Bay Road, runoff tends north and easterly to the Bay. All four alternatives increase the number

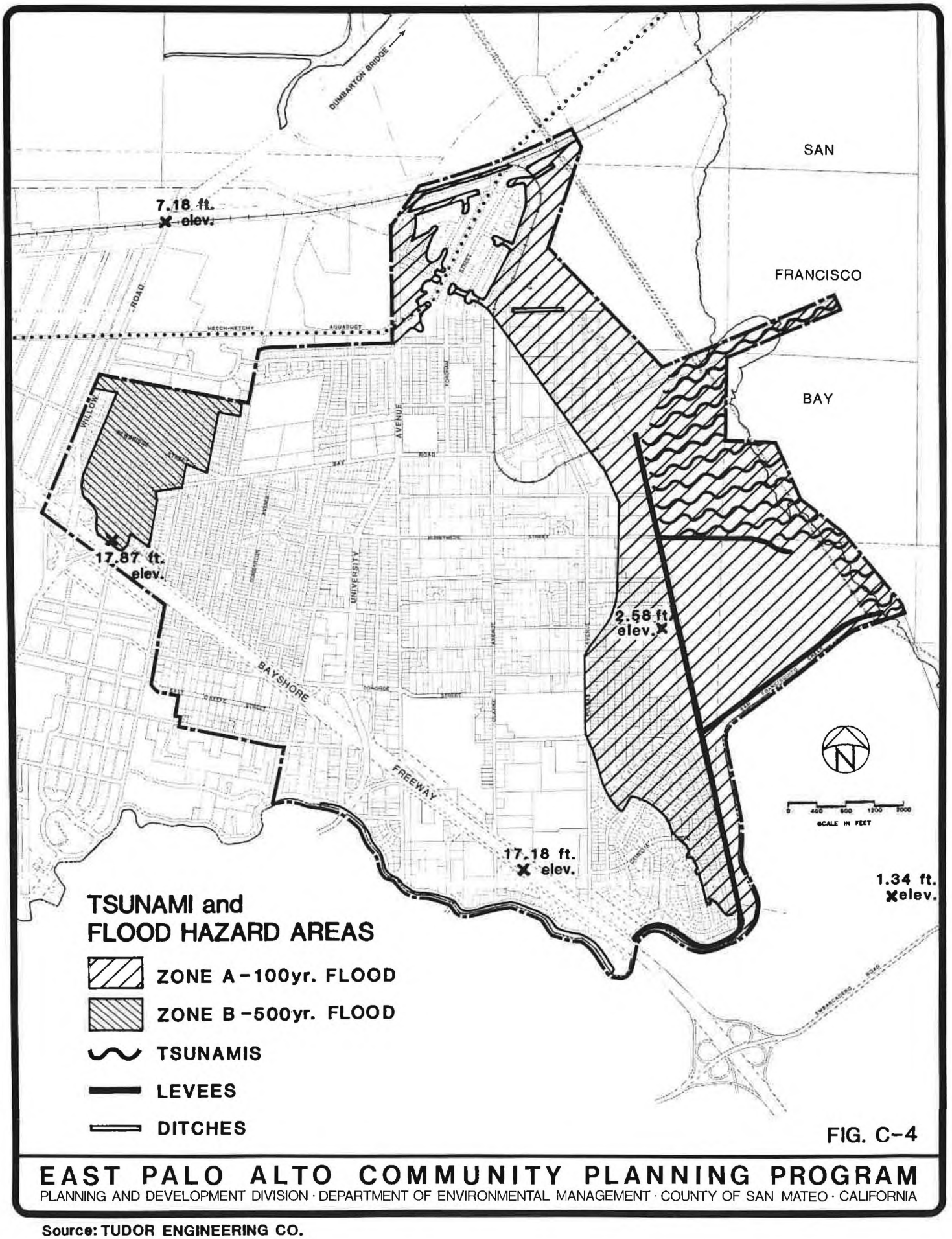

FIG. C-4

EAST PALO ALTO COMMUNITY PLANNING PROGRAM

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Source: TUDOR ENGINEERING CO.

TABLE C-13

TYPICAL WATER QUALITY PROBLEMS RELATED TO SURFACE RUNOFF IN SAN MATEO COUNTY

PROBLEM	EFFECT	CAUSE
SILTATIONS/ EROSION	Makes water more turbid. Covers fish spawning beds. Generally clogs streams. Reduces reservoir capacity.	Improper construction or agricultural practices. Any practice which exposes bare soil to rain & runoff or any soil to excessive runoff.
GREASE & OIL	Unsightly. Coats birds & aquatic life. Makes recreational use undesirable Toxic to aquatic life.	Industrial activity. Traffic. Dumping of motor oil and other floating substances.
DEBRIS & LITTER	Unsightly. Coats birds & aquatic life. Makes recreational use undesirable.	Improper dumping & refuse disposal & general littering where material can be washed off.
BACTERIAL CONTAMINATION	Indicative of presence of fecal material. Contact/ ingestion can cause disease. Contaminates aquatic life in specific areas, especially shellfish. Eliminates recreational uses depending on level of contamination.	Deposit of animal fecal matter in areas subject to runoff. Cross connections with sanitary sewers. Malfunctioning septic tanks.
NUTRIENTS/ ALGAE GROWTH	Algae can cause taste & odors in drinking water. Can result in low concentrations of dissolved oxygen. Some is good; too much is bad. Hard to control once started in relatively confined water.	From natural organic material, fertilizers, industrial runoff, traffic.
HEAVY METALS PESTICIDES AND OTHER TOXIC CHEMICALS	Toxic to aquatic life. Tendency to magnify in food chain, i.e., lower forms have relatively low concentrations in body tissue, higher forms (fish & aquatic birds) have high concentrations.	Automobile operation, runoff from industrial areas. Runoff from refuse and garbage. Leaching of mine tailings.

Source: Association of Bay Area Governments, San Francisco Bay Area Environmental Management Plan, Vol. 1, June, 1978.

of acres of impervious surface east of University. The increase in impervious surface west of University is negligible.

The relative increases in pollutant concentrations entering the Bay from surface water runoff is illustrated in Table C-14.

C. MITIGATION

Problems relating to increased storm water runoff as a result of increased development may be mitigated by: (1) consolidating all drainage districts in East Palo Alto, including the northeasterly corner of the community (Policy 6.8); (2) requiring payment of drainage maintenance fees for major subdivisions (Policy 6.9); (3) incorporating preventative requirements into the Development Review process (Policy 7.28a and 7.28b); and (4) by requiring new development to provide proper drainage (Policy 7.28c).

TABLE C-14

COMPARISON OF SURFACE WATER RUNOFF POLLUTION CONCENTRATIONS FOR FOUR ALTERNATIVE PLANS
(in $mg/_L$)

	1981 Draft Plan	1963 General Plan	Residential Community Plan	Maximum Development Plan
Biological Oxygen Demand (BOD)	431.1	441.7	471.4	495.2
Suspended Solids (SS)	7,615	7,577	8,363	8,150
Volatile Suspended Solids (VSS) Including Oil and Grease	1,860	1,892	1,982	2,070
Total Nitrogen	94.8	98.2	93.4	104.2
Total Phosphorus	11.7	12.4	10.8	12.9
Relative Impact	Least	Intermediate	Intermediate	Most

1. The following assumption was used in developing this table:

   The Macroscopic Planning Model (MAC) which can be used to identify and project surface runoff loading to the San Francisco Bay, can be applied locally.[2]

2. A verbal description of the model follows:

   Total Pollutant Concentration = The sum of: the total % of the total area of each land use type times the runoff coefficients of each land use type times the quality coefficients of each pollutant for each land use type.

FOOTNOTES--HYDROLOGY AND WATER QUALITY

[1]U.S. Federal Emergency Management Agency, National Flood Insurance Program.

[2]Metcalf and Eddy/Engineers, Report to Association of Bay Area Governments San Francisco Bay Region on Surface Runoff Modeling (April, 1978).

III. BIOLOGICAL RESOURCES

A. SETTING

1. Mature Vegetation

East Palo Alto's residential areas are characterized by a large number of mature trees. Most of these were introduced with urban development. Planting is random throughout the community, giving the appearance of natural groves. With urbanization, the once present native species characteristic of grassland and estuarine habitats have been eliminated except for a few vacant areas. Non-native vegetation is generally of little habitat value except for species tolerant of human activity which include a large variety of birds, rodents, reptiles and insects.

2. San Francisquito Creek

San Francisquito Creek is a major natural feature forming the community boundary on the south and east (see figure C-5). Vegetation on the west side of Bayshore Freeway is a mixture of riparian habitat and introduced species. East of Bayshore riparian habitat is replaced as the Creek becomes more brackish, depending on seasonal fluctuations in freshwater runoff and the tides.

The Creek is vegetated with trees, shrubs and ground cover with most species occurring on the top of the steep bank. Vegetation occurring common to riparian habitat include oak, bay, willow, elderberry, blackberry and poison oak. Numerous introduced species also occur, including pepper, acacia, eucalyptus, pampas grass, Scotch broom, pyracantha and ivy.[1]

San Francisquito Creek is generally dry in the summer West of Bayshore. Wildlife found along the Creek West of Bayshore is

associated with riparian vegetation which provides nesting areas, and a food source for birds, mammals, reptiles, amphibians and insects. The Creek is habitat for several species of fish including steelhead and rainbow trout.

East of Bayshore, the riparian habitat is limited. Trees are no longer the dominant vegetative type; in the section close to Bayshore, ivy is predominant. As the Creek nears the Bay and is subject to tidal activity, marsh species are predominant, including cordgrass, pickleweed and salt grass.[1]

The Creek East of Bayshore is an intertidal streambed and by virtue of its lower salinity is habitat for species not tolerant of the higher salinity of the Bay. Intertidal streambeds generally increase the species and habitat diversity of a marsh area. Common wildlife species could include: shorebirds, shiner perch, jacksmelt, staghorn sculpin, bay shrimp, mud crab, and ribbed horse mussel.[2]

3. Salt Pond

The salt pond (Figure C-5) is within the historic marsh margin of the South San Francisco Bay.[3] The pond supports a variety of species depending on the salinity of the pond. Most birds use the ponds for a resting place, though killdeer and other species may breed in them. Mice are found in the vegetated area. Vegetation on the dike, particularly on the bayside of the marsh, serves as a refuge from the high tide for the salt marsh harvest mouse.[4]

4. Saltwater Marsh

East Palo Alto's bayfront is a valuable natural resource, both as a scenic asset and as an ecological preserve. The saltwater marsh (Figure C-5) generally contains cordgrass and pickleweed

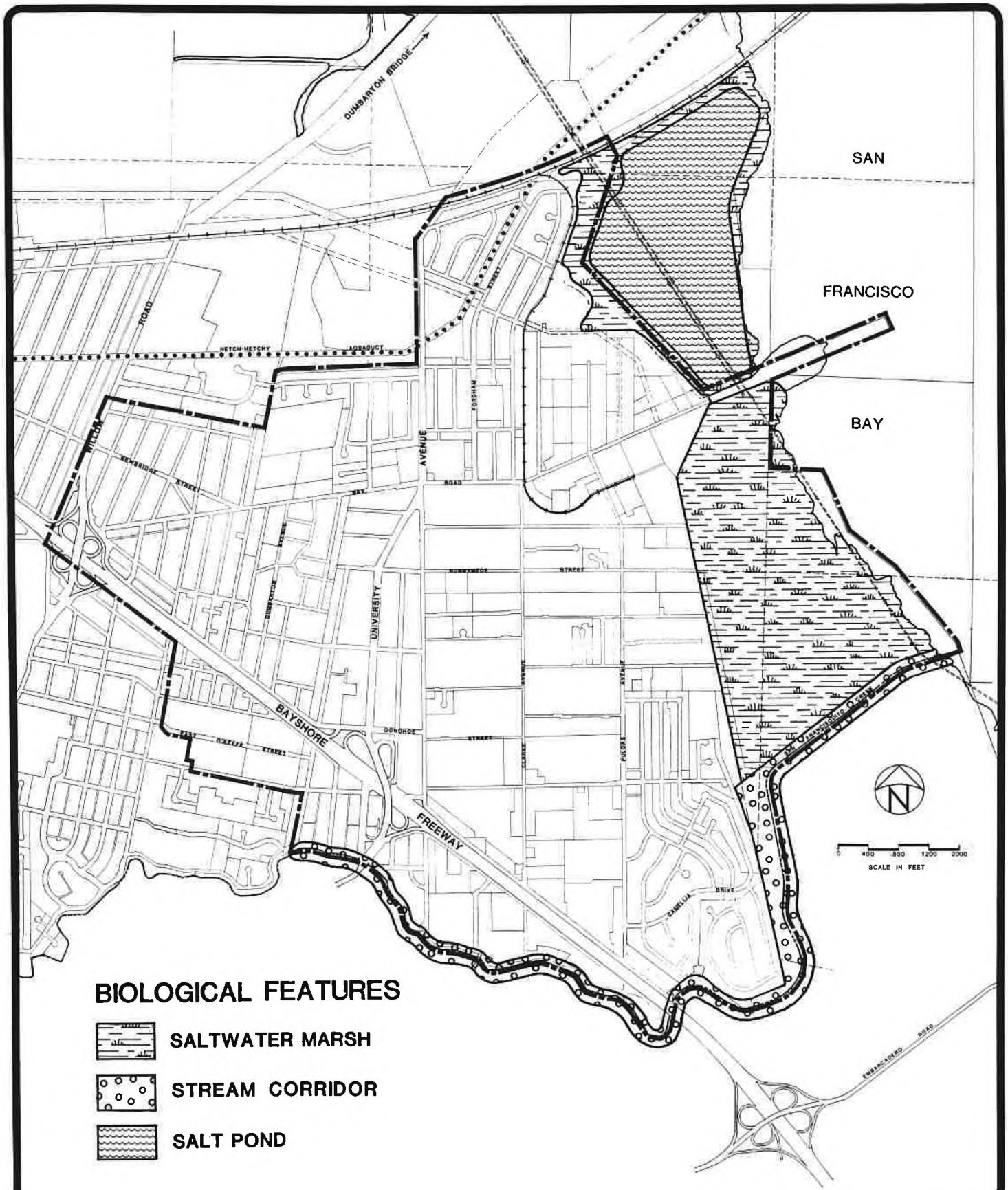

FIG. C-5

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with a substrate of silt, clay and possibly sand. Saltwater marsh is considered to be the most productive habitat type in California, producing an estimate five tons of organic matter per acre per year which flows into adjacent waters and provides a food base for estuarine organisms. In addition, portions of the marsh support two endangered species, the salt marsh harvest mouse and the California clapper rail.

The term saltwater marsh is used to describe a number of varying types of marsh found in East Palo Alto. According to a study by the U.S. Fish and Wildlife Service and the California Department of Fish and Game,[4] these lands are classified as: salt marsh, low salt marsh, medium salt marsh, high marsh, transition, and dikes and barren lands below the historic marsh. Each of these sub-units represents a slightly different shoreline wildlife habitat.

A typical tidal salt marsh consists of zones and certain species of plants found in the zones of the marsh profile. Low marsh consists of cordgrass and pickleweed. Middle marsh is almost entirely pickleweed. High marsh is dominated by salt grass, salt brush and alkali heath. Between the marsh and the upland (above the marsh margin) is a transition zone containing species of the high marsh and weedy non-marsh species.

The saltwater marsh between Cooley Landing and San Francisquito Creek (Faber and Laumiester Tracts, shown on Figure 2 of the Community Plan) is composed of both low and middle salt marsh. The low marsh is considered the most productive. It is important to the endangered California clapper rail, and it is a supplier of food to the rest of the Bay. The middle marsh is characterized by highly saline soil and the plant most tolerant of this, pickleweed. The middle marsh is used by the endangered California clapper rail for breeding, feeding and resting. In addition, the endangered salt marsh harvest mouse is especially adapted to the middle marsh.

The area east and north of the salt pond is rather narrow and may have distinct salt marsh zones. The area west of the salt pond, in the industrial park north of Bay Road, is subject to tidal influx from two ditches: on the north, between the Southern Pacific Railroad and the dike of the salt pond; and on the south, between Cooley Landing and the dike of the salt pond. Salt grass and pickleweed are common. Adjacent to this marsh environment is weedy upland on the west and the dike of the salt pond on the east.[1]

Dikes are also an important habitat type, offering a resting place for many birds. On the Bay side, dikes also serve as refuge from high tide to the salt marsh harvest mouse. Although important, they are an interruption to the natural movements of the Bay.

5. Rare and Endangered Species

a. Wildlife Species

There are two rare and endangered wildlife species in East Palo Alto: the California clapper rail and salt marsh harvest mouse. Both are protected by State (California Endangered Species Act, 1970) and Federal (Endangered Species Act of 1973) protective legislation.[4]

(1) Definitions

The Federal definition of Endangered Species is: "any species which is in danger of extinction throughout all or a significant portion of its range, other than a species of Class Insecta determined by the Secretary to constitute a pest whose protection under provision of this act would present an overwhelming and over-riding risk to man."

The following are the California Department of Fish and Game's definitions:

Endangered wildlife are animals "declared endangered by the California Fish and Game Commission because their continued existence is jeopardized by one or more causes, including loss of habitat, change in habitat, overexploitation, predation, competition or disease."

Rare wildlife are animals "declared rare by the California Fish and Game Commission, because although not presently threatened with extinction, they are in such small numbers throughout their range that they may become endangered if their environments worsen."

(2) Salt Marsh Harvest Mouse

The salt marsh harvest mouse is known to inhabit the salt marshes of East Palo Alto. Its endangered status is due to the loss of habitat through diking and filling of the tidal marsh on which the mouse is dependent for cover. The salt marsh harvest mouse has Federal "Endangered" designation and a State "Rare and Endangered" designation.

(3) California Clapper Rail

In the tidal salt marshes of East Palo Alto and environs, the California clapper rail inhabits the pickleweed and cordgrass. Like the harvest mouse its endangered status is due to loss of habitat throughout the Bay. The California clapper rail has both Federal and State "Endangered" designation.

b. Plant Species

(1) Pt. Reyes Bird Beak

The California Native Plant Society has inventoried rare and endangered plants in California to develop information toward the goal of protection.[5] Included in the inventory are plants native to California and rare in California. An endangered plant "is one threatened with extinction and is not likely to survive if causal factors now at work continue operating."

The only known endangered plant in East Palo Alto is the Pt. Reyes bird beak. Throughout California, this plant is described as follows:

Rarity: Occurrence confined to several populations or one extended population.

Endangerment: Endangered in part.

Vigor: Stable or increasing.

General Distribution: Rare outside California.

In East Palo Alto, the collection of the Pt. Reyes bird beak was taken prior to 1945 and the location is not precisely known, but it did occur on Cooley Landing. With continual filling of the area since that time, its status is not known.

B. IMPACT

1. Mature Trees

Increases in residential densities in the large lot area and

further commercial development along University Avenue will undoubtedly result in the removal of mature trees to accommodate development. For trees which do not need cutting, construction activity close to trees could result in damage to roots and bark. There is no appreciable difference among the four alternative plans in terms of impacts to mature trees. Each allows infill in the large lot area where maximum coverage is 50%. The other major impact area, University Avenue, has no limit to allowable coverage.

2. San Francisquito Creek

Increased construction activity and grading can decrease water quality. Urban pollutants transported by storm water reduce water quality and could affect the creek (see Section II, Hydrology and Water Quality). Riparian vegetation can help minimize erosion, sedimentation and degraded water quality, and should be preserved. There is no appreciable difference among the four alternative plans in terms of impacts to the creek.

3. Saltwater Marsh

The ecological importance of the saltwater marsh has been well documented. Maintenance of marsh habitat is dependent on many factors. The balance is upset by human activity. Therefore, maintenance and improvement of the saltwater marsh is essential.

All alternatives designate the baylands as Open Space with no development proposed except the marina. (No marina is proposed for the "Residential Community" Plan.)

Development of a marina at Cooley Landing will impact the Bay and may require the removal of marshlands. Any such proposal will be carefully considered in terms of habitat loss and public benefit.

It is assumed that the primary long-term impacts on the marshes associated with marina development will be mitigated by the Bay Conservation and Development Commission. The success of the marina development will be dependent on the amount of flushing action incorporated into the final plan. Construction impacts from dredging, while expected to disturb or destroy benthic organisms, are considered short-term.

The most significant impacts to the saltwater marsh are associated with water quality. Although marsh vegetation has trapping capabilities, urban development and the water quality problems it creates ultimately impact the Bay. Uncontrolled additional siltation, grease and oil, debris, bacterial contamination, heavy metals pesticides and nutrients from urbanization could affect wildlife and vegetation of the marsh by nature of its toxicity, oxygen depletion and reduction in freshwater flow, particularly in those areas where surface water runoff is directed to the Bay. Thus, the major environmental impacts of the four alternative plans on East Palo Alto's biological resources are represented by the comparison of water quality impacts in the preceding section, Table C-14.

C. MITIGATION

The effects of the development proposed in the Draft Community Plan on the biological resources of East Palo Alto may be mitigated by: (1) designating the baylands as General Open Space (Policy 4.15); (2) limiting development in the baylands and requiring environmental review for projects proposed (Policies 4.16a through 4.16d); (3) encouraging the development of a trail along San Francisquito Creek to reduce random trampling of vegetation (Policy 4.19a and 4.19b); (4) requiring erosion control measures where appropriate as a condition of development approval (Policy 7.29); and (5) enforcing the County's tree protection ordinances (Policy 7.30).

FOOTNOTES--BIOLOGICAL RESOURCES

[1]Field survey, June 9, 1981.

[2]City of Palo Alto, Department of Community Services--Nature and Science, City of Palo Alto Baylands publications and telephone conversation, Ted Chandick, June 10, 1981.

[3]San Francisco Bay Conservation and Development Commission, San Francisco Bay Plan, January, 1969.

[4]Jones and Stokes Associates, Inc., et al., Protection and Restoration of San Francisco Bay Fish and Wildlife Habitat, for U.S. Fish and Wildlife Service and California Department of Fish and Game, August, 1975.

[5]California Native Plant Society, Inventory of Rare and Endangered Vascular Plants of California, edited and with text by W. Robert Powell, Special Publication No. 1, 1974.

IV. COMMUNITY RESOURCES

A. SCHOOLS

1. Setting

Existing public and private schools in East Palo Alto are discussed in Chapter 4 and are shown on Figures 4a and 4b of the Community Plan.

2. Impact

Private schools will not be adversely affected by the growth projected under the alternative plans. High school students will continue to be bused to schools outside the community. The schools of the Ravenswood City Elementary School District will bear most of the burden of accommodating increases in school enrollments. Projected increases in school age populations under the four alternative plans, assuming equal proportions of one and two bedroom high density units, two and three bedroom townhouses, and three and four bedroom single-family residences, are shown in Table C-15. The School District has the capacity to accommodate the increase in elementary school enrollments projected under each of the alternative plan buildouts.

3. Mitigation

None required.

B. PARKS AND RECREATION

1. Setting

Existing parks and recreation facilities in East Palo Alto are described in Chapter 4 of the Draft Plan and delineated on

TABLE C-15

COMPARISON OF INCREASES IN SCHOOL ENROLLMENTS
RESULTING FROM ALTERNATIVE PLAN BUILDOUTS

	1981 Draft Plan	1963 General Plan	Residential Community Plan	Maximum Development Plan
Kindergarten	171	125	164	101
Grades 1 to 8	939	742	1,167	746
High School	229	168	325	215
Total	1,339	1,035	1,656	1,062

Source: San Mateo County Planning and Development Division; pupil multipliers derived from Housing Development and Municipal Costs; Rutgers University Center for Urban Policy Research (1973).

Figure 4a. Church and school lands, which may augment the community's parks and recreational are shown on Figures 4a and 4b.

2. Impact

The greatest impacts on existing recreational facilities associated with all four alternative plans are likely to occur as a result of residential expansion and possible marina development at Cooley Landing. The proposed marina development could have a positive effect on recreational resources in the community. Residential expansion will have an overall negative impact on the already overused and insufficient parks and recreational facilities in East Palo Alto. The extent of the deficiency in parklands under each of the four alternative plans is shown in Table C-16.

3. Mitigation

The deficiency in recreational facilities resulting from the development proposed in the Draft Community Plan may be mitigated by: (1) providing more parks in the community (Policies 4.7, 4.12 and 4.13); (2) developing a comprehensive plan for park acquisition and improvement (Policy 4.9); (3) improving existing recreational facilities (Policies 4.10 and 4.11); (4) providing public recreational facilities as part of a marina development at Cooley Landing (Policy 4.18e); and (5) improving East Palo Alto's hiking and bicycle trails (Policy 4.19a through 4.19d).

TABLE C-16

COMPARISON OF PARKLAND REQUIREMENTS FOR FOUR ALTERNATIVE PLANS
(in acres)

	1981 Draft Community Plan	1963 General Plan	Residential Community Plan	Maximum Development Plan
Population at Buildout	25,400	22,500	38,500	32,200
Parkland Required at Buildout[1]	140	124	212	177
Existing Public Recreation Areas[2]	12	12	12	12
Projected Deficiency	128	112	200	165

[1]Based on a standard of 5.5 acres of neighborhood and community parks per 1,000 population.

[2]See Figure 4a in Community Plan.

V. TRANSPORTATION

A. SETTING

The existing public and private transportation systems serving East Palo Alto are described in Chapter 5 of the Draft Community Plan.

B. IMPACT

Each of the four alternative community plans allows for growth in the community, which would result in increased demands for transportation. Most of these demands would be met by private automobile; however, increased demand for service by public transportation would also result, especially under the "Residential Community" and "Maximum Development" alternatives.

Table C-17 shows the volumes of new automobile trips that would result under each of the four plans, based on a build-out of development in each of the six environmental impact areas described earlier. Although new development could also occur in other parts of the community, it would be small in scale and would result in very minor cumulative impacts on the community's transportation system.

Full development under the 1981 Draft Plan would result in approximately 25,000 additional automobile trips per day. These would be of various lengths and would be distributed throughout the community, although most of these trips would begin or end in the area east of University Avenue, since this is where most new development would occur. Most of these trips would utilize the arterials Bay Road, University Avenue, Pulgas Avenue, and East Bayshore Road, and many would use the University Avenue interchange to enter the Bayshore Freeway.

TABLE C-17

ADDITIONAL AUTOMOBILE TRIP GENERATION (TRIP ENDS PER DAY) BY AREA AND COMMUNITY PLAN ALTERNATIVES

Area	1981 Draft Plan	1963 General Plan	Residential Community Plan	Maximum Development Plan
Industrial Park	5,100	5,000	8,000	5,100
Cooley Landing	1,700	1,700	Minimal	1,700
Large Lot Area	11,000	9,500	24,000	24,000
High School	3,100	1,300	2,400	5,700
Floricultural Area	3,400	Minimal	6,300	10,500
University Avenue Corridor	1,000	4,200	4,200	12,300
TOTAL New Automobile Trip Generation	25,300	21,700	44,900	59,300

Source: San Mateo County Planning and Development Division; trip generation factors taken from State of California Department of Transportation, District 4, "12th Progress Report on Trip Ends Generation," December 1979.

In general, East Palo Alto's street system has adequate capacity to absorb this level of growth. Most of the arterial streets are sufficiently wide, have good sight distance, and have been recently repaved and improved by the County Public Works Department. Some traffic control improvements, such as left turn lanes, intersection modifications, signal modification, and possibly new signalization may be required as traffic volumes increase. This additional traffic will aggravate peak hour congestion at the University Avenue-Bayshore Freeway interchange.

Cumulative traffic impacts under the 1963 General Plan would be slightly less great than those resulting from the 1981 Draft Plan. Under the "Residential Community" and "Maximum Development" alternative plans, new trip generation would be approximately 45,000 and 59,000 trip ends per day, respectively. These volumes would still be within the capacity of the existing street system, although some peak hour congestion could be expected to occur at major intersections, and interchange congestion would be worse than under the 1981 Draft Plan or 1963 General Plan.

Full development of the industrial park would generate additional truck traffic. This is included in the trip generation figures cited earlier. In the absence of a southern connector to the Dumbarton Bridge, this truck traffic would be expected to utilize established truck routes in the community, impacting Bay Road, Pulgas Avenue, University Avenue, and the East Bayshore Frontage Road (see Figure 6 in Community Plan).

C. MITIGATION

The effects of increased traffic resulting from the growth envisioned in the Draft Community Plan may be mitigated by:

(1) improving the level of bus service in the community (Policies 5.1 and 5.2); (2) completing planned street improvements (Policies 5.5, 5.6, 5.7, and 5.8); (3) eliminating truck routes through residential areas (Policy 5.9); (4) increasing traffic capacity as conditions warrant (Policy 5.10); and (5) constructing a southern connector from the industrial park to the Dumbarton Bridge approach (Policy 5.11).

In addition, automobile trips out of the community for work or shopping will decrease as areas designated for industrial and commercial use develop (Policies 2.1 and 2.2).

VI. PUBLIC WORKS

A. WATER SUPPLY

1. Setting

East Palo Alto's water service is provided by the East Palo Alto Waterworks District and two mutual water companies. A more complete description of East Palo Alto's water supply system is included in Chapter 6 of the Community Plan.

2. Impact

The Palo Alto Park and O'Connor Tract Mutual Water Districts both derive their water supply from wells. These sources are considered more than adequate to meet present and future demands within their respective service areas. The bulk of the new development under all four plan alternatives would occur in the service area of the East Palo Alto County Waterworks District. The District currently draws its water supply from the Hetch Hetchy aquaduct, and is planning to supplement this source with groundwater from two new wells. At that time, the District will be able to supply approximately twice the 3,500 customers currently serviced. It is likely that the District could service a residential buildout under either the 1963 General Plan or the Draft Community Plan alternatives with the present system. However, it is improbable that the District could accommodate either the "Maximum Development" or the "Residential Community" alternatives without supplementing its present sources and expanding its system. The effect of buildout of the four alternative plans on existing capacity is shown in Table C-18. This table does not include possible industrial water demands, which are highly variable according to type of industry.

TABLE C-18

EFFECT OF COMMUNITY PLAN ALTERNATIVES ON EAST PALO ALTO COUNTY WATERWORKS DISTRICT RESIDENTIAL SERVICE CAPACITY

	1981 Community Plan	1963 General Plan	Residential Community Plan	Maximum Development Plan
Excess Capacity Available[1] (in housing units)	3,500	3,500	3,500	3,500
New Housing Units	2,400	1,400	7,400	5,300
Surplus[2]	1,100	2,100	--	--
Deficit[2]	--	--	3,900	1,800
% of Growth Accommodated	100%	100%	47%	66%

[1]Estimate by San Mateo County Department of Public Works; assumes some modifications to existing distribution system.

[2]Does not include possible water demands by new industry, which are highly variable by type of industry.

Another impact linked to an expansion of water service is a possible draw-down of groundwater. In the past, excessive pumping of groundwater in some South Bay areas has resulted in land subsidence and saltwater intrusion into freshwater aquifers, particularly in times of drought.

Additional growth in East Palo Alto would involve local extensions of water distribution systems which may adversely affect maintenance of older portions of the system. Of particular importance is the effect of expansions on the maintenance of adequate flows for fire fighting. This has been a problem in the past due to small pipes in some areas, and the problem could be worsened by service expansions.

3. Mitigation

The effects of the growth envisoned in the Draft Community Plan on the water supply systems of the community may be mitigated by: (1) consolidating all water supply entities (Policy 6.1); (2) preparing a capital improvement program and providing an annual review of projects by the County Planning Commission (Policies 6.2 and 6.3); and (3) implementing a water conservation program (Policy 6.4).

B. SANITARY SEWERS

1. Setting

Existing sanitary districts, facilities and problems are discussed in Chapter 6 of the Draft Plan.

2. Impact

The wastewater treatment capacity presently allocated to East Palo Alto may limit the community's growth potential. Substan-

tial growth is not anticipated in the Menlo Park Sanitary District's service area. There is, however, substantial growth potential in areas served by the East Palo Alto Sanitary District (EPASD).

The EPASD has been allocated capacity rights of 1.9 million gallons per day (mgd) in the Regional Water Quality Control Plant when the Advanced Wastewater Treatment Facilities are on line. In 1979-80, the EPASD's average wastewater flow was 1.78 mgd. The difference between average flow and capacity could accommodate about 300 new residential units if current water consumption levels of about 380 gallons per household per day continue, or about 500 new units if water consumption were to be reduced to 240 gallons per day per household by water conservation and system improvements. However, the sewage treatment capacity rights currently allocated to the EPASD will not accommodate a residential buildout under the 1963 General Plan or the other three alternatives (see Table C-19).

3. Mitigation

The impact of growth on the limited sewerage capacity in the East Palo Alto Sanitary District may be mitigated by: (1) negotiating for additional treatment capacity (Policy 6.5); (2) updating the capital improvement program and providing for annual review of projects by the County Planning Division (Policies 6.6 and 6.7); and (3) implementing a water conservation program (Policy 6.4).

C. SOLID WASTE MANAGEMENT

1. Setting

The existing solid waste management systems in East Palo Alto is described in Chapter 6 of the Community Plan.

TABLE C-19

EFFECT OF FOUR ALTERNATIVE PLANS ON EAST PALO ALTO SANITARY DISTRICT RESIDENTIAL SERVICE CAPACITY

	1981 Community Plan	1963 General Plan	Residential Community Plan	Maximum Development Plan
Excess Capacity Available[1] (in housing units)	500	500	500	500
Additional Housing Units	2,400	1,400	7,400	5,300
Deficit[2] (units)	1,900	900	6,900	4,800
Percent of New Units Which Can be Accommodated	21%	36%	7%	9%

[1]Assuming average daily water consumption of 240 gallons per day per new housing unit.

[2]Does not include possible wastewater generated by new industry, which are highly variable by type of industry.

2. Impact

According to the most recent estimates developed for San Mateo County's Solid Waste Management Plan,[1] the average household in San Mateo County produces about one ton of residential wastes per year. Approximately 60% of this is collected and disposed of by scavenger companies from the normal franchised pickup services. The balance is disposed of individually.

The scavenger company which services East Palo Alto estimates its collection volume at about 236,000 tons per year for their total service area which includes approximately 60% of the total County population. Estimated increases in the amounts of solid wastes generated by new residential development in East Palo Alto for each of the four alternative plans are shown in Table C-20. The cost of additional refuse disposal would be borne by the individual homeowners. The present cost is $4.05 a month per unit, or about $48 a year.

3. Mitigation

The increased volumes of solid waste generated by the buildout of the Community Plan may be mitigated by encouraging curbside recycling (Policy 6.11) and by maintaining a refuse collection station at the Marsh Road site after termination of landfill operation (Policy 6.12).

D. GAS AND ELECTRICITY

1. Setting

Natural gas and electricity are distributed throughout East Palo Alto by Pacific Gas and Electric Company (PG&E) as described in Chapter 6 of the Community Plan.

TABLE C-20

COMPARISON OF RESIDENTIAL SOLID WASTE GENERATION
FOR FOUR ALTERNATIVE PLANS

	1981 Draft Community Plan	1963 General Plan	Residential Community Plan	Maximum Development Plan
Additional Housing Units	2,400	1,400	7,400	5,300
Additional Household Wastes[1]	2,400 tons/yr	1,400 tons/yr	7,400 tons/yr	5,300 tons/yr
Estimated Increase in Solid Wastes to be Handled by Scavenger Company[2]	1,400 tons/yr	840 tons/yr	4,440 tons/yr	3,180 tons/yr
Percent Increase in Solid Wastes from Total Service Area	0.6%	0.4%	1.9%	1.3%
Overall Level of Impact	Neglibile	Negligible	Negligible	Negligible

[1]Based on a standard of one ton of residential wastes per household per year.

[2]Based on an estimate of 6-% of solid waste collected by franchised residential pickup services.

2. Impact

PG&E estimates that the present gas distribution system may have to be reinforced to accommodate additional growth in East Palo Alto. The threshold level at which such reinforcement would be necessary cannot be determined without specific project details and a thorough pressure study.[2]

If the present rate of load growth remains the same in the area, electrical service can be provided to approximately 1,100 dwelling units in the next seven years by the construction of two additional distribution circuits from an area substation. To provide the capacity for more than 1,100 units, PG&E anticipates the need to install additional transformer capacity at an area substation (other than the Cooley Landing Substation), plus construction of two more distribution circuits.[3] Commercial and industrial development would likely increase utility requirements considerably more than residential development.

3. Mitigation

The need for increased gas and electricity resulting from the buildout of the Draft Community Plan may be mitigated by encouraging the use of solar energy (Policy 6.14) and enforcing the State's new construction standards (Policy 6.15). In addition, developers of large projects should consult with PG&E early in the development process (Policy 6.13).

FOOTNOTES--PUBLIC WORKS

[1]George Laakso, San Mateo County Department of Public Works, July, 1981.

[2]Letter from W. B. Clinch, District Manager, PG&E, February 26, 1981.

[3]Ibid.

VII. AIR QUALITY

A. SETTING

East Palo Alto is located in the southern half of the San Francisco Air Basin. The meteorology of the basin is dominated by the Pacific Ocean and San Francisco Bay, which acts as a trap for air pollutants. Local air quality is strongly influenced by global weather patterns. When strong jet stream winds or storm tracks dominate the air basin, air pollution concentrations are low. Conversely, when high pressure systems dominate, pollution concentrations are high. The dispersion of pollutant concentrations is dependent upon the wind speed and the amount of vertical mixing. A thermal inversion occurs when air temperatures rise at higher altitudes, preventing the normal flow of air upward. Consequently, pollutants in varying concentrations become trapped near the ground.

The conditions which make for the mild climate in this area also establish a stable stratification of air, which make the area susceptible to air contamination and smog. High altitude subsidence inversions "cap" cool marine air over the San Francisco Bay practically all summer and about 15% of the winter. Warm, dry air, riding above the cool marine air at heights varying from 300 to 1,400 feet, creates a layering effect in the atmosphere that is extremely stable vertically.

Radiation inversions, a second type of thermal inversion, frequently occur on clear nights, especially in winter, when the air is not too humid and the earth's surface loses heat at a rapid rate. As the ground cools, the air in contact with it also cools, but upper layers still retain heat. Once formed, this radiation inversion behaves like any other inversion as far as its "capping" effect is concerned.

When thermal inversions create an atmospheric lid over the area, the volume of air into which pollutants can be dispersed is severely limited. Weak ocean breezes may provide too little ventilation to offset the rate at which generators are emitting pollutants. Since the low marine air cannot normally penetrate the lid, neither can the pollutants injected into this air near the earth's surface. In such circumstances, the concentration of contaminants in the air must increase.

The other factor influencing pollution concentrations is wind speed. A 20-mile per hour wind will disperse twice the pollution of a 10-mile per hour wind. The prevailing wind directions in East Palo Alto are from the west and northwest and occur approximately 50% of the time. Southerly wind patterns occur about 15% of the time, other directions about 10% of the time and calm conditions prevail 25% of the time. These wind directions reveal the patterns of dispersal of pollutants in the air basin. Pollutants are "driven" to the south and southeast by normal wind flow and stagnate during periods of inversion.

The poor ventilation achieved during the summer months creates the "smog season" and air pollution becomes very apparent. Five pollutants are measured by the Bay Area Air Quality Management District (BAAQMD) at the nearest monitoring station, located in Redwood City. Table C-21 provides a summary of air quality measurements from this station between 1975 and 1980. Only ozone, carbon monoxide, and suspended particulates reach levels high enough to violate air quality standards. Ozone concentrations have exceeded BAAQMD's standards over a dozen times a year during the recent past. Carbon monoxide also exceeds BAAQMD's 8-hour standards a number of times each year, and suspended particulates exceed standard levels a few days a year. Ozone and carbon monoxide reach their highest levels in late fall and winter.

TABLE C-21

SUMMARY OF RECENT AIR QUALITY IN PROJECT AREA
(Redwood City Monitoring Station)

Pollutant Occurrence	Year 1975	1976	1977	1980	Bay Area Standard	Measurement Units
Ozone - Maximum	13.0	17.0	14.0	15.0	8****	pphm*, 1-hour
Exceedances	14.0	16.0	3.0	2.0	1	days/year
Carbon Monoxide - Maximum	10.1	10.2	8.1	8.2	35	ppm**, 1-hour
Exceedances	2.0	10.0	0.0	0.0	1	days/year
8-hour Exceedances	2.0	10.0	0.0	0.0	1	days/year above 9 ppm** average
Nitrogen Dioxide - Maximum	24.0	21.0	15.0	15.0	25	pphm*, 1-hour
Exceedances	0.0	0.0	0.0	0.0	1	days/year
Sulfur Dioxide - Maximum	14.0	7.0	5.0	0.0	50	pphm*, 1-hour
Exceedances	0.0	0.0	0.0	0.0	2	percent days/year
Total Suspended Particulates - Mean	42.0	59.0	52.0	46.0	60	ug/m3***, Annual Geometric Mean
Maximum Exceedances	1.7	13.0	1.9	1.0	2	percent days/year above 100 ug/m3***

Source: Bay Area Air Pollution Control District, San Francisco.

*Parts per hundred million.
**Parts per million.
***Micro-grams per cubic meter.
****In 1979, this standard was revised to 12 pphm for 1 hour.

Note: The years 1975, 1976, and 1977 represent worst case situations which have not been surpassed to date.

B. IMPACT

The current air quality in East Palo Alto is not readily distinguishable from other urban Peninsula locations, except that the area is subject to breezes from the Bay and thus may be marginally less polluted than more urbanized land areas. Two types of air quality impacts would result from a new East Palo Alto Community Plan: short-term construction impacts including particulate and hydrocarbon emissions, and long-term vehicle and industrial related impacts, including carbon monoxide, sulfur dioxide, hydrocarbon and nitrogen oxide emissions, and ozone formation resulting from the interaction between the latter two pollutants. Approval of any of the alternative community plans would add to local and regional accumulations of pollutants on an incremental basis. The "Residential Community" Plan or the "Maximum Development" Plan would result in slightly greater air quality impacts due to the increased density of development proposed in those two plans. Under the 1963 General Plan, more land is designated for Heavy Industry than any of the other alternatives, so this alternative would be expected to have a greater impact on air quality from industrial sources than the others.

The short-term impacts of construction activities can be mitigated on a case-by-case basis although these impacts are temporary in nature and not considered environmentally significant in most situations. The long-term impacts associated with vehicle emissions can be solved only by federal regulation of vehicle emissions and the increased use of mass transit. Air pollution resulting from vehicular emissions are related to population levels and the demand for transportation. Gross estimates of impact based on population level may be derived by using empirical data which relate population to average concentrations of pollutants. A comparison of the impacts of the four community plans using this approach appears in Table C-22. The

TABLE C-22

COMPARISON OF AIR QUALITY BACKGROUND CONCENTRATION FOR FOUR ALTERNATIVE PLANS

East Palo Alto	1981 Draft Plan	1963 General Plan	Residential Community Plan	Maximum Development Community Plan
Carbon Monoxide	0.66	0.65	0.70	0.67
Sulfur Dioxide	1.25	1.22	1.30	1.32
Total Suspended Particulates	4.30	4.30	4.60	4.50
Level of Impact	Negligible	Negligible	Negligible	Negligible

Source: U.S. Department of Housing and Urban Development, Air Quality Considerations in Residential Planning Volume 2, prepared by SRI International (May, 1978).

differences among the four plans are very small, and the overall impact of each of the four plans on regional air quality is considered negligible. (This does not include possible heavy industrial sources under the 1963 General Plan.)

C. MITIGATION

The effects of the growth and development proposed in the Draft Community Plan on the air quality of East Palo Alto may be mitigated by: (1) limiting the heavy industrial designation to the three sites presently in heavy industrial use (Policy 7.17); (2) limiting the uses permitted in the light industrial zone to non-polluting industries (Policy 7.19); (3) improving bus service to the community (Policies 5.1 to 5.4); (4) encouraging the use of bicycles for travel (Policies 5.12 to 5.14); (5) providing traffic capacity improvements to improve the efficiency of the street network and decrease idling time by automobiles (Policy 5.1); and (6) requiring erosion and dust control as part of development approval (Policy 7.29).

VIII. NOISE

A. SETTING

Noise is defined as "loud, discordant or disagreeable sound", or simply as "unwanted sound". Whether a particular sound is considered "noise" depends upon the judgment of the listener. The sources of noise that contribute to East Palo Alto's noise environment are primarily: vehicular traffic on the major arterials and Bayshore Freeway, aircraft overflights from the Palo Alto Municipal Airport, the Southern Pacific spur line, and stationary sources, such as industries and business. Figure C-6 illustrates the existing (1977) noise contours[1] in East Palo Alto.

1. Vehicle Noise

Vehicle noise contributes most to the overall ambient levels in East Palo Alto. The factors which contribute to noise generated from vehicles are: noise emissions from the vehicle, number of vehicles on the roadway, average vehicle speed, and road surface condition. At 50 feet away, typical moving automobile noises are:

61 dBA[2] at 30 mph
66 dBA at 40 mph
70 dBA at 50 mph
73 dBA at 60 mph

Compact cars, trucks and accelerating vehicles increase the ambient traffic noise levels significantly. The ambient noise level would remain the same at a traffic density of 100 automobiles per mile, if 84 of those automobiles were replaced by four trucks. Thus 100 automobiles make the same noise as 4 trucks and 16 automobiles. Vehicular noise is controlled by the

California Motor Vehicles Code and generally enforced by law enforcement officials.

2. Aircraft Noise

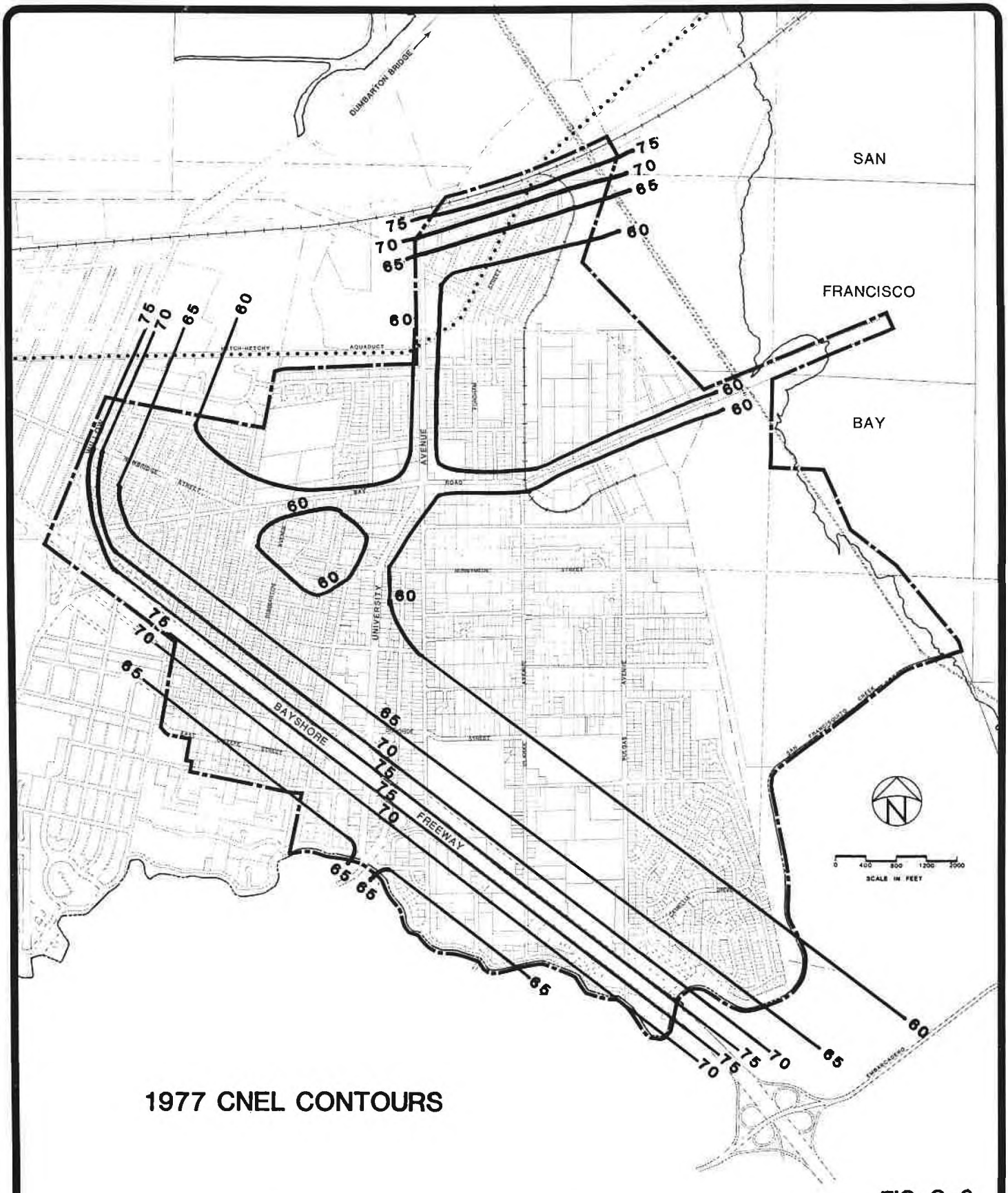
Aircraft noise from the Palo Alto Municipal Airport contributes to the noise environment. The existing noise contour of 60 CNEL[3] extends over the Baylands in East Palo Alto. The airport is a single runway facility usable by general aviation small aircraft up to 12,500 lbs. The runway is heavily used with current use numbering 265,000 operations per year.

3. Railroad Noise

East Palo Alto is served by a Southern Pacific freight line which forms the northeastern boundary of the University Gardens residential area and serves the Ravenswood Industrial Park, particularly those uses abutting the line west of Demeter Street and the area between Bay Road and Weeks Street. Noise generated by freight trains is generally higher than passenger trains due to a higher percentage of freight operations at night and frequent switching of cars into sidings. In general, average noise levels are:

	Feet from Track
76 L_{dn}[4]	100
73 L_{dn}	200
67 L_{dn}	400
61 L_{dn}	800
55 L_{dn}	1,600

Using this generalized table, noise from the spur line would be attenuated to 60 L_{dn} at Fordham Street in University Gardens.



1977 CNEL CONTOURS

FIG. C-6

EAST PALO ALTO COMMUNITY PLANNING PROGRAM

PLANNING AND DEVELOPMENT DIVISION · DEPARTMENT OF ENVIRONMENTAL MANAGEMENT · COUNTY OF SAN MATEO · CALIFORNIA

4. Stationary Sources

Stationary noise sources are attributable to all land uses in the community, particularly industrial and commercial but also residential and institutional. In industrial areas, noises are generated by loading and unloading, fabrication, handling of materials and equipment, machinery, vehicular traffic. In commercial areas, noises are associated with retail stores, restaurants and service facilities. Noise generated by institutions can be attributed to the congregation of people. Noise generated by residential areas can be attributed to power equipment, lawn mowers, television, radio and music, dogs and children.

5. Noise Element of San Mateo County General Plan

The Noise Element of the San Mateo County General Plan establishes a review procedure to ensure that proposed development is compatible with projected noise levels. An acoustical report is required for any new residential development in areas with a CNEL greater than 60. Interior noise should not exceed 45 CNEL. Similar ranges of acceptable and unacceptable noise levels are set forth for other land use categories (see Table C-23).

6. Environmental Review Process

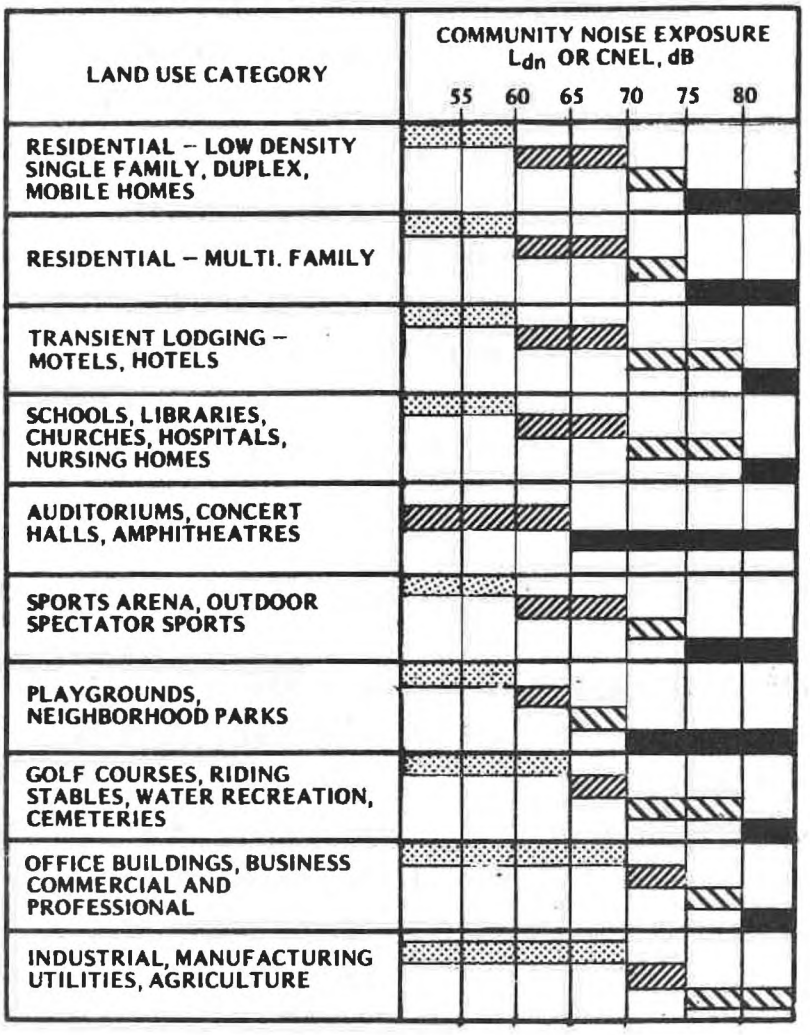
For industrial and commercial development which is considered a noise generator, noise impacts are considered under the environmental review process and mitigation measures imposed with permit approval.

B. IMPACT

Noise levels to which most people are exposed have increased substantially in recent years. Excessive noise levels can be

TABLE C-23

LAND USE COMPATABILITY FOR COMMUNITY NOISE ENVIRONMENTS



INTERPRETATION

NORMALLY ACCEPTABLE

Specified land use is satisfactory, based upon the assumption that any buildings involved are of normal conventional construction, without any special noise insulation requirements.

CONDITIONALLY ACCEPTABLE

New construction or development should be undertaken only after a detailed analysis of the noise reduction requirements is made and needed noise insulation features included in the design. Conventional construction, but with closed windows and fresh air supply systems or air conditioning will normally suffice.

NORMALLY UNACCEPTABLE

New construction or development should generally be discouraged. If new construction or development does proceed, a detailed analysis of the noise reduction requirements must be made and needed noise insulation features included in the design.

CLEARLY UNACCEPTABLE

New construction or development should generally not be undertaken.

annoying and actually dangerous to health. Even at relatively low levels, noise can interfere with speech, sleep, and mental concentration. At higher levels, noise can cause ringing in the ears, psychological stress, headaches, and other effects. Persons exposed to high levels of noise for prolonged periods can suffer physical damage or permanent loss of hearing.

Noise levels in East Palo Alto are certain to increase. Figure C-7 shows CNEL contours for 1995 (projected) in East Palo Alto from noise generated by the major transportation corridors. These projections were based on an estimated population increase of 20% by 1995, roughly equivalent to that projected under the 1963 General Plan. For the major traffic corridors, the projections also represent the 1981 Community Plan. In many residential areas, noise will exceed that normally considered acceptable, 60 CNEL or less, under all four plan alternatives. Increased industrial development will also impact residential noise by on-site activity and increased truck and rail traffic. Because of the existing congestion on University Avenue, and increased volumes when it becomes an approach to the new Dumbarton Bridge, truck routes will experience heavier use. Pulgas Avenue in particular, is likely to experience the greatest change due to its direct access to the industrial park, the large lot area and the floricultural area. Because existing land use along Pulgas is primarily residential from East Bayshore to Weeks Street, noise impacts will be particularly noticeable.

Of the four major sources of noise in East Palo Alto, vehicle noise is the major contributor. For the four alternative plans, the noise from railroad, aircraft and the Bayshore Freeway will essentially be equivalent and as projected in Figure C-7.

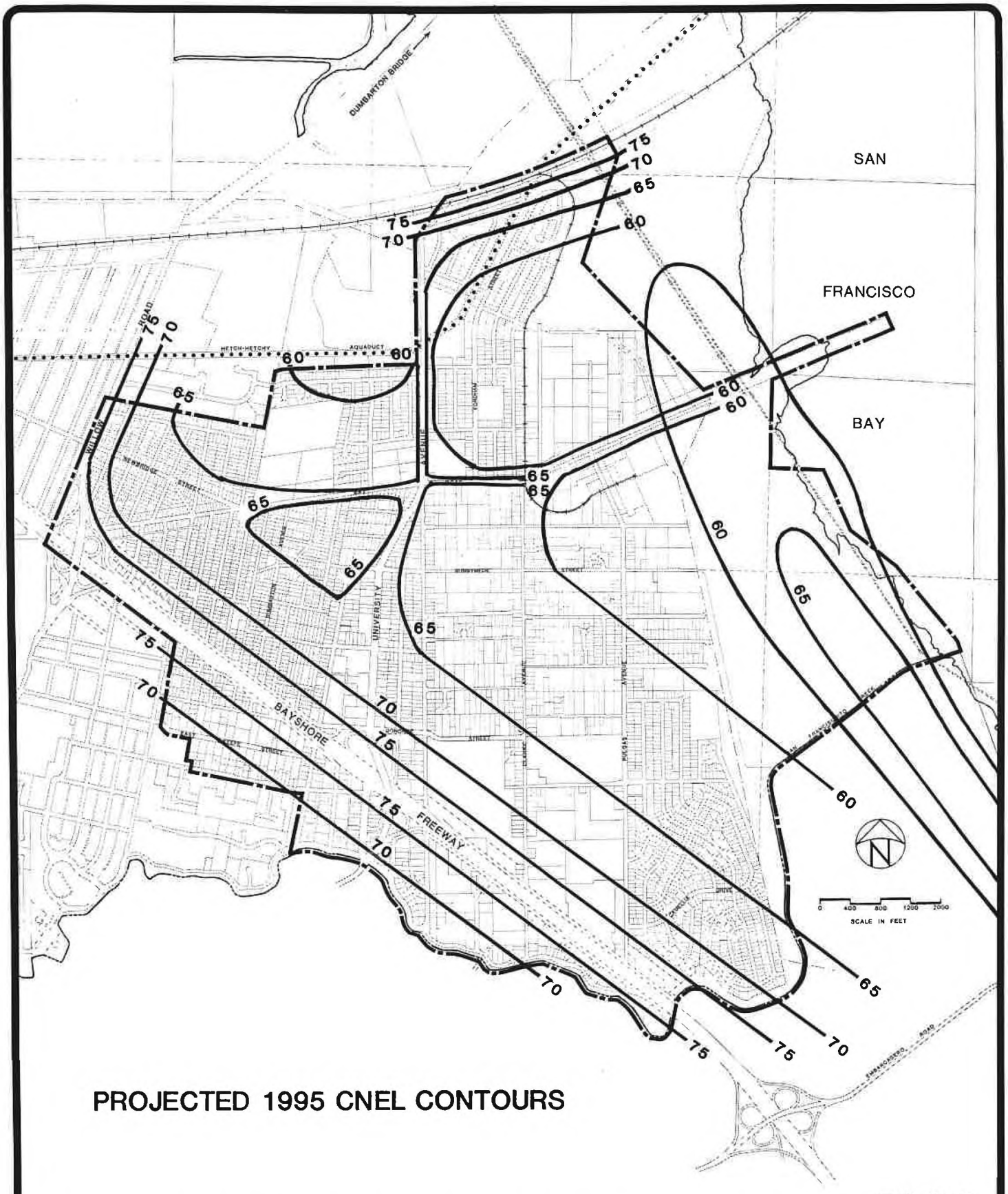
For residential development, noise generated within the development will generally be acceptable and similar to the existing

ambient level. Discounting development impacted by major arterials, new residential levels will generally be in the 30-40 L_{dn} range (using a generalized formula for computation where L_{dn} = 10 [log population density] + 22 dB[5], and discounting vehicular noise). Where residential development occurs in areas with noise levels greater than 60 CNEL, mitigation measures must be incorporated into development plans. Increased noise from industrial development will be a function of the types of uses and densities. In terms of acreage of industrial development allowed under each alternative, the Residential Community Alternative allows the least, the 1981 Plan offers a balance of industrial uses and the second lowest acreage, followed by the Maximum Development Plan and the 1963 Plan. Point source noise from the industrial park can be mitigated on an individual basis.

In summary, the major noise generators under any of the four alternatives are the major arterial streets. Projected contours are represented in Figure C-7. However, the difference among the four alternatives is primarily due to noise impacts on the smaller arterials (Pulgas, Cooley and Clarke Avenues) from vehicle trips generated by the industrial park, the floriculture area, the high school site and the large lot area. These are summarized in Table C-24.

C. MITIGATION

The noise impacts associated with the Draft Community Plan may be mitigated by restricting the types of industrial uses permitted adjacent to residential areas (Policies 7.15 and 7.16), limiting the types of industrial uses permitted in the light industrial zone (Policy 7.19), eliminating unnecessary truck routes, including Pulgas Avenue (Policy 5.9), and by requiring noise mitigation measures as part of the development review process (Policy 7.32).



PROJECTED 1995 CNEL CONTOURS

FIG. C-7

EAST PALO ALTO COMMUNITY PLANNING PROGRAM

PLANNING AND DEVELOPMENT DIVISION · DEPARTMENT OF ENVIRONMENTAL MANAGEMENT · COUNTY OF SAN MATEO · CALIFORNIA

TABLE C-24

PROJECTED NOISE LEVELS UNDER FOUR COMMUNITY PLAN ALTERNATIVES

	1981 Draft Community Plan	1963 General Plan	Residential Community	Maximum Development
Cooley Avenue (4,500)*				
Additional Vehicle Trips/Day	5,216	3,166	11,150	13,250
Projected Noise Levels (L_{dn})	60	55-60	60-65	60-65
Clarke Avenue (3,000)*				
Additional Vehicle Trips/Day	6,916	7,662	12,350	16,100
Projected Noise Levels (L_{dn})	55-60	55-60	60-65	60-65
Pulgas Avenue (4,900)*				
Additional Vehicle Trips/Day	7,528	17,666	25,200	21,050
Projected Noise Levels (L_{dn})	60-65	60-65	65-70	65-70
Relative Increase Over Existing Levels	5 dB	5-10 dB	5-10 dB	10 dB

*Existing traffic volume in trips per day.

TABLE C-24 (cont.'d)

The following assumptions were used in developing this table:

1. Industrial traffic:

   a. The 1981 Plan--Pulgas Avenue will be closed to trucks.

   b. Except for the 1981 Plan, 1/2 of the vehicles generated by the industrial park will use Pulgas Avenue.

   c. Fifteen percent (15%) of industrial traffic is composed of trucks, in terms of noise generated 4 trucks and 16 cars are equivalent to 100 cars.

   d. A multiplier of 21 cars equals 1 truck was used to increase the number of vehicle trips generated by the industrial park to account for noise (see c above).

2. Large lot area traffic will be equally distributed between Cooley, Pulgas and Clarke Avenues.

3. High school site traffic will be equally distributed between Clarke and Cooley Avenues.

4. Floriculture site traffic will be equally distributed between Clarke and Pulgas Avenues.

5. At 30 mph, 50 feet from the roadway 5-6,000 vehicle trips per day is equivalent to 60 L_{dn}. A doubling in vehicles over the existing number generally represents an increase of 3 dB over the existing ambient.

FOOTNOTES--NOISE

[1]"Noise Contours"--Lines connecting all points with an equivalent noise level.

[2]"dBA"--A scale for measuring sound in decibels, which weighs or reduces the effects of low and high frequencies in order to simulate human hearing.

[3]"CNEL"--Community Noise Equivalent Level; a noise average made of single-noise events in an area and weighing nighttime noise events more heavily.

[4]L_{dn}"--Day/night average sound level; the A-weighted average sound level in decibels during a 24-hour period, with a 10 dB weighting applied to nighttime sound levels.

[5]Bolt, Barnak and Newman, Population Distribution of the U.S. as a Function of Outdoor Noise Levels, Report #2592, 1973.

[6]Telephone conversation with Richard Illingworth, Acoustical Engineer, Charles M. Salter, Associates, Inc.

IX. CULTURAL RESOURCES

A. SETTING

Evidence of prehistoric habitation has been uncovered at several sites in East Palo Alto and nearby areas. The Costanoan Indians lived along the Bay, where fish and shellfish provided an ample food supply. A significant archaeological site has been discovered within University Village, containing a large quantity of artifacts and human remains.[1] Several other sites have also been discovered in this vicinity, including a burial site at the Menlo Industrial Center, off Willow Road just north of East Palo Alto.[2] These sites suggest the likely presence of other unrecorded sites in East Palo Alto.

Following European settlement of the area, Cooley Landing served as a port for the shipment of lumber and hides. In the mid-1800s a town named Ravenswood was subdivided in this area, and Embarcadero Road, Bay Road, and University Avenue fanned out from Cooley Landing, providing connections with various Peninsula locations.[3] No structures have survived from this early period, however. A survey marker from the 1853 Geodetic Survey is situated near Jack Farrell Park. There are no properties in East Palo Alto listed in the National Register of Historic Places.

B. IMPACT

Further development activity could encounter additional and unknown archaeological resources in East Palo Alto. Such resources could be inadvertently damaged or destroyed if not recognized. Any earth-disturbing activities such as excavation, grading, or vegetation removal could disturb archaeological resources.

The Draft Community Plan and all the alternatives propose additional development in the Industrial Park area, the site of the early town of Ravenswood. A marina is proposed to the north of Cooley Landing in the draft plan, as well as in the 1963 and "maximum development" plan alternatives. Although no historical structures are present, the Cooley Landing area has a rich history in the early development of San Mateo County.

C. MITIGATION

The potential damage to unknown archaeological resources may be mitigated by including archaeological investigations in the development review process (Policy 7.31a and 7.31b).

The historical significance of Cooley Landing can be preserved through site design (Policy 4.16f).

FOOTNOTES--CULTURAL RESOURCES

[1]Gerow, B. A., and Force, R. W., An Analysis of the University Village Complex, Stanford University (1968).

[2]George S. Nolte and Associates, Final Environmental Impact Report, Menlo Industrial Center (April, 1979), Appendix 5.

[3]East Palo Alto Municipal Council, Draft Environmental Impact Report, East Bayshore Community Comprehensive Planning Program (Section IV-J).

4. Short-Term Uses of Man's Environment Vs. Long-Term Productivity

East Palo Alto is far along in the urbanization process, although not as far as its neighbors. Streets and utilities have been installed throughout the area. Yet scattered agricultural activities persist in parts of the community, surrounded by urban development. The draft community plan assumes that the agricultural activities will eventually be phased out and the land they utilize will be converted to urban uses. This assumption is based on the history of other agricultural uses in the urbanized portion of the Peninsula, and on the increasing costs of continuing agricultural operations in an urban area. Accordingly, all lands in East Palo Alto presently in agricultural use have been designated for urban use. The timing of such a conversion cannot be predicted. It is dependent upon economic and legal factors. However, adoption of the plan will entail a conscious policy to eventually discontinue agricultural production in East Palo Alto.

5. Significant Environmental Changes

The East Palo Alto Community Plan prescribes a pattern of development which is essentially a continuation of existing trends. The basic framework for development in East Palo Alto was set in earlier years with the construction of roads, utilities, and public facilities. The allocation of land uses has also been established, with University Avenue serving as the principal commercial core, the end of Bay Road as the industrial location, and the remainder of the land providing a variety of residential development. What remains is an infilling process, as remaining parcels and agricultural areas become fully developed. While this process represents an intensification of development, and incrementally greater environmental impacts such as noise, traffic, and pollution will follow, these effects have been described in the EIR along with mitigation measures, and they are not considered environmentally significant.

One project proposed in the Community Plan which entails a significant commitment of environmental resources is the marina at Cooley Landing. However, this project will be subject to extensive environmental analysis and will require permits from a number of agencies including the Bay Conservation and Development Commission, the Corps of Engineers, and the Fish and Wildlife Service. Therefore, detailed environmental review of the proposed marina will occur when a specific project is proposed.

6. Growth-Inducing Impacts

Adoption of the proposed East Palo Alto Community Plan will allow the population of the community to grow to 25,400 from the present level of 18,200, a gain of 7,200. This population level will be reached when the residential areas are built out to their full potential and will probably not occur for at least ten years (the present plan allows for a population growth of 4,300 to 22,500). The proposed plan also provides for additional commercial and industrial development.

The level of growth envisioned by the Draft Community Plan can generally be supported by existing public services and facilities, with the exception of sewers and parks. As noted in the Community Plan and EIR, additional sewerage capacity will be required to accommodate the growth of the community. Additional recreational facilities are also needed in order to provide an adequate level of recreational opportunities for the community.

7. Organizations and Persons Contacted

East Palo Alto Municipal Council

Victor James, Administrator
Kenneth Goode, Former Administrator
Larry Tong, Planner

East Palo Alto Economic Development Council

William Ward, Director

San Mateo County Housing and Community Development Division

Mark Nelson, Director
Maurice Dawson
Gwen Hayes
Sam Williams

San Mateo County Planning Division

David C. Hale, Director
Roman Gankin
Terry Burnes
Sky Dalton
Len Beyea

San Mateo County Public Works Department

Robert Sans, Assistant Director
Al Neufeld, County Geologist
Ed Barnes
Neil Cullen
George Zinckgraf

San Mateo County Public Works Department (cont.)

George Laakso
Bruce Kirk
Roger Young
Odo Camerotto
Kam Tolani

Civil Defense and Disaster Office

William Hinchcliff

San Mateo Local Agency Formation Commission

Sherman Coffman, Executive Director
Paul Hood
Greg MacWilliams

East Palo Alto Sanitary District

Clarence Hynes

Menlo Park Sanitary District

Ravenswood Recreation and Park District

Henry Anthony

Sequoia Union High School District

Ron Woodall

Ravenswood Elementary School District

William Rybensky

Menlo Park Fire Protection District

City of Palo Alto Water Quality Control Plant

Steve Hayashi
Ray Remmel

City of Palo Alto Baylands Interpretive Center

Ted Chandick

California Archaeological Site Survey, Central Coast Office

Rob Edwards

Bay Area Air Quality Maintenance District

Irwin Musser

Assemblyman Robert Naylor's Office

Jim Boregart

Pacific Gas and Electric Company

W. B. Clinch

San Mateo County Transit District

8. Initial Study

BACKGROUND

Project Title: East Palo Alto Community Plan

File No.: E.P. 80-21

Project Location: East Palo Alto, an unincorporated community in southeastern San Mateo County, boardered by the City of Palo Alto to the south; the City of Menlo Park, to the west and north; and the San Francisco Bay, to the east.

Assessor's Parcel No.:

Applicant: County of San Mateo/Department of Environmental Management

Date Environmental Information Form Submitted;

ENVIRONMENTAL ANALYSIS

Answer the following questions, YES or NO: explain any YES answers on an attached sheet. Be brief but specific. For SOURCE, refer to page 7.

		YES	NO	SOURCE
1.	**LAND SUITABILITY AND GEOLOGY:**			
	Will (or could) this project			
a.	**involve a unique landform or biological area, such as beaches, sand dunes, marshes, tidelands, or San Francisco Bay?**	X		A
b.	**involve construction on slope of 15% or greater?**		X	G
c.	**be located in an area of soil instability (subsidence, landslide or severe erosion)?**		X	T
d.	**be located on, or adjacent to a known earthquake fault?**	X		E
e.	**involve Class I or Class II Agriculture Soils and Class III Soils rated good or very good for artichokes or brussel sprouts?**		X	W
f.	**cause significant erosion or siltation?**		X	I
g.	**result in damage to soil capability or loss of agricultural land?**		X	I
h.	**be located within a flood hazard area?**	X		T

		Yes	No	Source
i.	be located in an area where a high water table may adversely affect land use?	X		F
j.	involve a natural drainage channel or streambed, or water course?	X		I
k.	affect groundwater recharge areas?		X	I
2.	VEGETATION AND WILDLIFE:			
	Will (or could) this project			
a.	affect rare or endangered species of plant life in the project area?	X		H
b.	involve cutting of heritage or significant trees as defined in the County Heritage Tree and Significant Tree Ordinances?		X	I
c.	be adjacent to, or include a habitat, food source, water source, nesting place or breeding place for a rare or endangered wildlife species?	X		H
d.	significantly affect fish, wildlife, reptiles, or plant life?		X	I
e.	be located inside or within 200 feet of a marine or wildlife reserve?		X	I
3.	PHYSICAL RESOURCES:			
	Will (or could) this project			
a.	result in the removal of a natural resource for commercial purposes (including rock, sand, gravel, oil, trees, minerals or top soil)?		X	I
b.	involve grading in excess of 300 cubic yards?		X	I
c.	involve lands currently protected under the Williamson Act (agricultural preserve) or an Open Space Easement?	X		V
d.	affect any existing agricultural uses?	X		V

	Yes	No	Source
4. AIR QUALITY, WATER QUALITY, SONIC			
Will (or could) this project:			
a. generate pollutants (hydrocarbon, thermal, odor, dust or smoke particulates, radiation, etc.) that will seriously affect the present air quality on site or in the surrounding area?	___	X	1
b. involve the burning of any material, including brush, trees and construction materials?	___	X	1
c. be expected to result in the generation of noise levels in excess of those currently existing in the area, after construction?	X	___	1
d. involve the application, use or disposal of potentially hazardous materials, including pesticides, herbicides, other toxic substances, or radioactive material?	___	X	1
e. be subject to an unusually high noise level?	___	X	1
f. generate unusually high noise levels?	___	X	1
g. require a permit or other approval from any of the following agencies?			
U.S. Army Corps of Engineers	___	X	1
State Water Resources Control Board	___	X	1
Regional Water Quality Control Board	___	X	1
State Department of Public Health	___	X	1
Bay Area Pollution Control District	___	X	1
San Francisco Bay Conservation and Dev. Comm.	___	X	1
Metropolitan Transportation Commission	___	X	1
U.S. Environmental Protection Agency	___	X	1
County Airport Land Use Commission	___	X	1
Cal Trans	___	X	1
5. TRANSPORTATION			
Will (or could) this project			
a. affect access to commercial establishments, schools, parks, etc?	X	___	1
b. cause noticeable increases in pedestrian traffic or a change in pedestrian patterns?	X	___	1

		Yes	No	Source
c.	result in noticeable changes in vehicular traffic patterns or volumes (including bicycles):	X		1
d.	involve the use of off-road vehicles of any kind (such as trail bikes)?		X	1
e.	generate traffic which would have direct access to a street that is at or over capacity?		X	1
6.	LAND USE AND GENERAL PLANS:			
	Will (or could) this project			
a.	result in the congregating of more than 50 people on a regular basis?		X	1
b.	result in the introduction of activities not currently found within the community?	X		1
c.	employ equipment which could interfere with existing communication and/or defense systems?		X	1
d.	result in any changes in land use, either on or off the project site?	X		1
e.	serve to encourage development of presently undeveloped areas, or increase development intensity of already developed areas (examples include the introduction of new or expanded public untilities, new industry, commercial facilities or recreation activities)?	X		1
f.	affect any public facilities (streets, highways, freeways, public transit, schools, parks, police and fire, hospitals or public utilities (electrical, water and gas supply lines, sewage and storm drain discharge lines, sanitary landfills) serving the site which are at or over capacity?		X	1
g.	generate any demands that will cause a public facility or utility to reach or exceed its capacity?	X		1
h.	involve the construction of more than 20 dwelling units?		X	1

		Yes	No	Source
i.	be adjacent to, or within 500 feet of, an existing or planned public facility?	___	X	I
j.	create significant amounts of solid waste or litter?	___	X	I
k.	result in substantial change in demand for municipal services (police, fire, water, sewage, etc.)?	___	X	I
l.	substantially increase fossil fuel consumption (electricity, oil, natural gas, coal, etc.)?	___	X	I
m.	require variance from adopted general plans, specific plans, or community policies or goals?	X	.	I
n.	involve a change of zoning?	X	___	I
o.	require the relocation of people or businesses?	___	X	I
p.	reduce an already insufficient supply of low-income housing?	___	X	I

7. AESTHETIC, CULTURAL AND HISTORIC:

Will (or could) this project

a.	be adjacent to a designated Scenic Highway or within a Scenic Corridor?	___	X	N
b.	obstruct scenic views from existing residential areas, public lands, public waterbody, or roads?	___	X	A
c.	involve the construction of buildings or structures in excess of 3 stories or 36 feet in height?	___	X	I
d.	affect historical or archaeological resources on or near the site?	X	___	O
e.	visually intrude into an area having natural scenic qualities?	___	X	I

MANDATORY FINDINGS OF SIGNIFICANCE

Does the project have the potential to degrade the quality of the environment, substantially reduce the habitat of a fish or wildlife species, cause a fish or wildlife population to drop below self-sustaining levels, threaten to eliminate a plant or animal community, reduce the number or restrict the range or a rare or endangered plant or animal, or eliminate important examples of the major periods of California history or prehistory?

Yes X No ___

M. D. Boat

(Sign)
M. D. Boat

Senior Planner

Title

Date July 28, 1980

INITIAL STUDY

EAST PALO ALTO COMMUNITY PLAN

Explanation of "Yes" Answers

1. LAND SUITABILITY AND GEOLOGY

   a. Several hundred acres of bay front lands, including salt marshes and evaporation ponds lie within the planning area and will be considered in the plan.

   d. Two faults are believed to straddle East Palo Alto: The Palo Alto fault to the west, and the San Jose fault to the east.

   h. Parts of the study area are designated in the County's seismic and safety element as subject to storm water inundation. The plan will identify these areas as well as proposals for dealing with this problem.

   j. The San Francisquito Creek forms the southern boundary of East Palo Alto.

   i. Most of East Palo Alto lies in an area where the depth to the water table ranges from 5 to 20 feet and could have an adverse impact on certain land uses.

2. VEGETATIONS AND WILDLIFE

   a. The Point Reyes Bird Beak (Cordylanthus maritimus palustris), an endangered plant species, has been found in the salt marsh area near Cooley's Landing. A small craft harbor has been proposed in this area which could affect this species.

   b. The Salt Marsh Harvest Mouse (Reithrodontomys raviventris) and the California Clapper Rail (Rallus longirostris obsoletus), both listed as rare and endangered species by federal and state wildlife authorities, inhabit the salt marsh areas of San Francisco Bay such as those found in East Palo Alto. Although no development is contemplated for those areas, it is possible that increased recreational use may be proposed.

3. PHYSICAL RESOURCES

   c. Approximately 46 acres of lands devoted to flower growing in East Palo Alto are presently under Williamson Act contracts. These lands represent potential developable land for other uses, and their retention as agricultural preserves will be considered in the plan.

   d. See c. above.

4. AIR QUALITY, WATER QUALITY, SONIC

   c. It is possible that the community plan will propose land uses which will generate greater levels of noise than presently exist in certain areas.

5. TRANSPORTATION

a.,b.,c. The community plan will address transportation in East Palo Alto including automobile circulation, bus transit service, pedestrian traffic, and bicycle paths. It may result in the modification of existing patterns of transportation.

6. LAND USE AND GENERAL PLANS

b.,d.,e.,m.,n. The heart of the community plan will be the land use component, specifying types and densities of land use for various parts of the community. Land use recommendations will be developed by analyzing existing problems and issues in the context of community goals and aspirations.

The plan may change present land use designations leading to the introduction of activities not found in the community now, and the development or redevelopment of various areas. This development, in turn, may affect the level and quality of public services. Following approval by the East Palo Alto Municipal Council, the County Planning Commission, and the Board of Supervisors, the community plan could lead to zoning changes.

g. Most of East Palo Alto is served by the East Palo Alto Sanitary District, which contracts with the City of Palo Alto for sewage treatment and disposal. Present flows from the EPASD are about 1.8 MGD, and the present agreement allows 2.25 MGD. It is possible that additional industrial and residential development within East Palo Alto may require additional sewage capacity.

7. AESTHETIC, CULTURAL, AND HISTORIC

d. A wharf and subdivision near Cooley's Landing dating to approximately 1850 were among the early developments in San Mateo County. In addition, numerous archaeological resources, such as Indian burial sites, have been found in East Palo Alto. Any future land development may uncover other such artifacts. The community plan will address this issue and make recommendations for procedures to be followed in the event archaeological resources are encountered.

SOURCES

A. Field Inspection

B. County General Plan and Zoning

C. Conservation and Open Space Element - County General Plan

D. USGS Basic Data Contribution #43 - Landslide susceptibility

E. USGS Basic Data Contribution #44 - Active Faults

F. USGS Basic Data Contribution #50 - High Water Table

G. USGS Quadrangle Maps - San Mateo County 1970 Series

H. San Mateo County Rare and Endangered Species Maps

I. Project Plans

J. Environmental Standards

Federal -

Water Quality Standards	40 CFR 120
Low-Noise Emission Standards	40 CFR 203
General Effluent Guidelines & Standards	40 CFR 401
National Primary & Secondary Ambient Air Quality Standards	40 CFR 50

State -

Ambient Air Quality Standards
Noise Levels for Construction Equipment

K. County Health Department

L. County Sanitary District Maps

M. San Francisco International Airport EIS,
San Mateo County Airports Plan

N. Scenic Highway Element - County General Plan

O. County Archaeologic Resource Inventory (Prepared by S. Dietz, A.C.R.S.)
Procedures for Protection of Historic & Cultural Properties (36 CFR 800)

P. Composite Flood Hazard Areas - HUD National Flood Insurance Program

Q. City Fire Department of California Division of Forestry

R. Airport Land Use Committee PLans

S. Experience with other projects of this size and nature

T. Seismic Safety and Safety Element - San Mateo County General Plan

U. Aerial Photography - Real Estate Data, Inc. 5-75

V. Williamson Act Maps

W. Soil Survey, San Mateo Area, U.S. Department of Agriculture, May, 1961

X. Bay Area Air Pollution Control District Air Pollution Isopleth Maps

Y. California Natural Areas Coordinating Council Maps

Z. Forest Resources Study (1971)

ACKNOWLEDGMENTS

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Planning

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David C. Hale, Planning Director
Mark Duino, Principal Planner
Elaine Costello, Senior Planner

Marty Boat, Urban Planning Economist
Deborah Nelson, Planner III
William Rozar, Planner III
Deborah Schreiber, Planner I
James Sweeney, Planner II
Ernest Vovakis, Planner II, Project Planner

Graphics

Bernie Burton, Graphics Director
Florence Kinsey, Delineator

Typing

Francisca Contreras
Doreen Flanders
Alma Scott

PARTICIPATING EAST PALO ALTO MUNICIPAL COUNCIL STAFF

Victor James, Administrator
Larry Tong, Planner