

11. Westside Area Plan

Overview

The Westside Area Plan provides a detailed vision, guiding principles, and goals and policies for the Westside area of East Palo Alto. It focuses on tools to preserve a stock of affordable housing and improve the quality of life for residents. Topics addressed include land use and development policies, transportation, infrastructure and housing. This is a stand-alone chapter of the General Plan and the goals and policies located herein shall be consistent with the General Plan’s other Elements.

Statutory Requirements

This chapter is not required by law, but addresses an area within the City’s boundaries that is facing critical issues including development pressure, loss of affordable housing and infrastructure deficiencies.

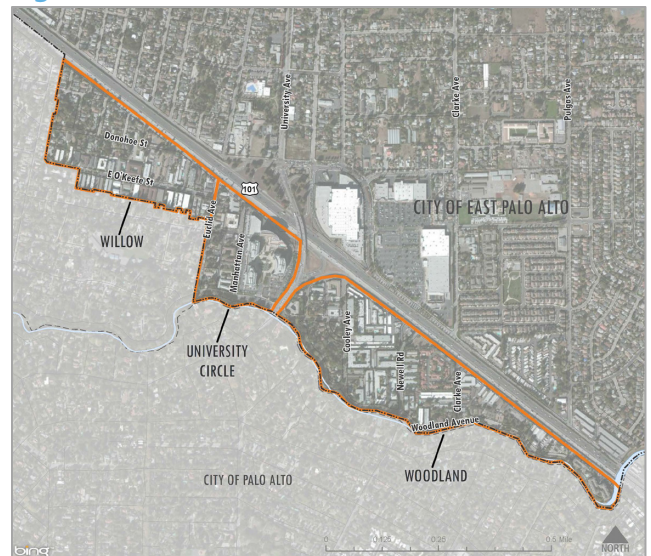
Issues and Opportunities

Geography

The Westside area – shown in Figure 11-1 – is bounded by Highway 101 to the northeast, San Francisquito Creek and the City of Palo Alto to the southwest, and a meandering boundary line shared with Menlo Park to the west and northwest. The Westside area encompasses 107 acres, approximately eight percent of the City’s land area but has a relatively high population density, containing 22 percent of East Palo Alto’s residents. The

neighborhood is geographically isolated from the rest of East Palo Alto by Highway 101 and from Palo Alto by San Francisquito Creek. Highway 101 is a significant barrier for Westside residents as it is dangerous to cross for pedestrians who would wish to access services, retail, and community facilities elsewhere in the City. In fact, there are only six ways in or out of Westside: West Bayshore Road to the southeast, Newell Bridge across the San Francisquito Creek to Palo Alto, University Avenue through the center of the neighborhood, Woodland Ave to the southwest, and either East O’Keefe Street or Donohoe Street into the east side of the Willows neighborhood.

Figure 11-1: Westside Area

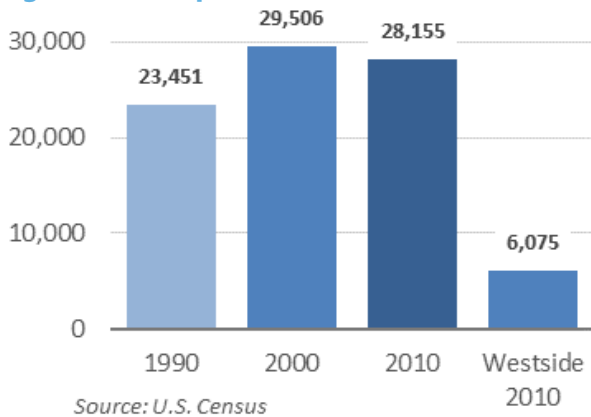


Population/Demographics

With 6,075 residents, the Westside contains approximately one fifth of East Palo Alto’s total population (see Figure 11-2), even though it is less than one-tenth of the City’s land area. This greater population density is due to the multi-family housing stock abundantly present throughout the neighborhood.

Overall, the Westside has a similar proportion of children as the rest of East Palo Alto, but noticeably fewer residents over 65, indicating a younger population. The ethnic composition of the Westside is essentially the same as the rest of the City, with Hispanic/Latino residents comprising the majority (68%). However, there are substantially more Spanish speakers who are not fluent in English residing in the Westside (48%) compared with 34 percent of the City as a whole. The only other noticeable difference is the greater rate of White residents (12%) compared to six-percent citywide. In fact, there are several block groups in the Westside where White residents are the majority ethnic group, something that occurs nowhere else in the City, underscoring the West side’s ethnic diversity.

Figure 11-2: Population Count



Generally, Westside residents have a greater level of educational attainment, with 37 percent of residents holding an Associates or Bachelor’s degree compared to only 20 percent citywide. Presumably this contrast is due to the presence of students attending nearby Stanford University. However, in the Westside, there are noticeably fewer 15 to 17 and 18 to 19-year-olds enrolled in school compared to the rest of the City. Incomes on the Westside are slightly lower than average City

incomes (\$46,401 vs. \$50,137), owing mainly to a smaller proportion of residents earning more than \$75,000.

Existing Land Use

The Westside has a different mix of uses than the rest of the City. As is shown in Table 11-1 and Figure 11-3, land use on the Westside is predominantly residential, accounting for 81 percent of the land area. Of the residential land uses, multi-family housing accounts for the greatest land area by far at 48 percent of the total land area in the Westside. Comparatively, the vast majority of the City’s multi-family uses are located on the Westside. There are several pockets of extremely dense development, upwards of 60 and 70 dwelling units per acre (du/a), shown in Figure 11-4. These areas are along the southern part of East O’Keefe Street, and within the superblock bounded by Cooley Ave, Newell Rd, Woodland Ave, and West Bayshore Rd. In addition to residential uses, there are eight acres of office use and one acre of commercial use on the Westside. These uses are found in the University Circle area and include the Four Seasons Hotel and three 6-story office buildings. There are also a few retail uses spread throughout the Westside including two convenience stores, a laundromat and a small number of restaurants. There are approximately six acres of vacant land in the Westside.

Table 11-1: Existing Land Use - Westside		
Land Use	Acres	%
Residential - Mobile Home	1	1%
Residential - Single Family	14	13%
Residential – Duplex/Fourplex	21	19%
Residential - 5 or more Units	51	48%
Commercial	1	1%
Lodging	3	3%
Office	8	8%
Institutional or Public Facilities	1	1%
Light Industrial	1	1%
Baylands and Marshland	0	0%
Parks & Recreation Facilities	0	0%
Parking	0	0%
Vacant Land	6	6%
Total	107	100%

Source: East Palo Alto GIS, 2013

Figure 11-3: Existing Land Use

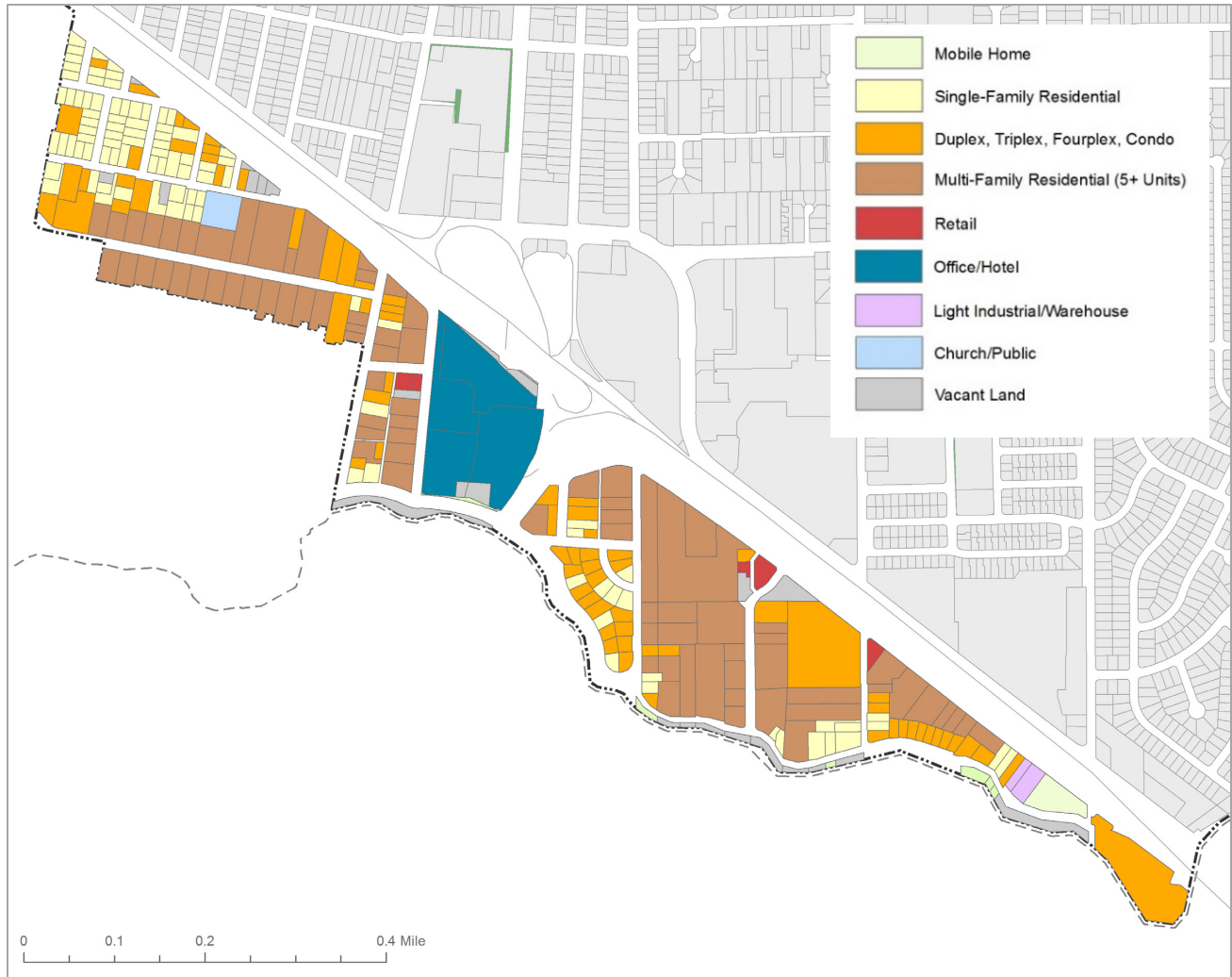


Figure 11-4: Existing Density (du/acre)

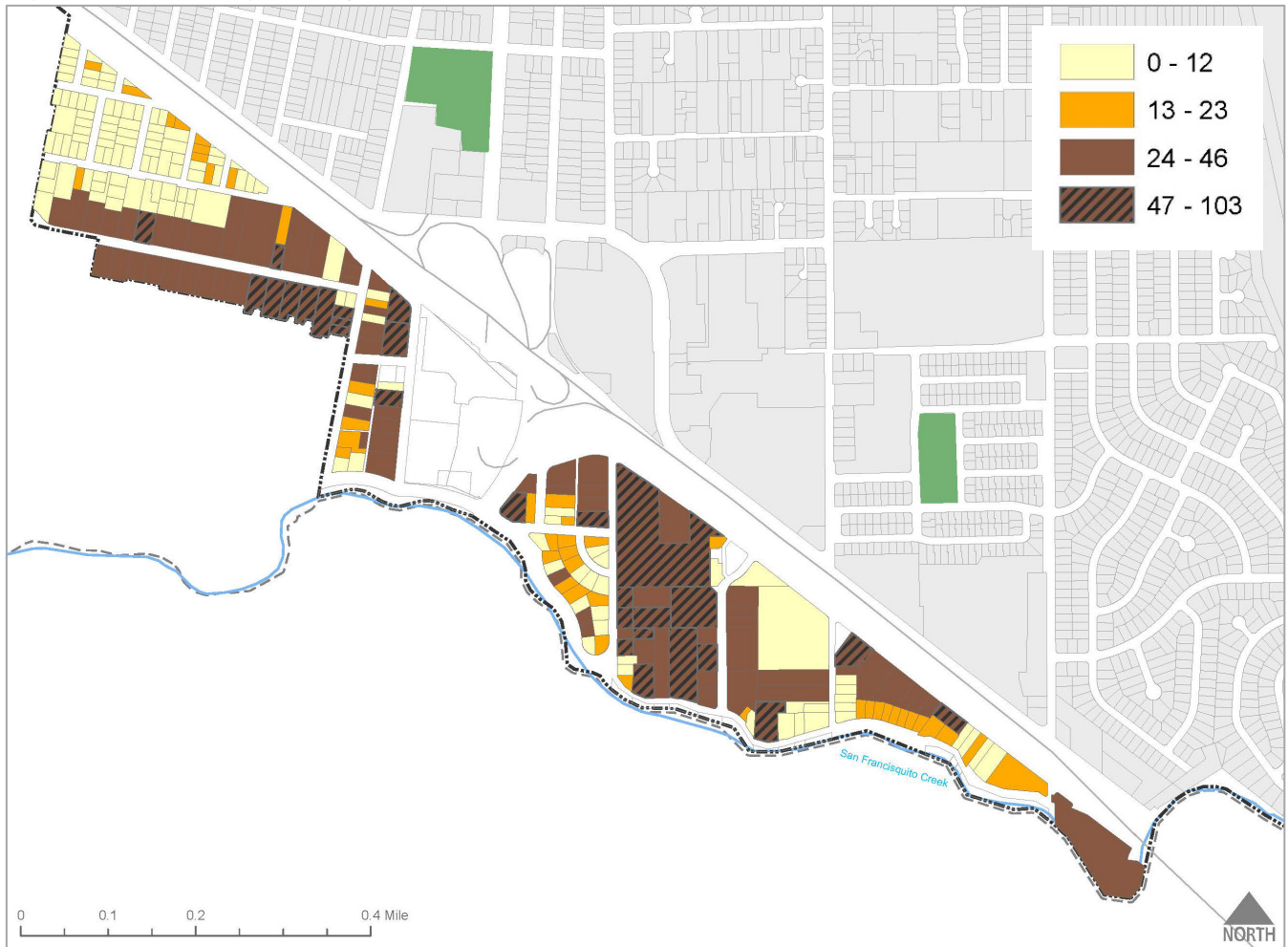
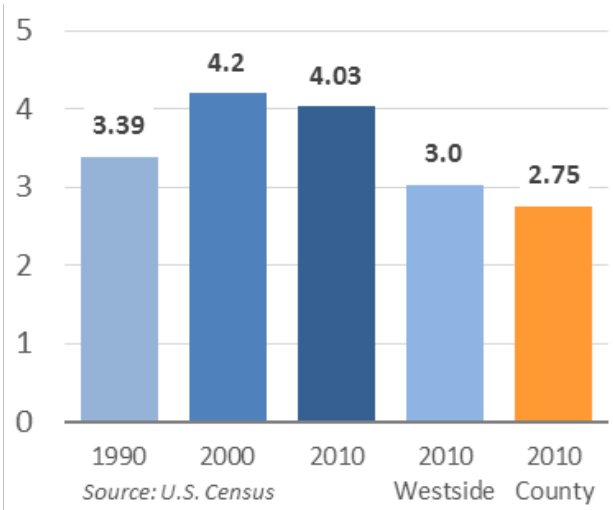


Figure 11-5: Household Size



Housing

The Westside contains the majority of the City’s multifamily housing stock (77%) and rent-controlled rental housing (95%), much of which is owned by one owner. Currently, there are 2,700 total residential units on the Westside, and 2,185 of those are subject to the Rent Stabilization Ordinance (80% of units are rent-controlled).

Household size on the Westside is noticeably smaller than in the rest of the City (three members per household instead of the City average of four, as shown in Figure 11-5). Westside has a higher proportion of one-person households than the rest of East Palo Alto; single person households account for 37 percent of the Westside, compared to 21 percent Citywide.

Compared to the rest of East Palo Alto and the surrounding area, the Westside has a much larger proportion of housing structures with five or more units. Three-quarters (74%) of the buildings on the Westside have 5 or more units compared to only 35 percent Citywide (see Table 11-2).

Over 80 percent of units are renter-occupied, significantly higher than the average in the rest of East Palo Alto as well as the surrounding cities. This illustrates how the Westside’s multi-family rental housing serves a unique niche in the local market.

Table 11-2: Building Units by Type

	City	Westside
S.F. Detached	4,190 (54%)	378 (14%)
S.F. Attached	388 (5%)	189 (7%)
2, 3, or 4 units	310 (4%)	135 (5%)
5 or more units	2,715 (35%)	1,998 (74%)
5 to 9 units	233 (3%)	297 (11%)
10 to 19 units	465 (6%)	216 (8%)
20 + units	2,017 (26%)	1,485 (55%)
Mobile Home	155 (2%)	10 (0%)
Total	7,759	2,700

As far as the characteristics of the rent-controlled units, they are mostly affordable to low income [50%-80% of Average Median Income (AMI), or \$50,601 to \$80,960] and very low income families (30-50% AMI, or \$30,361 to \$50,600).

Figure 11-6 illustrates the full break-down of unit prices. At present, market rents are also affordable to low income households. Turnover is extremely high with 75% living in their unit for 4 years or less, which, during extremely tight housing markets, blunts the effectiveness of rent control. Also, as shown in Figure 11-8, the majority of buildings were built prior to 1970, with most buildings dating back to the 1960s or even 1950s. Only a handful of modern condominium developments were built in the last twenty years.

Figure 11-6: Affordability of Units

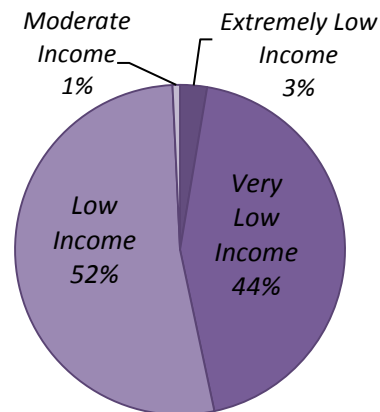


Figure 11-7: Existing Units



Figure 11-8: Age of Structures

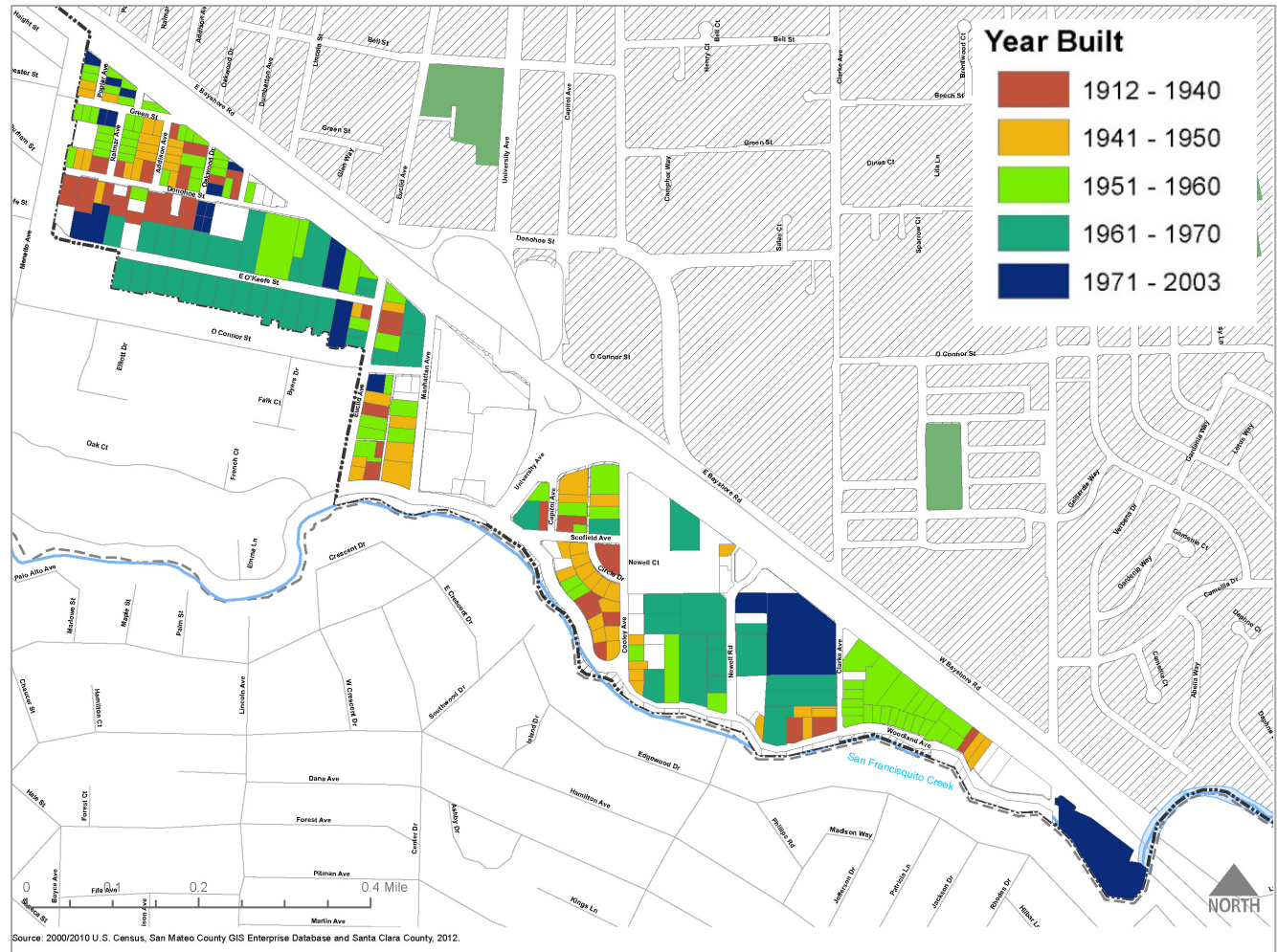


Table 11-3: Number of Overcrowded Units

		Citywide	Westside
Owner	Not overcrowded	79%	99%
	Overcrowded	19%	0%
	Extremely overcrowded	2%	0%
Renter	Not overcrowded	60%	58%
	Overcrowded	18%	19%
	Extremely overcrowded	22%	23%

One-fifth of the rental units on the Westside are “extremely overcrowded,” meaning that there are more than 1.5 people per room. However, owner-occupied units on the Westside show little to no overcrowding, reflecting a significant disparity in lifestyles.

Urban Design and Character

The character of the Westside is generally dominated by the University Circle hotel and office development. The five to six story office project is one of the most prominent developments along the Highway 101 corridor and creates a strong gateway to Palo Alto while it hides the neighborhood behind it. South of University Avenue, the neighborhood is also hidden from public view behind an unassuming three-story apartment complex and the dense growth along the San Francisquito Creek. While being very prominent on Highway 101 and University Avenue, the University Circle project is set back from the street and buffered by landscaping and surface parking along both University and Woodland Avenues. The setback nature of the project and the walls created by the structured parking on Manhattan Avenue sets the project off from the rest of the Westside neighborhoods.

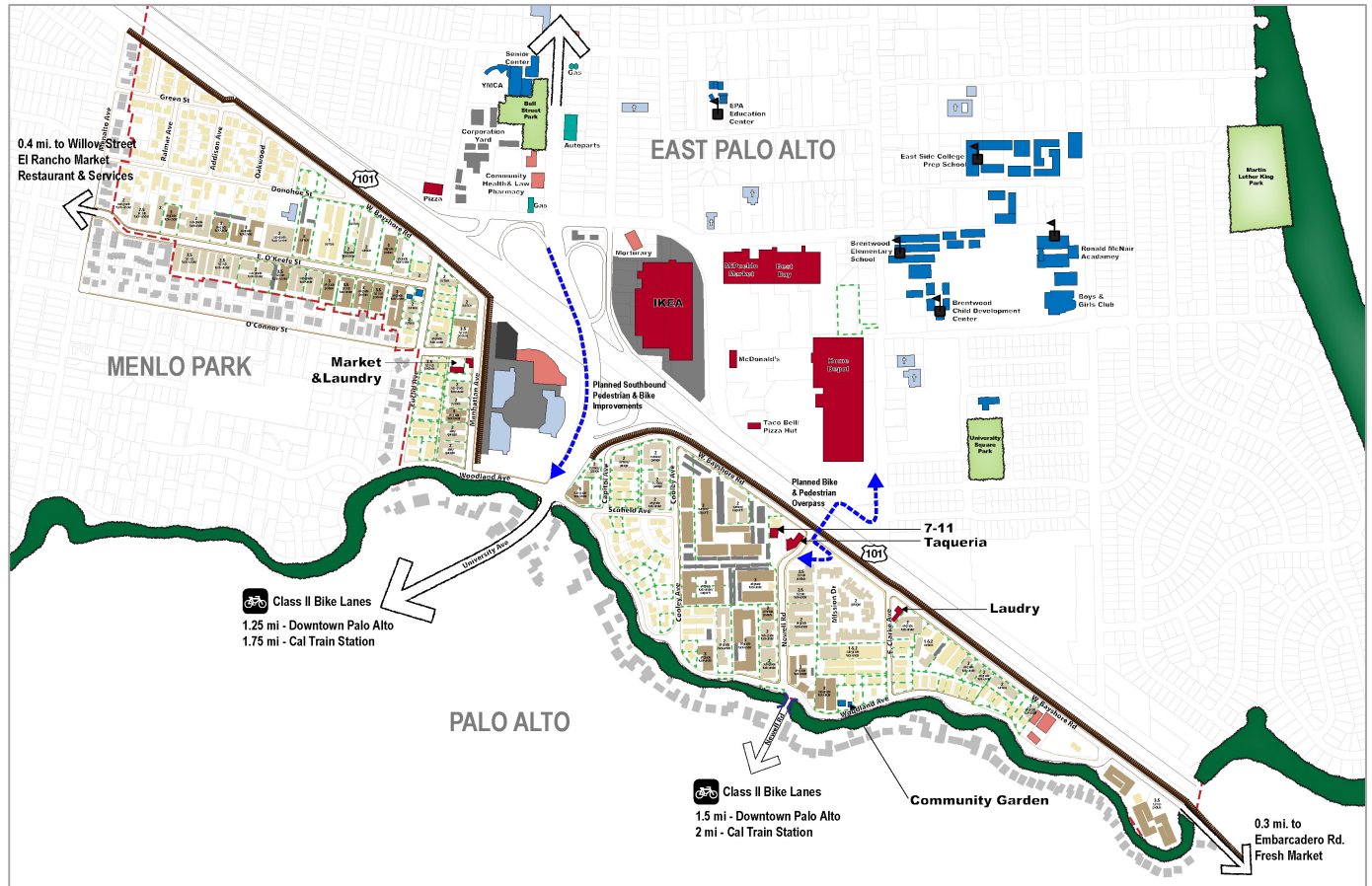
The structure and development pattern of the Westside, outside of the recently developed University Circle project, follows historical patterns of development. Prior to the construction of Highway 101, in the Willows neighborhood, O’Connor Street and Donohoe Street fed into the retail core on University Avenue with single-family homes with orchards behind. During a period of strong growth, O’Keefe Street was added between the streets, and multi-family housing was developed in the open orchard land. The area south of University Avenue had much less development prior to the construction of Highway 101 and consisted of houses located along Woodland Avenue and mainly agricultural lands east of

Cooley Avenue. When the agricultural lands developed, Newell Road was extended to Bayshore Road. West of Cooley Avenue, a single-family neighborhood extended to the previous alignment of University Avenue. This neighborhood largely remains intact and has been in-filled with a variety of multi-family apartment projects.

Building Form and Character

The building types on the Westside are a mix of single-family homes and two-to-three story multi-family buildings, as shown on Figure 11-9. The multi-family buildings are a mix of tuck-under or podium buildings with a few larger developments that have surface parking, and a few alley-loaded developments. The quality of the buildings and associated open space varies greatly from property to property. Some projects have considerable open space, including shared courtyards and pools. Some projects have virtually no common open space but include larger covered private balconies. Recently, much of the multi-family housing has been cosmetically updated with fresh paint.

Figure 11-9: Existing Building Types



Transportation

The Westside neighborhood has the highest percentage of zero vehicle households in the City. While nine percent of all households in East Palo Alto have no access to a vehicle, approximately 13 percent of households in the Westside are zero vehicle households. Significantly higher densities in the Westside may hide this trait and suggest that the area is primed for enhanced transit service and improved bicycle and pedestrian facilities.

Roadways and Streetscapes

University Avenue is the only arterial providing direct access to the Westside, connecting to the rest of East Palo Alto to the east of Highway 101, and to the city of Palo Alto to the west. West Bayshore and Woodland Avenue are classified as collector streets, while all other streets in the neighborhood are local streets.

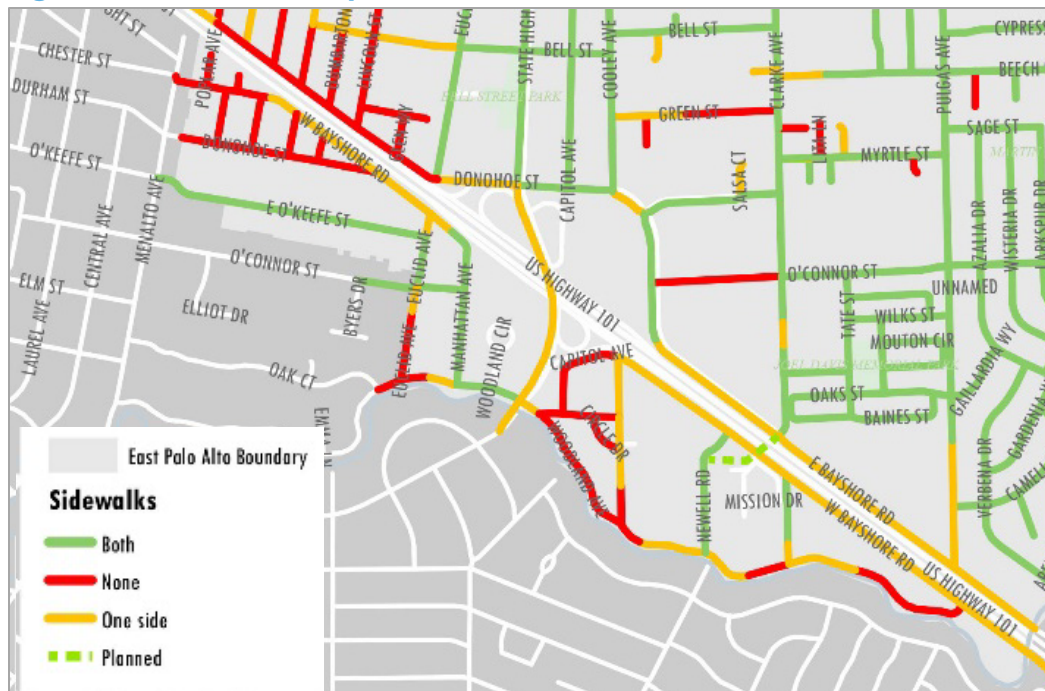
Traffic passing through the neighborhood is highest on University Avenue, which serves an estimated volume of over 25,000 vehicles per day, consistent with typical volumes for many four-lane arterial streets. Woodland Avenue provides direct access to the Westside from University Avenue, and carries relatively low volumes of traffic, serving an estimated volume of up to about

11,000 vehicles per day on the short segment immediately north of University Avenue.

The streets in the Westside north of University Avenue were developed under prior County jurisdiction and have not been completed with curbs/gutters and sidewalks. East O’Keefe Street is wider and has sidewalks on each side of the street, and lighting and power lines as well. Manhattan Avenue and Euclid Avenue are fully constructed, with curb, gutter and sidewalks. Donohoe Street, Green Street, and other side streets (Oakwood Drive, Addison Avenue and Ralmar Avenue) have not been fully improved with new curbs and gutters; they have only limited sidewalks and street lighting. Similarly West Bayshore Road has not been improved with sidewalks, curb and gutter.

The variation of the streetscapes changes the character of the neighborhood, making for a more rural, or less urban, quality to the neighborhood. Though this could be considered positive, it makes walking and biking potentially more dangerous, with narrow driveways, and no designated pedestrian or bike pathways. The lack of lighting also makes security and safety a greater issue as lighting of the street is limited by tree coverage that blocks light from taller posts.

Figure 11-10: Sidewalk Gaps



South of University Avenue, a similar pattern exists. West Bayshore Road, Cooley Avenue, Newell Road and Clarke Avenue are mostly improved, while Woodland Avenue along the creek, and Scofield and Capitol Avenues are not completed. The condition of the streets has the single greatest effect on the “feel” or character of the area.

Bicycle and Pedestrian Network

As shown in Figure 11-10, the majority of streets in the Westside lack sidewalks. However, various pedestrian improvement plans exist, the largest of which is the planned bicycle/pedestrian crossing of Highway 101, which will likely be built at West Bayshore and Newell Road. On the Westside, the City is also considering construction of a bicycle/pedestrian cut-through path connecting Capitol Avenue to University Avenue via a small Caltrans right-of-way.

The intersection of University Ave and Woodland Street has been particularly hazardous for pedestrians, with over 30 collisions recorded during the five-year span between 2007 and 2011.

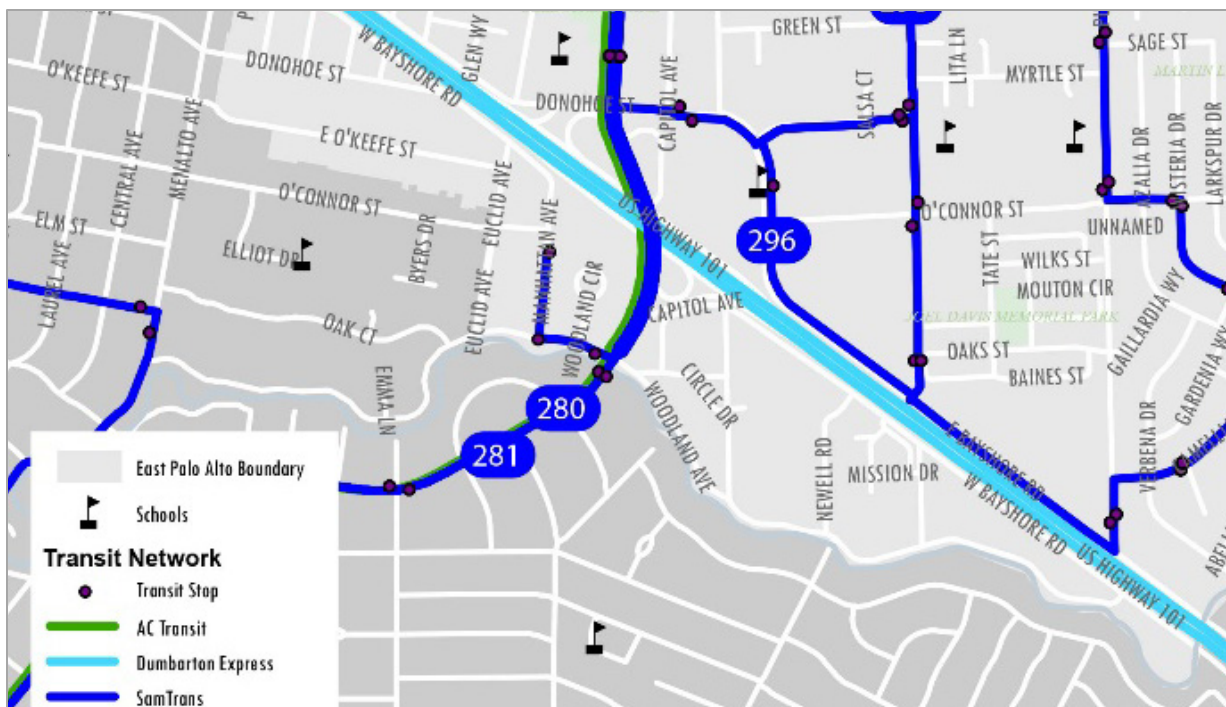
As with pedestrian infrastructure, bicycle infrastructure is also severely limited in the Westside. The only existing

routes are Class II lanes on University Avenue (which end abruptly at the Highway 101 overpass), though planned new infrastructure includes the striping of lanes on the University Avenue overpass and the new bicycle/pedestrian crossing of Highway 101. The lack of bicycle facilities within and adjacent to the Westside likely contributes to the rate of bicycle collisions in the city, particularly at the University Avenue and Donohoe Street intersection just outside of the Westside, where the Class II bicycle lanes along University end as they cross Highway 101. Completing the bicycle lanes over Highway 101 will help provide a connected, safe bicycle route along the whole length of University Avenue.

Transit Network

There is a lack of public transit throughout the Westside. Service by SamTrans and AC Transit is limited to lines along University Avenue (see Figure 11-11), which may require a lengthy walk for residents at the southernmost and northernmost ends of the Westside neighborhood. In addition, access to transit stops on University Avenue is not ideal, due to gaps in the sidewalk network and barriers to direct pedestrian access approaching University Avenue.

Figure 11-11: Transit Network



Parking

On-Street Parking Supply

There is a significant parking problem on the Westside. This is as a result of limited on-street parking and relatively few off-street parking spaces given the number of dwelling units or the number of residents (on average) per unit. Parking is most difficult to find in the evenings and this problem is exacerbated by ordinances in both Palo Alto and Menlo Park restricting overnight parking to residents living in their respective neighborhoods.

On-street parking is permitted in the residential portions of the Westside. However, on-street parking is not permitted adjacent to the commercial development on street segments adjacent to newer commercial development to the north of University Avenue, accessed from Woodland Avenue.

Some of the on-street parking supply is informal, in unmarked spaces and along streets that lack curbs. Table 11-4 describes the current Westside supply of on-street parking by type. There are an estimated 1,076 on-street parking spaces on the Westside.

Table 11-4: On-Street Parking Supply in Westside Neighborhood, by Type	
On-Street Parking Type	On-street parking capacity (number of vehicles)
Parallel Informal	352
Parallel Curbed	594
Perpendicular Informal	99
Perpendicular Curbed	31
Total	1,076

On-Street Parking Demand

Based on observations, the on-street parking supply within the Westside area is mostly occupied during mid-day hours, while off-street parking supply appears to be underutilized. In addition, the unregulated nature of the on-street parking supply – which has no time limitations – contributes to the high occupancy rate and low rate of turnover.

Off-Street Parking Supply

The off-street parking in the Westside is mostly in surface lots or the garages of apartment complexes, with an estimated supply of approximately one parking space per dwelling unit. There are approximately 2,113 registered regulated rental units on the Westside, 85 percent of which (1,790) are owned by Equity Residential. These 1,790 apartments include 1,704 off-street parking spaces, suggesting a roughly 1:1 ratio of parking spaces per unit. Using this logic, approximately 2,011 off-street spaces exist on the Westside.

Total Westside Residential Parking Supply

Total parking supply within the residential portions of the Westside neighborhood is estimated to be approximately 3,087 spaces – thus a total parking supply of 1.5 parking spaces per dwelling unit (based on 2,113 existing dwelling units and 1,076 on-street parking spaces).

Parks and Public Facilities

There are no public parks or community facilities in the Westside, despite the large number of residents living in the area. Westside residents typically use parks and other community in adjacent jurisdictions or travel over Highway 101 to access parks in East Palo Alto. In order to provide an average of 1.5 acres of park space per 1,000 residents, an additional nine acres of parks and open space would be required in the Westside.

Guiding Principles

The Guiding Principles listed below summarize the vision and direction for the future of the Westside. These Guiding Principles were developed by the Westside Area Plan Advisory Committee, in coordination with the public at advisory committee meetings and Town Hall public workshops.

- 1) **Avoid displacement.** Existing renters should have the right to continue to live on the Westside. If housing is renovated, existing residents should be provided with a similar size unit, with similar amenities, at comparable rents.
- 2) **Ensure a community-driven process.** The future of the Westside should be planned by and for the community, with a focus on meeting community needs, reflecting community voices, improving quality of life for residents and building the capacity of residents to influence the decision-making process.
- 3) **On-going community participation in decision-making processes.** Community members should actively engage in decision-making processes for plans and projects throughout the community, particularly those that significantly affect the Westside such as the Newell Bridge replacement and other creek-related projects.
- 4) **Provide affordable rental housing.** One of the highest priorities for the Westside Area Plan should provide long-term affordable rental housing for East Palo Alto residents.
- 5) **Maintain diversity.** Over time, the Westside should continue to serve and enhance the lives of the diverse population that currently resides in the area.
- 6) **Promote diverse ownership.** Over time, the Westside should transition from having a single, majority property owner to ownership by a larger number of property owners. If possible, homeownership by existing Westside and East Palo Alto residents should be encouraged.
- 7) **Improve housing quality.** Rental housing on the Westside should be healthy, safe and have amenities that provide for a high quality of life for residents, including sufficient parking for existing and future residents. Rental housing should be up to code and well-maintained for the safety and comfort of its tenants.
- 8) **Maintain a diversity of housing types and unit sizes.** The Westside should have a variety of rental housing types and unit sizes that provide high-quality housing for a diversity of residents including families, young professionals, and seniors.
- 9) **Connect the Westside to the City and the region.** The Westside should be better connected – both physically and psychologically – to the rest of East Palo Alto and areas beyond. This includes transportation connections, access to shopping and jobs, enhanced visibility and representation, and a shared identity with the rest of East Palo Alto.
- 10) **Address infrastructure deficiencies.** There should be upgrades to the current infrastructure to address deficiencies on the Westside. This includes improved water quality and supply, improving flood protection from San Francisquito Creek, and upgrading existing water and sewer infrastructure.
- 11) **Ensure that new development pays its fair share.** New development on the Westside should be required to provide community benefits for Westside and East Palo Alto residents via the leveraging of the Westside’s assets for the maximum benefit of the community.
- 12) **Provide diverse parks, community facilities and shopping for all residents.** There should be a diversity of parks, public facilities, retail and services on or accessible to the Westside that serve Westside residents, including families with children, and the broader East Palo Alto community. This could include playgrounds, plazas, community centers, retail and restaurants.

- 13) **Improve public safety.** Reducing crime and promoting a safe environment throughout the Westside should be a top priority. Increased police patrolling and street lighting should be improved in areas of high crime.
- 14) **Beautify the Westside.** The physical environment of the Westside should be enhanced to become more attractive. This includes adding street trees, renovating streets to add curbs and gutters, improving the visual character of buildings, requiring high-quality design for renovation and new buildings, and adding parks and open space, including recreation opportunities along San Francisquito Creek.

Goals and Policies

This section provides the goals and policies for the Westside of the City of East Palo Alto. The goals and policies are intended to complement the citywide goals and policies found in the Plan.

Goal W-1. Prevent displacement and preserve affordable housing.

Intent: To avoid displacement and preserve affordable housing by continuing to provide housing in the Westside for a diverse array of income levels and demographics, while protecting the existing supply of affordable housing and improving the quality of housing for those who live in the Westside.

Policies:

- 1.1 Preservation of housing.** The City should have as a goal to avoid displacement of current residents. Maintain regulations that encourage the preservation of existing housing, including rent-controlled housing, and development of new housing that accommodates households that are diverse in size, type and level of affordability.
- 1.2 No net loss in housing.** Require there to be no net loss in the number of residential units or the number of income-restricted affordable housing units during any future reconstruction or renovation on the Westside (also see Policy 3.3).
- 1.3 Home ownership.** Encourage a mix of home ownership and rental housing on the Westside.
- 1.4 Diversity of housing types.** Encourage a diversity of housing types in the Westside such as large apartments, walk-up apartments, stacked flats, townhomes, live-work housing, fourplexes, triplexes and duplexes.
- 1.5 Diversity of unit sizes and types.** Encourage a diversity of small, medium, and large units for individuals, families, seniors, students, and other demographics to encourage a diverse and vibrant population on the Westside.

- 1.6 High-quality housing.** Ensure that the existing and new housing stock is built and maintained to a high level of quality to protect health, safety, and aesthetics on the Westside.
- 1.7 Funding for affordable housing.** Continually seek new local funding sources for publicly-supported, income-restricted affordable housing.
- 1.8 Maintain a viable Rent Control program.** Maintain a financially solvent Rent Stabilization Program even if units are removed from the program through new development.

Goal W-2. An equitable, inclusive, and constructive Community Process.

Intent: To ensure that the community is represented, consulted, and respected in any future planning and development process on the Westside.

Policies:

- 2.1 Outreach and participation.** Ensure ongoing participation in the decision-making process for the Westside.
- 2.2 Westside Advisory Committee.** For future master planning and other long range planning process, develop an advisory committee that reflects the diversity of residents and business interests.

Goal W-3. Create new, high-quality affordable housing.

Intent: To increase the amount of affordable housing on the Westside and strive for a mix of housing types that meets the income levels of existing residents.

- 3.1 Expansion of income-restricted affordable housing.** Ensure that future land use and development decisions expand the number and diversity of income-restricted affordable housing units. Prioritize the creation of permanent income-restricted affordable housing over new rent-controlled housing, to ensure long-term benefits to housing affordability.

- 3.2 Affordable housing location.** Ensure that income-restricted affordable housing is not concentrated in any single area but rather is spread throughout the Westside in a variety of building types and locations.
- 3.3 Land swap to achieve no net loss.** Allow new development to relocate housing on the Westside to other parts of the City if it results in no net loss of housing units in the City (per Policy 1.2), and if it locates new housing closer to existing public facilities and services such as parks, schools, and community centers.
- 3.4 Mix of affordability levels.** Encourage housing in the Westside to encompass a range of deeper affordability levels, including for those with moderate, low, very low, and extremely low incomes, as well as market rate housing. Strive for a maximum mix of income-restricted affordable housing for every development project and on the Westside overall that at a minimum matches the percentages of the City’s Below Market Rate Housing Program, as found in the Housing Element of the General Plan.
- 3.5 Incentives for affordable housing.** Allow increases to permitted density and height for projects that provide income-restricted affordable housing over the current requirements for inclusionary housing and/or in lieu fees.
- 3.6 Affordability for current residents.** To the greatest extent feasible, target new income-restricted affordable housing to the income levels of current residents.

Goal W-4. A diverse land use mix to create a livable Westside.

Intent: To maintain and enhance the residential character of the Westside while allowing neighborhood-serving retail and services to create a more livable neighborhood focused on the well-being and quality of life of residents.

Policies:

- 4.1 Land use designations.** Until a future master plan or other detailed planning process occurs, maintain land use designations and zoning districts that are consistent with the zoning code or the amount of development currently constructed, whichever is greater.
- 4.2 Development within established zoning parameters.** Development applications that do not propose to increase intensity or height over the established zoning regulations may proceed within the regulations and parameters established by the zoning code.
- 4.3 Retail uses.** Allow retail uses and services in the Westside, either as the ground floor of a mixed-use residential building, or as a stand-alone neighborhood-serving retail building. Strive for new retail development to serve the needs of Westside residents or to help improve the fiscal health of the City.
- 4.4 O’Connor retail node.** Support and expand the existing small-scale retail node on O’Connor Street between Euclid Avenue and Manhattan Avenue, with a focus on uses that serve the needs of residents in surrounding neighborhoods.
- 4.5 Prohibited uses.** Prohibit retail uses with large parking lots that do not provide as their primary business the provision of groceries. Prohibit industrial and manufacturing uses, automobile service or sales, and drive-through restaurants as a single use on a lot on the Westside.
- 4.6 University Circle.** Allow the University Circle project to add development over the time horizon of the General Plan so long as it meets the vision for the Westside, is designed to integrate with the adjacent neighborhood, and provides direct and measurable benefits for the City and the residents of the Westside.
- 4.7 Code enforcement.** Work collaboratively and proactively with building owners to address code violations, particularly those that affect health,

safety, and aesthetic quality in the Westside.

Goal W-5. The long-term development of new buildings and a new street network to improve housing opportunities and improve quality of life.

Intent: To establish a long-term process and framework for future development, to establish clear prerequisites and parameters for any future increases in density and height on the Westside over what is currently allowed in zoning, and to ensure that the community's vision for the Westside is maintained in the long term.

Policies:

5.1 Transformation over time. Pursue mechanisms and tools to allow increases in intensity to improve the quality of life for Westside residents.

5.2 Development intensity or change or use. Any development project that proposes an increase in intensity over the existing unit count and/or a change in use must undergo a rigorous public process and meet the anti-displacement goals of this Chapter and all other applicable City policies and regulations.

5.3 Prerequisites for new development per Policy 5.2 (above). Increases in development intensity over the currently allowed zoning intensity on the Westside must meet the criteria listed below. Specific information on each of the items shall be required as part of the development application process. The following are the prerequisites for increased development intensity:

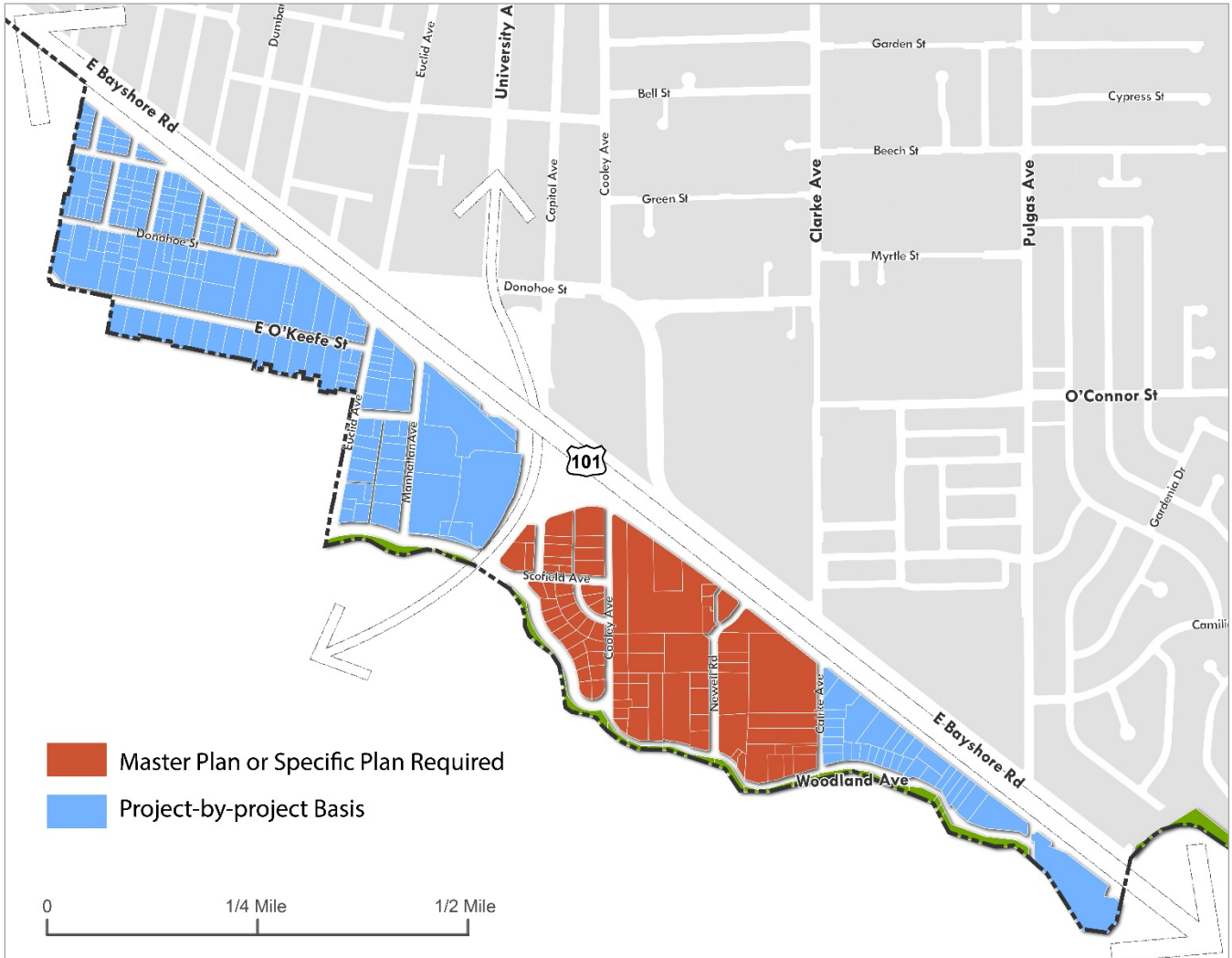
- Prevents displacement of existing residents.
- Provides for some income-restricted affordable housing.
- Preserves “right of return” for existing residents.

- Maintains the City’s rent stabilization program.
- Includes new parks and open spaces or contributes to the provision of new parks and open spaces if it is a single project.
- Improves streets and infrastructure or contributes to the provision of new streets and infrastructure if it is a single project.
- Improves the fiscal health of the City.
- Beautifies the area.

5.4 Development process for increased intensities or changes in use. Any proposed increases in allowed development intensity or change in use per Policy 5.2 must prepare a master plan, Specific Plan or similar planning document according to the project location as listed below:

- For areas on the north side of University Avenue or south of Clark Avenue to San Francisquito Creek, proposed increases in intensity over the currently allowed zoning intensity may be approved on a project-by-project basis. These projects shall be required to meet the policies set forth in this document in addition to any other city policies and shall be required to enter into a development agreement and/or pay fees to support the development of new parks, open spaces, infrastructure and community facilities necessary to support a higher level of development on the Westside.
- For the area between University Avenue and Clarke Avenue, proposed increases in intensity over the currently allowed zoning intensity shall be required to prepare a master plan, specific plan, or similar planning document. In some instances, a developer agreement may be appropriate.

Figure 11-12: Development Process



5.5 Application information for increased intensity. Prior to any approval in increased development intensity or change in use, project applicants must provide detailed information on the overall development plan and, at minimum, include the following information:

- Proposed general plan and zoning for each parcel, including uses, building heights, and maximum development intensities.
- Development program that identifies parcel-by-parcel information on existing and proposed uses.
- Affordable housing plan, including the amount, levels of affordability and location of each housing unit.
- Relocation plan for existing tenants that incorporates policies 5.10, 5.11, and 5.12 of this chapter.
- Fiscal impact analysis for the City
- Description and analysis of how the City's rent stabilization program may be continued in the future, including sources of funding.

- Park and open space plan, including the number, acres and locations of new parks and open spaces (or contribution to parks and open spaces for single-parcel projects).
- A water supply assessment with guarantees of long-term water availability and new sources of water.
- Infrastructure improvement plan, including detailed information on all infrastructure and utilities (or contribution to Westside infrastructure improvements).
- Street network plan, including proposed street cross sections.
- Community Impact Report that details how the project applicant will satisfy the prerequisites for increases in intensity or change in use in Policy 5.3.
- Community involvement strategy.
- Any additional information and level of detail requested by the City to ensure that the proposed project meets the vision of the community.

5.6 Replacement of affordable housing stock.

Incentivize and, to the extent permissible, require projects that propose to redevelop sites with existing units subject to registration under the Rent Stabilization Ordinances adopted by the voters on April 12, 1988 and June 8, 2010 (RSO units) or other income-restricted affordable housing units to include as part of the project the replacement of affordable housing units comparable to the existing units on a one-for-one basis. Replacement housing shall be built in tandem with the market-rate projects and shall be of the same quality and location.

The method for providing replacement affordable housing shall be determined by the City Council on a project-by-project basis or shall be identified as part of an area-wide adopted Master Plan.

However, when considering how to replace affordable housing, the City Council shall consider the following options:

- **Replace with RSO Units.** Replace RSO units on a one-for-one basis with new deed-restricted RSO units with the same number of bedrooms.
- **Replace with Income-Restricted Units.** A developer shall dedicate land and additional local gap financing for the development of new income-restricted units. The land dedicated to the City shall be sufficient to develop an equivalent number of units (and bedrooms), based on existing zoning densities. Developer shall also contribute additional local gap financing in an amount determined on a project by project basis, or upon a Policy or Master Plan adopted by the City Council. The amount of additional local gap financing shall take into account the average median income of a given project's occupants; the type of tax credits, financing, or other equity capital used; the in-lieu fee generated by the overall project; and other financial aspects. The purpose of land dedication is to preserve the affordability of replacement housing in perpetuity. The City shall own the land and issue a Request for Proposals for affordable housing developers to develop the projects on the land.
- **Other Approved Option.** This option can consist of some combination of the options articulated in this Policy or some other option provided it achieves the goal of replacing affordable housing units comparable to the existing units displaced by new development.

5.7 Affordable housing as a community benefit.

Consider the provision of additional or replacement affordable housing units to be a component of community benefits when considering legislative land use changes, development agreements, or statements of

overriding consideration, in particular for residential projects.

5.8 Replacement affordable housing for density bonus projects. Require that density bonus projects, including those seeking bonuses under provisions of the Government Code for properties with existing rental and rent-controlled dwelling units subject to affordability requirements, or which had such dwelling units removed from rent-control, either through demolition or other means, within the five-year period prior to application, provide for replacement units on a one-for-one basis to the extent required and permissible under applicable law.

5.9 First right of return. Require that existing tenants displaced by new development or rehabilitation of existing dwelling units be afforded the following rights:

- The ability to return to a unit at the same level of affordability (measured in monthly rent) as the prior unit.
- The ability to return to a unit of comparable size with the same or greater number of bedrooms.
- The ability to return to replacement housing regardless of immigration status, to the extent that this can occur under current law. If tenants are unable to return due to immigration status, the project sponsor shall find the tenant a comparable unit in terms of size and cost to the original unit.

5.10 Relocation plan. Prior to project approval, require development projects that are proposing increases in intensity or to demolish RSO units, to prepare, and the City approve, a “relocation plan” that accounts for all tenants displaced by new construction. The tenants shall have housing provided from the moment they are displaced until they are relocated into a replacement unit. The relocation plan must meet the following criteria:

- Provide temporary housing within East Palo Alto or within 10 miles of the prior home.
- Does not require the crossing of the Dumbarton Bridge.
- Must not pay more in rent than paying in the prior home.
- All costs of relocation must be paid for by the project sponsor.
- Moving process between units must occur quickly and efficiently and to minimize the inconvenience of the tenant.
- Replacement housing must be completed within one and a half years to minimize impacts to tenants.

5.11 Relocation benefits. Require that sponsors of new development projects offer tenants the choice between reserving replacement housing or receiving relocation payments as defined by City of East Palo Alto Ordinances.

5.12 Land use vision for the Westside. Due to the Westside’s predominant role in providing affordable housing, development is directed to the other areas of the City, including the Ravenswood Business District, Bay Road, and University Ave. Require that any redevelopment or planning process on the Westside incorporate the following into its process or development proposal:

- **Housing focus.** Maintain a predominant residential focus for the majority of the Westside while allowing for the possibility of new non-residential uses.
- **Neighborhood amenities.** New development should include local-serving retail, commercial and service uses and also provide a neighborhood meeting and focal point for the community. To the extent feasible, locate new retail adjacent to public spaces.
- **New supermarket.** Seek to attract a Westside supermarket with fresh, healthy and affordable food. Locate the

supermarket in a mixed use building south of University Avenue on the “main street.”

- **Office and other non-residential uses.** Consider new non-residential development uses on the Westside as part of a master planning process if the non-residential development results in overall benefits to the City and the Westside, does not reduce the total number of housing units in the City, provides direct community benefits.
- **New streets.** If significant redevelopment of the Westside occurs through a master planning process, seek opportunities to create new streets in the Westside that provide for improved vehicular access and pedestrian and bicycle circulation. New streets also increase the opportunity for new open space.

5.13 Existing building renovation. Encourage existing buildings to conduct small and large-scale renovations. This could range from minor improvements to facades and interiors to structural improvements to complete renovations of individual units. Any renovation or rehabilitation shall comply with requirements for replacement housing as set forth in Policy 5.9.

5.14 Gradation of height. Design new development so that there is transition in building height. The greatest height and intensity should be focused towards Highway 101 and University Avenue, transitioning to lower heights no more than three stories near San Francisquito Creek and along the western portion of O’Keefe Street that is adjacent to residential neighborhoods.

5.15 Neighborhood transitions and character. For new multi-family development in the Westside that is adjacent to existing single-family residential neighborhoods, provide transitions in height, increased build setbacks and landscaping to minimize the impact on adjacent low density residential uses.

Goal W-6. **Building and site design to support a beautiful Westside and a high-quality pedestrian environment.**

Intent: To ensure that future and existing development on the Westside generates a more aesthetically pleasing and pedestrian-oriented environment. This is particularly important where the ground floors of buildings meet the street and sidewalk network, framing the public realm and visual character of the Westside.

Policies:

- 6.1 Existing building renovation.** Encourage existing buildings to conduct small and large-scale renovations. This could range from minor improvements to facades and interiors to structural improvements to complete renovations of individual units.
- 6.2 Building quality and character.** Improve the quality and aesthetic appeal of existing buildings and housing in the Westside, and encourage high quality architecture, materials, and pedestrian-oriented facades in new construction.
- 6.3 Frequent pedestrian entries and windows.** Include regular pedestrian entries onto public space and transparent windows along the ground floor of new buildings, particularly in areas with ground-floor retail.
- 6.4 Building articulation.** Use articulation strategies for new development to reduce the visible bulk of buildings, add visual interest, and add pedestrian-oriented character and detail. These could include massing breaks as well as projections, minor stepbacks, architectural details, and variations in materials to distinguish between upper and ground floors.
- 6.5 Engaging residential facades.** Encourage new ground-floor residential uses throughout the Westside with transparent windows, stoops, porches, and other façade treatments to engage the pedestrian environment, provide “eyes on the street,” and create sense of ownership and stewardship among residents.
- 6.6 Elevated ground-floor residential.** Elevate new ground-floor residential space above the sidewalk level to provide privacy and ensure high-quality, usable residential spaces.
- 6.7 Parking frontage.** Whenever possible, locate parking and vehicle areas in the Westside behind or under buildings, and should not be located on street corners.
- 6.8 Building length.** Limit the length of individual new buildings or building masses along the street frontage to create human-scaled buildings with access to fresh air and daylight.
- 6.9 Garage and driveway entries.** Limit the number of new garage entries and driveway curb cuts crossing the sidewalk to encourage a more complete and comfortable pedestrian environment in the Westside.
- 6.10 Placement of utilities.** Locate visible utilities – including all “dry” utility access, above-ground equipment, trash containers, and utility boxes – behind or to the side of buildings, behind buildings, behind screening, and away from street corners.
- 6.11 Loading docks and service access.** Ensure that loading docks and service entrances in the Westside are screened from the right-of-way and adjacent properties; are accessed via alleys, side streets, or services access driveways; and are internal to the building envelop and equipped with closable doors to improve the aesthetics of the public realm and limit noise.

Goal W-7. Beautification and greening of the Westside.

Intent: To introduce more green space, natural features, and design features within the public realm. A beautiful, green public realm can increase quality of life on the Westside, provide a calm and livable environment, and emphasize the Westside’s natural setting.

Policies:

- 7.1 Greening and streetscape.** Provide additional street trees, landscaping and green space throughout the Westside to improve the area’s visual appeal and increase residents’ connection with nature.
- 7.2 Connections to parks and nature.** Encourage physical connections and visual sightlines to parks, public space, San Francisquito Creek, and other beautiful outdoor areas.
- 7.3 Street furnishings.** Improve existing streets or construct new streets with a diversity of street furnishings including benches, directional signage, bollards, bicycle parking, and trash receptacles.
- 7.4 Street lighting.** Provide adequate and consistent street lighting for safety and nighttime pedestrian activity throughout the Westside.
- 7.5 Green streets.** Integrate “green streets” concepts into street, sidewalk, public space design to minimize the impacts of stormwater runoff and to add visual interest and appeal.
- 7.6 University Circle integration.** Seek opportunities to better integrate the University Circle area into the surrounding neighborhoods, including through new street and pedestrian connections, more pedestrian-focused streetscape and façade design, better public access into and across the site, and better crossings of adjacent streets.

Goal W-8. Accessible and well-maintained parks and public facilities.

Intent: To increase the overall amount of park space, natural areas, and accessible community spaces on the Westside, providing locations for recreation, respite, and social events.

Policies:

- 8.1 San Francisquito Creek.** Establish a trail or linear park along the creek as part of a redevelopment of the Westside or as part of the creek flood protection project.
- 8.2 New central park.** Establish a large (at least 1.5 acre), centrally located park south of University Avenue – potentially near the intersection of Cooley Avenue and an extended Scofield Avenue – providing open space amenities for Westside residents.
- 8.3 Other new parks and public space.** Seek opportunities to provide other new pocket parks, plazas, tot lots, playground for children, recreation facilities, and other parks and public spaces throughout the Westside, including in the following locations:
 - At the intersection of East Clarke Avenue and Woodland Avenue.
 - On O’Connor Street between Euclid Avenue and Manhattan Avenue.
 - On a new street connection between Donohoe Street and East O’Keefe Street.
- 8.4 Community Meeting Space.** Pursue the following new community meeting spaces in the Westside, with at least one space on either side of University:
 - One Small community meeting space (at least 500 square feet).
 - One Medium-sized community space (at least 1,250 square feet).

- One Large community space (at least 2,500 square feet).
- Community spaces may be stand-alone independent facilities, or may be incorporated into a larger development, but should provide easily accessible public meeting spaces for a variety of community meetings, educational efforts, civic events, social events, or other neighborhood activities.

Goal W-9. **Better streets and transportation options for residents and visitors.**

Intent: To improve the street network on the Westside and provide a better-connected, safer, and more complete transportation system, achieving incremental improvements by leveraging new development and infrastructure improvements.

Policies:

- 9.1 New street connections.** Should redevelopment occur, establish new street connections across existing large blocks whenever possible, prioritizing connections in the following locations:
- Mid-block between East O’Keefe Street and Donohoe Street.
 - Mid-block between Euclid Avenue and Manhattan Avenue, south of O’Connor.
 - Into or through University Circle.
 - From Cooley west to San Francisquito Creek.
 - Multiple connections through the large block between Cooley Avenue and Newell Road.
 - Through the large block between Newell Road and East Clarke Avenue.
 - From Cooley west to San Francisquito Creek.
- 9.2 Safe pedestrian network.** Develop a safe pedestrian network throughout the Westside, including regular crosswalks, consistent sidewalks, traffic calming where necessary, special crossing treatments in areas of high pedestrian traffic, and better access across University Avenue and Highway 101.
- 9.3 Safe bicycle network.** Implement a safe, complete, and well-connected bicycle network through the Westside, emphasizing connections to the existing bicycle networks in Menlo Park, Palo Alto, and the rest of East Palo Alto.
- 9.4 Transit service.** Work with regional transit providers to provide increased frequency of transit service, additional routes, easily accessible transit stops, and direct service to shopping and employment destinations.
- 9.5 Complete Streets.** Implement the concepts of Complete Streets, balancing the needs of automobiles, cyclist, pedestrians, and transit as appropriate when improving streets or creating new streets.
- 9.6 Sidewalks.** Ensure sidewalks are provided on both sides of all streets in the Westside, with wider sidewalks in retail areas, and replace and repair missing sidewalks.
- 9.7 Pedestrian crosswalks.** Provide better and more frequent pedestrian crosswalks, with special priority treatments such as bulbouts, elevated crosswalks, in-pavement markers or texture, or high-visibility crosswalks in areas with high levels of pedestrian activity.
- 9.8 Scofield Main Street extension.** Prioritize the extension of Scofield Avenue east to link to West Bayshore and Newell Road, providing a new main street and east-west spine for this area of the Westside. Prioritize ground floor retail uses along this extension.
- 9.9 Improve access across Highway 101.** Complete a new pedestrian bridge Highway 101 at Newell Road. Establish a new connection across Highway

101 north of University Avenue, either by re-opening and improving the existing pedestrian underpass or by constructing a new bridge over the freeway.

- 9.10 Newell Bridge.** Complete the new Newell Bridge connecting the Westside to Palo Alto across San Francisquito Creek and align the bridge with existing streets.
- 9.11 University Avenue crossings.** Improve pedestrian crossings of University Avenue at Woodland Avenue and at the freeway interchange in order to improve transportation safety and enable improved pedestrian connections from the Westside.
- 9.12 University Avenue overpass.** Fully implement safe bicycle and pedestrian facilities on the University Avenue overpass of Highway 101, ensuring that bicycle facilities are integrated with the bicycle network on either side of the overpass.
- 9.13 Newell Road bicycle facilities.** Prioritize Class II bicycle lanes or other high-quality bicycle facilities along Newell Road, providing a connection between the new Newell Bridge and the planned pedestrian/bicycle overpass over Highway 101 at Newell Road.

Goal W-10. An adequate and efficiently administered parking supply on the Westside.

Intent: To make efficient use of the Westside’s parking supply, provide sufficient parking supply, and reduce the demand for parking in order to create a convenient parking system for residents on the Westside.

Policies:

- 10.1 Parking for new development.** Ensure an appropriate supply of parking for new development.

- 10.2 Parking regulation.** Ensure adequate enforcement, permitting, and monitoring of on-street parking in the Westside.

- 10.3 Off-street parking allocation.** Work with building owners to provide a fair, efficient, consistent, and integrated approach to allocating parking spaces to tenants. Work with property owners and manager to improve the parking situation for existing residents.

- 10.4 Increase opportunities for residents parking.** Seek opportunities to ensure an adequate supply of parking for residents and visitors on the Westside including:

- Constructing public parking lots or garages.
- Providing incentives for new projects to provide additional parking spaces as part of the projects for existing residents and visitors.
- Encouraging all existing and new non-residential development to allow residents to park in parking lots during non-business hours.

- 10.5 Transportation demand management.** Encourage efforts to reduce transportation demand and trip generation, and require significant transportation demand management planning as part of any future master planning process in the Westside.

- 10.6 Mechanized Parking.** Encourage the use of mechanized parking in new construction and major renovations of existing buildings.

Goal W-11. **Safe, sufficient, and well-maintained infrastructure and services.**

Intent: To address deficiencies in infrastructure in order to protect health and safety in the Westside, while enabling sufficient infrastructure capacity and services for new and existing development.

Policies:

- 11.1 Infrastructure upgrades.** Replace aging wet and dry infrastructure throughout the Westside to ensure safe and reliable provision of services for new and existing residents.
- 11.2 Higher quality drinking water.** Take active steps to ensure a more reliable and plentiful source of potable water for the Westside, in coordination with citywide efforts to secure the City's supply.
- 11.3 Flood protection.** Continue to work with adjacent cities and the Army Corps of Engineers to reduce flooding risks from the San Francisquito Creek.
- 11.4 Public Safety Services.** Ensure that police, fire, and EMS services to the Westside are sufficient to protect residents' health and safety, and are kept at a level commensurate with any changes in population on the Westside.
- 11.5 Infrastructure for new development.** Ensure that new development in the Westside pays its fair share for infrastructure and utility improvements that it necessitates.
- 11.6 Waste and recycling.** Provide adequate trash and recycling services to keep pace with the number of residents on the Westside.