

TRAFFIC IMPACT ANALYSIS HANDBOOK

VOLUME II – POLICIES & GUIDELINES



2008



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IV. GOALS AND POLICIES

Goals and policies are an integral part of the General Plan. Each major section of Goals and Policies is preceded by an introductory narrative which is intended to provide a frame of reference for the goal and policy statements which follow. This information is also intended to provide a brief summary of the significant background information, analysis and documentation on file in the Department of Planning, Building, and Code Enforcement from which the Goals and Policies are derived. ■

IV. GOALS AND POLICIES

CITY CONCEPT

The City Concept goals and policies collectively express a concern with the quality of life and the livability of San José. They are directed toward trying to make San José a recognizable and distinct place which is complete in terms of providing a wide variety of opportunities for living and working, as well as enjoying cultural and recreational pastimes. They are also directed toward trying to make San José's many diverse neighborhoods meaningful parts of the larger community.

The quality of life for San José residents will be enhanced by a commitment which places the highest value on people and encourages citizen participation in government.

Urban Conservation

Goal:

Improve the existing quality of life and create a stable, mature community.

Policies:

1. In the development review process and in designing service and capital facility programs, the City should strive to create an environment in which the highest value is placed on people.
2. The City should encourage new development which enhances the desirable qualities of the community and existing neighborhoods.
3. The City should provide the highest level of service feasible consistent with the City's fiscal resources.

Community Identity

Goal:

Enhance the sense of community identity in San José.

Policies:

1. The City should encourage the development of a compact, cohesive pattern of urbanization with definite, identifiable boundaries that readily create a sense of community identity.
2. The City should promote the revitalization of the Downtown Core Area as a major focal point for the identity of San José.
3. The City should foster the participation of residents in local government decision-making and in the social, cultural and recreational activities of the community.

Neighborhood Identity

Goal:

Enhance the sense of neighborhood identity in San José.

Policies:

1. Neighborhood groups should have input to the decision-making process in City government.
2. City services and facilities should be equitably distributed throughout the community to the extent feasible.
3. Public and private development should be designed to improve the character of existing neighborhoods. Factors that cause instability or create urban barriers should be discouraged or removed.
4. Neighborhoods should include places for interaction among residents such as parks, community centers, schools, commercial areas, churches, and other gathering points.
5. To increase neighborhood child care options, the city encourages the location of child care facilities in neighborhood schools, churches and other suitable facilities.

Balanced Community

Goal:

Develop a balanced and complete community in terms of land use distribution and densities, housing types and styles, economic development and job opportunities and opportunities for social and cultural expression

Policies:

1. The City should foster development patterns which will achieve a whole and complete community in San José, particularly with respect to improving the balance between jobs and economic development on the one hand, and housing resources and a resident work force on the other. A perfect balance between jobs and housing may not be achievable but the City should attempt to improve this balance to the greatest extent feasible.
2. Varied residential densities, housing types, styles, and tenure opportunities should be equitably and appropriately distributed throughout the community and integrated with the transportation system, including roads, bicycle and pedestrian facilities. Higher densities are encouraged near passenger rail lines and other major transportation facilities to support the use of public transit.
3. Encouragement should be given to achieving a social, economic and housing mix in all neighborhoods.
4. Business and industry should be encouraged to provide job opportunities for all members of the community's work force.
5. Developers of large industrial, commercial, or residential projects should be encouraged to identify and appropriately address the potential need generated by these projects for child care facilities or services. ■

COMMUNITY DEVELOPMENT

Land Use

Residential Land Use

There are a wide variety of residential neighborhoods in San José, each with its own character defined by setting, housing types, densities and, in some cases, cultural heritage. The environment and livability of existing residential neighborhoods are an intangible but important community resource to be preserved. Similarly, these qualities should be fostered in future neighborhoods. To this end, the Residential Land Use goals and policies reflect concerns for the protection of neighborhoods from incompatible land uses, the adequacy of public facilities and services, and protection from hazards.

The Residential Land Use policies also reflect the City's objective to promote higher density residential development in the future than was typical in the past. This objective recognizes that remaining vacant land resources are finite and should be used as efficiently as possible, that the relative affordability of housing is enhanced by higher densities given the rising price of land, and that higher densities make the delivery of public services more cost-effective. The Plan contains the Housing Initiative and Transit-Oriented Development Corridors Special Strategy Areas to facilitate the creation of high density residential and mixed use development along existing and planned transit routes.

A high standard of site planning and architectural design quality can make higher density housing attractive to both the consumer and the neighborhood where it is located. Given the finite nature of available land resources and the increasing fiscal constraints on the City, new residential development should provide on-site open

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space and recreational opportunities to adequately supplement the City's limited park resources.

The Residential Land Use goals and policies are primarily guidelines for the physical development of residential neighborhoods and proximate land uses. The Housing goals and policies, on the other hand, address the maintenance, rehabilitation, improvement and development of housing, particularly relating to affordability.

Residential Land Use Goal:

- Provide a high quality living environment in residential neighborhoods.
- Ensure that lands planned for residential use are fully and efficiently utilized to maximize the City's housing supply.

Residential Land Use Policies:

1. Residential development at urban densities (one dwelling unit per acre or greater) should be located only where adequate services and facilities can be feasibly provided.
2. Residential neighborhoods should be protected from the encroachment of incompatible activities or land uses which may have a negative impact on the residential living environment. In particular, non-residential uses which generate significant amounts of traffic should be located only where they can take primary access from an arterial street.
3. Higher residential densities should be distributed throughout the community. Locations near commercial and financial centers, employment centers, the rail transit stations and along bus transit routes are preferable for higher density housing. There are a variety of strategies

and policies in the General Plan that encourages the construction of high density housing and supportive mixed uses. For example, the Housing Initiative and Transit-Oriented Development Corridor Special Strategy Areas encourage high density housing and mixed use development in close proximity to existing and planned transit routes. In addition, residential development located within 2,000 feet of a planned or existing rail station should occur at the upper end of the allowed density ranges and should typically be at least 25 DU/AC unless the maximum density allowed by the existing land use designation is less than 25 DU/AC.

4. Due to the limited supply of land available for multiple family housing, public/quasi-public uses, such as schools and churches, should be discouraged in areas designated for residential densities exceeding twelve units per acre on the Land Use/Transportation Diagram except in the Downtown Core Area.
5. Residential development should be allowed in areas with identified hazards to human habitation only if these hazards are adequately mitigated.
6. Mobilehome parks should be encouraged to locate in various areas of the City rather than concentrating in a few areas.
7. Housing developments designed for senior citizens should be located in neighborhoods that are within reasonable walking distance of health and community facilities and services or accessible by public transportation.
8. Residential social service programs (e.g., board and care facilities) should be equitably distributed throughout the City rather than being concentrated in a few areas. The City should encourage the County and other social service licensing agencies to recognize and implement this policy.



9. When changes in residential densities are proposed, the City should consider such factors as neighborhood character and identity, compatibility of land uses and impacts on livability, impacts on services and facilities, including schools, to the extent permitted by law, accessibility to transit facilities, and impacts on traffic levels on both neighborhood streets and major thoroughfares.
10. In areas designated for residential use, parking facilities to serve adjacent non-residential uses may be allowed if such parking facilities are adequately landscaped and buffered, and if the only permitted access to neighborhood streets is for emergency vehicles.
11. Residential developments should be designed to include adequate open spaces in either private yards or common areas to partially provide for residents' open space and recreation needs.
12. New mobilehome parks are not allowed in areas designated for industrial land uses. Existing mobilehome parks in industrial areas should, however, be considered permanent rather than interim uses, and should be given the same protection from adjacent incompatible uses as would be afforded any other residential development.
13. In the design of lower density, single-family residential developments, particularly those located in the Rural Residential, Estate Residential and Low Density Residential categories,

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consideration should be given to the utilization of public improvement standards which promote a rural environment, including such techniques as reduced street right-of-way widths, no sidewalks and private street lighting.

14. Single-family and duplex residential development should be designed with limited access to arterial streets as follows:
 - No direct frontage or access on six-lane arterials or within 350 feet of the intersection of two arterials.
 - No direct frontage or access on four-lane arterials; direct frontage or access is strongly discouraged.
 - The use of frontage roads, corner lots, open-end cul-de-sacs or other street design solutions for access is encouraged.
15. Bed and breakfast inns may be located on properties designated for residential land use, regardless of density, provided that parking and other possible impacts on the surrounding neighborhood can be satisfactorily mitigated.
16. Small residential social service facilities for up to six persons are appropriate in residential neighborhoods of any density. Facilities for more than six persons should be located only in areas designated for residential densities exceeding 8 dwelling units per acre.
17. The City encourages developers of large residential projects to identify and appropriately address the need generated by these projects for child care facilities and services.
18. New single-family flag lots are appropriate on hillside properties but otherwise should be limited to the occasional large parcel which is unique in its neighborhood. Flag lot

development in non-hillside areas should have a clear and visible relationship to the neighborhood and the street and should be approved only through the Planned Development zoning process which can assure that relationship. To strengthen the neighborhood preservation policies and objectives of the plan, the City Council has adopted a policy establishing criteria for the use of flag lots.

19. Freestanding communications structures such as towers, antennae and monopoles should not be located on sites designated for residential land use unless such sites are occupied by a P.G. & E. substation or corridor for high-tension lines exceeding 200 KV.
20. Roads, buildings and landscaping for new residential projects should be designed and oriented to maximize energy conservation benefits for space heating and cooling to the extent feasible.
21. Substantial expansion of existing non-residential uses (e.g., major structural improvements or expansions) should be discouraged on properties designated for residential use.
22. High density residential and mixed residential/commercial development located along transit corridors should be designed to:
 - Create a pleasant walking environment to encourage pedestrian activity, particularly to the nearest transit stop.
 - Maximize transit usage.
 - Allow residents to conduct routine errands close to their residence.
 - Integrate with surrounding uses to become a part of the neighborhood rather than an isolated project.

- Use architectural elements or themes from the surrounding neighborhood.
 - Ensure that building scale does not overwhelm the neighborhood.
23. New high-density residential development in Transit-Oriented Development Corridors and BART Station Area Nodes should be designed to protect residents from any potential conflicts with adjacent land uses.
24. New residential development should create a pedestrian friendly environment by connecting the features of the development with safe, convenient, accessible, and pleasant pedestrian facilities. Such connections should also be made between the new development, the adjoining neighborhood, transit access points, and nearby commercial areas.
25. Large non-residential/institutional uses should not be located adjacent or in close proximity to one another in residentially designated areas. Large institutional uses should be designed to be compatible with the scale, character, and identity of the surrounding neighborhood.

Commercial Land Use

The commercial land use policies reflect the need to locate new commercial uses in the community which facilitate convenient shopping and easy access to professional services and which contribute to the economic base of the City. Redevelopment of existing commercial strips and areas and the conversion of existing structures to more appropriate uses should result in the upgrading of these areas.

Commercial Land Use Goal:

Provide a pattern of commercial development which best serves

community needs through maximum efficiency and accessibility.

Commercial Land Use Policies:

1. Commercial land in San José should be distributed in a manner that maximizes community accessibility to a variety of retail commercial outlets and services and minimizes the need for automobile travel. New commercial development should be located near existing centers of employment or population or in close proximity to transit facilities and should be designed to encourage pedestrian and bicycle access through techniques such as minimizing building separation from the street, providing safe, accessible, convenient and pleasant pedestrian connections, secure bike storage, etc. Employee intensive uses should be encouraged to locate along multi-modal transit corridors.
2. New commercial uses should be located in existing or new shopping centers or in established strip commercial areas. Isolated spot commercial developments and the creation of new strip commercial areas should be discouraged.
3. Any new regional-scale commercial development should be encouraged to locate in the Downtown Core Area rather than in suburban locations.
4. The City should encourage the upgrading, beautifying, and revitalization of existing strip commercial areas and shopping centers.
5. Commercial development should be allowed within established residential neighborhoods only when such development is compatible with the residential development and is primarily neighborhood serving.
6. New commercial uses or expansion of existing uses within the referral areas of the Airport Land Use Commission should give appropriate consideration to A.L.U.C. policies.

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7. The City should encourage retail and service establishments to locate in the Downtown Core Area in order to serve residents and employees. In this regard, consideration should be given to providing appropriate assistance to such small businesses.
8. Proposals to convert residential properties along major streets to office or commercial use should be approved only when there is a substantial non-residential character to the area and where satisfactory parking and site design can be demonstrated.
9. Combined convenience store/service station uses should not be allowed.
10. Adult entertainment uses (i.e., adult motion picture theaters, adult book stores, adult cabarets, and massage parlors) should not be located within close proximity to residential neighborhoods, schools, or one another.
11. The City encourages developers of large commercial projects to identify and appropriately address the potential need generated by these projects for child care facilities or services.
12. Freestanding communications structures such as towers, antennae and monopoles may be allowed on sites designated for commercial land use when such sites are occupied by a P.G. & E. substation or corridor for high-tension lines exceeding 200 KV or the proposal is consistent with General Plan Urban Design height policies for structures other than buildings.
13. Roads, buildings and landscaping for new commercial development should be designed and oriented to maximize energy conservation benefits for space heating and cooling to the extent feasible.
14. Existing commercial development within residential neighborhoods may expand when such development is small scale and is compatible with the adjacent residential neighborhood.

Industrial Land Use

The Economic Development goals and policies encourage the development of industrial land to provide sufficient opportunities for job growth and for expansion of the City's industrial tax base.



Some of the General Plan industrial categories allow for development which is not of an industrial nature. Therefore, it is critical that the Land Use/Transportation Diagram designate certain areas exclusively for industrial uses such as North San José, Edenvale, the Coyote Valley and along the Monterey Corridor. The remaining industrial land inventory for the City may be appropriate for a mixture of industrial and other compatible uses.

The distinction between the areas reserved exclusively for industrial uses and those that may allow non-industrial uses reflects the many demands that are placed on the finite supply of industrial land, the importance of industrial land in meeting the City's Economic Development Goals and the need for some non-industrial uses to locate on such lands. Reserving some areas exclusively for industrial uses maintain the desirability of those locations in San José for potential industrial users, particularly high technology firms.

Outside of these areas available exclusively for industrial uses, the Land Use/Transportation Diagram designates "mixed industrial areas" with a Mixed Industrial Overlay to allow for a mixture of primarily industrial with compatible commercial or public/quasi-public uses. These areas are generally appropriate for future mixed-use development because they contain, or are surrounded by, an existing mix of uses, so that additional non-industrial uses would not compromise the industrial integrity of the area. These areas also provide opportunities for land uses that may have difficulty locating in commercial or residential areas due to neighborhood concerns, land use compatibility, scale of operation or similar issues. Examples of such non-industrial uses include, but are not limited to, primary or secondary schools, hotels and motels, nightclubs, churches, free-standing daycare centers, large volume retailers, large

gymnasiums, sports or arts instruction facilities, and hospitals.

Older industrial areas near the Downtown Core Area were developed before 1950 and were dominated by canneries and associated industries. A decline in the food processing industry has followed the decline of agricultural production in the Santa Clara Valley. Some of these older industrial areas are under-utilized and their redevelopment is encouraged. Other older industrial areas are dominated by a variety of heavy industries which are necessary components of the local economy and whose continued operation is encouraged. These older industrial areas, such as the Monterey Corridor, provide lower cost lands and buildings necessary for industrial service/supplier uses and act as incubators for the new firms and industries which will fuel future job growth. The City intends to preserve these areas as part of its Economic Development Major Strategy.

New industrial development will occur largely in locations further from the Downtown Core Area. The distribution of industrial lands in the City encourages a more balanced geographic distribution of jobs and housing in the City. High technology industries are predominant. Major activities will include administrative, research and development activities, as well as manufacturing.

The Industrial Land Use goals and policies and the industrial designations on the Land Use/Transportation Diagram reflect the City's objective of locating appropriate employment-intensive land uses close to residential areas, thereby contributing to shorter commute distances.

Recognizing that sustainable economic development depends on a healthy natural environment, the City and industry have been working together to reduce pollutants and water usage that could affect San

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Francisco Bay. Policies in this section and in the Natural Resources section support this continuing effort.

Industrial Land Use Goal:

Provide sufficient land for a variety of industrial uses that is distributed to provide optimum commute access and to promote a balanced distribution of jobs and housing to reduce traffic congestion and air pollution.

Industrial Land Use Policies:

1. Industrial development should incorporate measures to minimize negative impacts on nearby land uses.
2. The City should encourage the development of new industrial areas and the Redevelopment of existing older or marginal industrial areas, particularly in locations which facilitate efficient commute patterns. The use of Redevelopment tax increment financing to provide necessary public improvements is one means of encouraging this economic development and revitalization.
3. The City should monitor the absorption and availability of industrial land, particularly land identified exclusively for industrial uses, to ensure a balanced supply of available land for all sectors, including industrial suppliers and services, and should periodically assess the condition and amount of the industrial land supply to achieve this end.
4. New industrial uses within the referral areas of the Airport Land Use Commission should give appropriate consideration to adopted A.L.U.C. policies.
5. Supportive and compatible commercial and office uses are encouraged in the industrial areas designated with the Mixed Industrial overlay. In areas reserved exclusively for industrial uses, only limited auxiliary and incidental commercial uses may be permitted when the uses are of a scale and design providing support only to the needs of businesses and their employees in the immediate industrial area.
6. Expansion and improvement of heavy industrial uses should incorporate measures to comply with current anti-pollution and design standards including the City's wastewater minimization program and other pollution reduction programs.
7. The City encourages developers of large industrial projects to identify and appropriately address the potential need generated by these projects for child care facilities or services. The provision of on-site child care may be considered for a single tenant building in industrial areas primarily for use by employees of the industrial facility. Off-site, free-standing child care facilities should not be considered in industrial areas, except for those areas that have been designated with the Mixed Industrial Overlay.
8. Freestanding communications structures such as towers, antennae and monopoles may be allowed on sites designated for industrial land use when such sites are occupied by a P.G.& E. substation or corridor for high-tension lines exceeding 200 KV or the proposal is consistent with General Plan Urban Design height policies for structures other than buildings.
9. The City should encourage industrial supplier/service business retention and expansion in appropriate areas in the City.
10. Interface problems between existing residential and new industrial areas should be resolved through the site design and discretionary permit process.
11. Because of the importance in retaining viable industrial supplier/service lands

- and the inherent incompatibility between residential or non-industrial uses and industrial uses, new land uses that may restrict development of land reserved exclusively for industrial uses should not be allowed to locate adjacent to these areas of the City, and in particular, sensitive receptors, should not be located near primary industrial areas.
12. Employee intensive uses should be encouraged to locate near transit facilities.
 13. Roads, buildings and landscaping for new industrial projects should be designed and oriented to maximize energy conservation benefits for space heating and cooling to the extent feasible.
 14. Non-industrial uses which would result in the imposition of additional operational, and/or mitigation requirements, or conditions on industrial users in a neighboring exclusively industrial area in order to achieve compatibility are discouraged.
 15. Exclusively industrial areas should be reserved for industrial uses to the extent possible.
 16. Only non-industrial uses which are incidental to and totally compatible with primary industrial uses should be allowed in exclusively industrial areas.
 17. Uses which operate pursuant a Conditional Use Permit in areas identified exclusively for industrial uses are not precluded through these policies, and may continue.
 18. In order to support the City's Solid Waste Program, the City encourages the use of industrially-planned land to provide locations for various forms of recycling services (e.g., collection, handling, transfer, processing, etc.), for the support facilities required by these services (e.g., service yards, truck storage and service) and for companies that manufacture new products out of recycled materials.

19. New industrial development should create a pedestrian friendly environment by connecting the features of the development with safe, convenient, accessible, and pleasant pedestrian facilities. Such connections should also be made between the new development and adjacent public streets.

Economic Development

As outlined in the Background for Planning section of the Plan, San José has historically served as a bedroom community for employment located in other cities. The City has continually provided the bulk of the County's housing, particularly its lower cost affordable housing, but it has lagged behind the rest of the County in terms of job growth. This development pattern has contributed to County-wide traffic congestion conditions and has deprived the City of San José of an adequate tax base for providing desired service levels since residential development by itself cannot generate sufficient revenues to pay for the services it requires. The Economic Development goals and policies are necessitated by an existing local government tax structure which requires cities to maximize tax revenue from non-residential development to support the services required by residential land uses.

In addition to pursuing the following Economic Development goals and policies, San José will work with other cities to explore means of better balancing revenue distribution and service needs to offset the existing geographic imbalance in the distribution of jobs and housing in the region. This continued imbalance could adversely affect continued economic growth in the region since the communities providing the housing and residential services necessary to support job growth will not be able to provide sufficient services to attract the new worker households.

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Economic Development Goals:

1. Create more job opportunities for existing residents, particularly those who suffer from chronic unemployment, to improve the balance between jobs and resident workers.
2. Create a stronger municipal tax base by obtaining a greater share of the total industrial and commercial development in the County, protecting the exclusively industrial areas from incompatible development, and by nurturing and encouraging expansion of the existing industrial and commercial development in the City.

Economic Development Policies:

1. The City should reduce the present imbalance between housing and employment by seeking to obtain and maintain an improved balance between jobs and workers residing in San José. A perfect balance between the number of jobs and employed residents may not be achievable but the City should strive to achieve a minimum ratio of 0.80 jobs/employed resident to attain greater fiscal stability.
2. To enhance its economic development goals and increase employment opportunities for San José citizens, the City should:
 - Seek to attract businesses and industries which are particularly suited to the area.
 - Protect the industrial lands designated exclusively for industrial uses.
 - Attract a diverse mixture of businesses and industries that can provide jobs suitable for the City's unemployed and under-employed labor force.

3. Residential construction activity and supply and industrial and commercial job growth rates should be reviewed periodically to monitor the City's fiscal balance of land uses and resulting tax base as well as to monitor the progress made toward improving the balance between jobs and resident workers. The results of this review should be reported to the City Council on an annual basis.
4. The City should actively promote economic development through the provision of capital improvements, a simplified project review process, designating areas for exclusive and mixed industrial uses, and by implementing other economic development incentives and programs particularly those available through the Office of Economic Development and the Redevelopment Agency.
5. The City should cooperate with educational, industrial, and business institutions to provide job training programs which will enable the unemployed and underemployed labor force to meet the needs of business and industry.
6. The City should cooperate with appropriate institutions and agencies in providing job opportunities for people with disabilities, or who are economically and/or socially disadvantaged.
7. The City encourages a mix of land uses in the appropriate locations which contribute to a balanced economic base, including industrial suppliers and services, commercial support services, "green industries" (industries related to recycling or environmental preservation) as well as high technology manufacturers and other related industries.

Greenline/Urban Growth Boundary

The General Plan has contained growth management and open space preservation provisions since the 1970s. These provisions have evolved into the Greenline/Urban Growth Boundary Major Strategy described in Chapter III as well as the goals and policies listed below. The Greenline/Urban Growth Boundary establishes the maximum extension of urban development and urban services both intended and anticipated in the General Plan. The Greenline/Urban Growth Boundary and the Urban Service Area policies together govern the timing and location of future urban development and the future extension of urban services. The City's ability to provide adequate services to its residents and businesses is directly related to the successful implementation of the goals and policies listed below.

In addition to governing the location and timing of urban development, the Greenline/Urban Growth Boundary clearly indicates that lands outside of the Boundary should remain permanently rural in character. Most of these lands are currently under the jurisdiction of Santa Clara County and should remain so. This means that the success of the Greenline/Urban Growth Boundary depends on a high degree of City and County cooperation. The City of San José and the County of Santa Clara have a long tradition (since 1970) of cooperative land use planning and urban growth management. The Greenline/Urban Growth Boundary both reflects and reinforces this tradition and establishes policies for further City and County cooperation. The General Plans of the City and the County contain similar policies regarding the Greenline/Urban Growth Boundary. Continued cooperation will help both jurisdictions to preserve substantial areas of open space in hillside and bayland (or wetland) areas as well as preserve agricultural lands. The preservation of these lands and resources are

of mutual concern to both City and County residents and will materially affect life in the City and the County now and in the future.

Greenline/Urban Growth Boundary Goals:

1. Delineate the extent of future urban expansion and reinforce fundamental policies concerning the appropriate location of urban development in furtherance of both the City and County General Plans.
2. Promote fiscally and environmentally sustainable development in locations where the City can most efficiently provide urban services.
3. Preserve substantial areas of the surrounding hillsides, baylands, and other lands, as open space both to conserve the valuable natural resources contained on these lands and to protect valley floor viewsheds.
4. Protect public health and safety by preventing urban development in areas subject to natural hazards.
5. Provide greater long-term certainty regarding future land uses outside the Greenline/Urban Growth Boundary than is provided by the Urban Service Area boundary.
6. Preserve options for the optimal utilization of lands reserved for future urban growth, i.e., the City's Urban Reserves.
7. Achieve greater consistency between City and County land use plans and development policies for areas of mutual concern, both within and outside the Greenline/Urban Growth Boundary.

Policies:

1. No urban development should extend outside of the Greenline/Urban Growth Boundary which separates those lands planned and reserved for urban uses

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from those that should remain rural in character.

2. The Greenline/Urban Growth Boundary should contain within it those lands suitable and appropriate for urban purposes including all Urban Service Area lands, the City's Urban Reserves, and certain lands located below the 15 percent slope line and deemed potentially suitable for future urban development.

Relationship to the Urban Service Area

No expansion of the Urban Service Area should be permitted outside the Greenline/Urban Growth Boundary (G/UGB). The timing and extent of any Urban Service Area expansion within the G/UGB should remain consistent with current established policies, and guidelines and regulations of the City, County and Local Agency Formation Commission (LAFCO).

Modifications to the Greenline/Urban Growth Boundary

1. The Greenline/Urban Growth Boundary is intended to be the ultimate limit to urban development in San José and all urban development should occur within this boundary. To ensure the long-term stability and integrity of this strategy, significant modifications to the Greenline/Urban Growth Boundary and its supporting policies should be strongly discouraged.
2. Any proposed modifications to the Greenline/Urban Growth Boundary location or supporting policies should be compatible with all applicable provisions of both the City and County General Plans.
3. Significant modifications to the Greenline/Urban Growth Boundary and its supporting policies may only be considered during a comprehensive

update of the General Plan involving a community task force similar to the San José 2020 General Plan Update process and only if the City Council makes certain findings regarding the following:

- a) Citywide Fiscal and Service Considerations
 - The City's fiscal condition is stable, predictable, and adequate in the long term according to a five-year economic forecast for the City which projects a balanced budget or budget surplus for each of the forecast years.
 - The City is able to effectively provide and maintain urban services to existing residents and businesses at 1993 levels based on thorough fiscal analysis.
- b) Specific Modification Proposal Considerations
 - The effect of the proposed modification in terms of avoidance of inducing growth beyond the G/UGB or encouraging further modifications to it.
 - The effect of the proposed modification in terms of avoidance of adverse impacts on viewsheds from the valley floor, other scenic views, wild land areas, agricultural lands, or open space preserves or parks.
 - The necessity of the modification to achieve other important goals of the General Plan, such as improving the City's jobs/housing balance, while avoiding conflict with the overall purposes of the G/UGB and key General Plan goals and policies, such as encouraging infill development.

- The effect of the proposed modification on the City’s ability to provide and maintain urban services to existing residents and businesses at least at 1993 levels as shown by a thorough urban services analysis.
- The effect of the proposed modification on the City’s ability to maintain or improve its fiscal condition and the ability of any future development of the expansion area to generate sufficient revenues to meet its need for City services as shown in a fiscal analysis.
- The effect of the proposed modification on the adequacy of City resources available to serve lands proposed for inclusion within the G/UGB as well as adequately maintain services to land within the existing Urban Service Area as shown by a thorough fiscal analysis.

These findings will be codified under Title 18 of the Municipal Code which will govern the G/UGB modification procedures. The achievement of these findings shall not be deemed the sole grounds for approval of a significant modification of the UGB. The Council must additionally determine that the proposed significant modification of the UGB provides an overwhelming public benefit. The findings listed above should be considered for modification only during a comprehensive update of the General Plan.

4. Joint City/County community meetings and separate City and County public hearings should be conducted for any proposal to significantly modify the Greenline/Urban Growth Boundary or its supporting City or County General Plan policies. City and County staff should work together to establish broad

public notification provisions for these meetings.

5. Minor modifications to the Greenline/Urban Growth Boundary may be considered during the Annual Review of the City’s General Plan if certain criteria are met. These criteria should address the following: the slope of the property; the size of the area affected; the location of the property relative to other existing or planned urban uses and the ability of the proposal to integrate with those uses; the environmental effect of the proposal; and, other pertinent factors. These criteria should be listed in Title 18 of the Municipal Code which will govern Greenline/Urban Growth Boundary modification procedures.
6. Minor modifications to the Greenline/Urban Growth Boundary surrounding the South Almaden Valley Urban Reserve may be considered when a specific plan for that area is being prepared under the conditions presently delineated in this General Plan.

City and County Coordination and Cooperation

1. The City and County should achieve greater consistency between their land use and development policies for the lands outside the Greenline/Urban Growth Boundary and should improve the referral and decision-making processes governing development proposals or policy proposals affecting these lands.
2. The City should establish a program to create new zoning districts for hillside areas and rezone those lands outside of the Greenline/Urban Growth Boundary under City jurisdiction to conform with the General Plan designations of these areas and to be consistent with the purposes of the Greenline/Urban Growth Boundary.

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3. The City and County should maintain their commitment to rural land use designations on lands outside the Greenline/Urban Growth Boundary and should only allow land uses consistent with the rural character of these lands.
4. The City and County should develop consistent implementation measures to achieve the goals and carry out the policies of the Greenline/Urban Growth Boundary.

Urban Service Area

The City first adopted a set of Urban Development Policies in 1970 to direct development to those areas where services and facilities could be provided. Because these policies deal with the timing and staging of development and are so closely related to other General Plan growth management policies, they were incorporated into the Plan in 1976. The Urban Service Area goals and policies address services provided by the City as well as those provided by other public agencies, such as flood control, public schools and regional transportation.

The Urban Service Area policies are applicable to the entire development review process, including the annexation of territory to the City. As such, the implementation of these policies should be coordinated with the Local Agency Formation Commission (LAFCO).

Urban Service Area Goal:

Insure that San José's future growth will proceed in an orderly, planned manner in order to provide efficient and economical public services, to maximize the utilization of existing and proposed public facilities, and to achieve the equitable sharing of the cost of such services and facilities.

Urban Service Area Policies:

1. The General Plan designates an Urban Service Area where services and facilities provided by the City and other public agencies are generally available, and where urban development requiring such services should be located.
2. The Urban Service Area should be expanded only when it can be demonstrated that existing facilities and services are available and adequate to serve the proposed expansion area; adequate facilities are planned (i.e., in the adopted Capital Improvement Program or similar programs of other public agencies) and will be available when required; or all necessary facilities will be provided by the developer(s). Additionally, the Urban Service Area should not be expanded unless it can be determined that adequate resources, including operations and maintenance resources, will be available in the long term to maintain service levels citywide and that services to existing neighborhoods will not be reduced or jeopardized.
3. Expansions of the Urban Service Area into the South Almaden Valley and the Central Coyote Valley areas should be approved only in conformance with the respective Urban Reserve land use designations specifically applicable to those areas.
4. Development which is of a relatively small scale and which requires urban services may be approved outside the Urban Service Area under Planned Development Zoning if it conforms to all of the following criteria:
 - Located contiguous to the Urban Service Area boundary and adjacent to existing or committed urban development.

- Generally served by existing or programmed public facilities and services as required by the type of development proposed.
 - Has an existing urban land use designation.
5. Territory outside the Urban Service Area may be annexed to the City if its intended use will require minimal or no services and either:
- The intended use contributes to providing services to development in the Urban Service Area, such as a planned thoroughfare across non-urban territory or a solid waste disposal facility which should be located in a remote area; or
 - The annexation is necessary or desirable for the implementation of General Plan non-urban land use goals and policies, such as to accept dedication of an open space or scenic easement in connection with a hillside open space preservation program.
6. It is City, County and LAFCO policy that existing and future urban development should be located within cities. This policy should be implemented through the City's existing agreement with the County which requires that unincorporated properties within the Urban Service Area either annex to the City, if possible, or execute a deferred annexation agreement prior to approval of development. The City should also encourage the County and LAFCO to join in cooperative efforts to seek the annexation of urbanized County pockets within the Urban Service Area.
7. Since the provision of sanitary sewers is an urban service and development served by sanitary sewers is thereby urban, the expansion of sanitary sewer

districts is discouraged for areas planned in non-urban uses outside the Urban Service Area.

Urban Design

The design of the community affects the quality of life, the character of neighborhoods, and the livability of the city. Members from all segments of the community are involved in the decision-making of the development review process which determines design. The multitude of decisions involved result in the final form and character of the city environment. The public's interest in fostering the highest quality of life is expressed through policies on urban design standards in order to incorporate aesthetic considerations in the development review process.

Urban Design Goal:

Require the highest standards of architectural and site design, and encourage the use of "Green Building" techniques for all development projects, both public and private.

Urban Design Policies:

1. The City should continue to apply strong architectural and site design controls on all types of development for the protection and development of neighborhood character and for the proper transition between areas with different types of land uses.
2. Private development should include adequate landscaped areas. Landscaped areas should utilize water efficient plant materials and irrigation systems. Energy conservation techniques such as vegetative cooling and wind shielding should also be utilized. All landscaped areas should include provision for ongoing landscape maintenance.

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3. Residential subdivisions should be designed to provide for internal circulation within neighborhoods, prevent through vehicular traffic from traversing neighborhoods, and encourage pedestrian and bicycle connections between neighborhoods and to adjacent commercial uses and transit facilities.
4. Residential developments which are adjacent to parks or open spaces should be encouraged to provide direct access to, and common open space contiguous to, such areas.
5. The design review process should take into consideration the long term maintenance ramifications of the design of private streets and other private infrastructure improvements.
6. Proposed structures adjacent to existing residential areas should be architecturally designed and sited to protect the privacy of the existing residences.
7. The City should require the undergrounding of distribution utility lines serving new development sites as well as proposed redevelopment sites. The City should also encourage programs for undergrounding existing overhead distribution lines. Overhead lines providing electrical power to light rail transit vehicles and high tension electrical transmission lines are exempt from this policy.
8. Design solutions should be considered in the development review process which address security, aesthetics and public safety. Public safety issues include, but are not limited to, minimum clearances around buildings, fire protection measures such as peak load water requirements, construction techniques, and minimum road widths and other standards set forth in relevant City Codes. All development projects should comply with the safety standards established in these referenced codes.
9. In order to maintain and protect the integrity, character and aesthetic environment of the streetscape in industrial, commercial, and residential neighborhoods, new billboards should be permitted only under Planned Development zoning and only where they do not create visual clutter and blight. The relocation of existing billboards from impacted areas to locations where they would have a less visually blighting effect should be encouraged.
10. The maximum building heights set forth are intended to address urban design considerations only. Other factors, such as compatibility with nearby land uses, may result in more restrictive height limitations. Building height, including all elements of a building whether occupied space or building features, should not exceed 50 feet, with the following exceptions:
 - **DOWNTOWN:** In the Downtown Core Area, the maximum building height is defined by the airspace requirements of the San Jose



International Airport as established by the Federal Aviation Administration. In the Downtown Frame Area, the maximum building height is 120 feet.

- **TRANSIT AREAS:** Within a reasonable walking distance of an existing or planned passenger rail station, the maximum building height shall not exceed 120 feet ("reasonable walking distance" is generally assumed to be approximately 2,000 feet along a safe pedestrian walkway). Along the Guadalupe Transit-Oriented Development Corridor, within the City/County Civic Center, on the San José Flea Market site located between Berryessa and Mabury Road east of Coyote Creek and west of the Union Pacific Railroad tracks, and for properties within reasonable walking distance of the light rail stations located within the boundaries of the North San José Area Development Policy, the maximum building height is 150 feet.
- **SPECIFIC PLAN AREAS:** The maximum building heights for Specific Plan areas are defined within each Specific Plan.
- **CITY AND MAJOR PUBLIC FACILITIES:** For City facilities, maximum building heights are determined by a City Council-approved master plan or a Site Development Permit. The maximum building heights for other major public institutions, such as hospitals, are determined in the context of a master Planned Development Zoning or master development permit.
- **SPECIFIC SITES AND GEOGRAPHIC AREA EXCEPTIONS:**

- Single Room Occupancy buildings (outside the Downtown Core and Frame Areas), wholly or combined with commercial uses, should not exceed 60 feet in height and should be compatible with adjacent uses.
- In the North San José/Rincon de Los Esteros Redevelopment Area, the maximum building height is 120 feet.
- In the portion of the North San José/Rincon de Los Esteros Redevelopment Area bounded by Brokaw Road to the south, Zanker Road to the east, Montague Expressway to the north, and along its western edge by Orchard Parkway north of Atmel Way and by Highway 101 south of Atmel Way, the maximum building height shall be defined by the airspace requirements of the San José International Airport as determined by the Federal Aviation Administration, but not to exceed 250 feet in any event.
- On the southeast corner of State Route 237 and North First Street, the maximum building height is 120 feet.
- On the north side of Ridder Park Drive, west of Coyote Creek, the maximum building height is 55 feet.
- At the northeast corner of Yerba Buena Road and Murrillo Avenue, the maximum building height is defined by the PD zoning PDC 80-11-279.
- At the southeasterly corner of Silver Creek Valley Road and U.S.

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- Highway 101, the maximum building height is 120 feet.
- In the North Coyote Valley Campus Industrial area, the maximum building height is 135 feet.
 - At Oakridge Mall along Blossom Hill Road between Santa Teresa Boulevard and Winfield Boulevard, the maximum building height is 70 feet.
 - For the property located at the southeast corner of Stevens Creek and Winchester Boulevards (generally known as Santana Row), the maximum building height is 120 feet for one hotel; one residential building including parking and/or commercial space; and one hotel or one building with residential units combined with parking and/or commercial space. The remainder of this site has a height limit of 90 feet, except for the easternmost edge which has a limit of 35 feet.
 - Along the east side of South Bascom Avenue between Interstate 280 and approximately 600 feet north of Fruitdale Avenue, the maximum building height is 95 feet.
 - A site generally bounded by Santa Clara Street, the Guadalupe River, San Fernando Street, and the Los Gatos Creek where the maximum building height is defined by the air space requirements of the San José International Airport as determined by the Federal Aviation Administration.
- At the southwest corner of Winchester Boulevard and Moorpark Avenue, the maximum building height is 75 feet.
 - On the southwest corner of Coleman Avenue and Newhall Street (the FMC site), where building heights shall be defined by the airspace requirements of the San José International Airport as determined by the Federal Aviation Administration.
 - On the northeast corner of East Santa Clara Street and North 5th Street, where the building heights shall be defined by the airspace requirements of the San José International Airport as determined by the Federal Aviation Administration.
 - At the southeast corner of Jackson and Madden Avenues, the maximum building is 75 feet.
 - At a site generally bounded by Monterey Highway to the northeast, State Route 85 to the South, and Manassas Road to the northwest, the maximum building height is 120 feet.
 - At a site bounded by Asbury Street to the north, North First Street to the east, Miller Street to the west, and East Taylor Street to the south, the maximum allowable building height is 200 feet above ground level.
 - For properties generally bounded by Route 87, Highway 101, Karina Court and North First Street (excluding the properties constituting approximately 10.54 acres in the southwest corner of

such area) the maximum allowable height is 150 feet.

- For property located on the west side of North First Street at the westerly terminus of Component Drive, the maximum allowable height is 210 feet.
- At a site generally bounded by Cottle Road to the west, Poughkeepsie Road/Boulder Boulevard to the north, Monterey Highway to the east, State Route 85 and Manassas Road to the south (Hitachi Campus), the maximum building height is 120 feet.
- On the southeasterly corner of Airport Parkway and Old Bayshore Highway, the maximum building height limit shall be defined by the airspace requirements of the San José International Airport as determined by the Federal Aviation Administration, but not to exceed is 220 feet in any event.
- At Valley Fair Mall bounded by Forest Avenue to the north, Stevens Creek Boulevard to the south, Winchester Boulevard and City of Santa Clara to the west, and State Route 17 to the east, in the City of San José, the maximum building height is 65 feet.

11. For structures, other than buildings, where substantial height is intrinsic to the function of the structures and where such structures are located to avoid significant adverse effects on adjacent properties, height limits may be established in the context of project review. For communication structures (such as towers, antennae, and

monopoles, but not buildings) located outside the Downtown Core Area and regulated by the Public Utilities Commission, maximum height may be 100 feet on sites with non-residential or non-urban land use designations, and 160 feet on sites with an existing PG&E substation or high tension line corridor exceeding 200 KV, if all the following criteria are met:

- The site and structure are located to minimize public visibility.
- The project provides visual amenities, such as landscaping, to offset the potential visual impacts associated with the project.
- There is adequate evidence that technical necessity requires greater height and, in the case of cellular facilities, the increase height will result in a reduction in the number of future freestanding monopoles.

12. In order to preserve and enhance the scenic and aesthetic qualities of the natural terrain, development on slopes exceeding 7% should conform to the following guidelines:

- Planned Development zoning is preferable for its flexible design techniques such as clustering, variable lot sizes, and varying setbacks in order to maximize residential densities.
- Construction techniques and housing types adaptable to a variable terrain, such as cluster housing, split pads and stepped foundations, should be utilized where appropriate. Conventional, single flat-pad lots should ordinarily be discouraged.

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- Consideration should be given to the siting of homes for privacy, livability, solar and wind conditions. Siting should take advantage of scenic views but should not create significant visual impacts affecting public places and other properties.
 - The preservation of existing trees, rock outcroppings and other significant features should be encouraged.
 - When grading or recontouring of the terrain is proposed, it should be done in such a way as to preserve the natural character of the hills, whenever possible.
 - Because street construction on slopes often requires a disruptive amount of grading, modified street sections designed for both utility and minimum grading should be encouraged.
13. At the edge of the Valley floor, development should incorporate loop streets and cul-de-sacs, rather than streets stubbed into lands planned for non-urban use in order to minimize development pressures on such non-urban areas.
14. New urban development should be designed to minimize impacts in areas with an established and permanent rural or semi-rural character, often typified by large-lot "ranchette" development.
15. In order to realize the goal of providing street trees along all residential streets, the City should:
- Continue to update, as necessary, the master plan for street trees which identifies approved varieties.
 - Require the planting and maintenance of approved varieties of street trees as a condition of development.
 - Continue the program for management and conservation of street trees which catalogs street tree stock replacement and rejuvenation needs.
 - Continue to work with volunteer urban forestry programs (San José Beautiful/Our Urban Forest) to promote tree planting and maintenance by residents.
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16. When development is proposed adjacent to existing or planned parks or park chains, that development should include public park-frontage roads, wherever feasible, in order to maximize access to park lands, to provide a reasonable separation between urban land uses and park lands without the use of "back-up" design, and to maximize exposure of park lands for scenic and security purposes.
17. Development adjacent to creekside areas should incorporate compatible design

- and landscaping including plant species which are native to the area or are compatible with native species.
18. To the extent feasible, sound attenuation for development along City streets should be accomplished through the use of landscaping, setback and building design rather than the use of sound attenuation walls. Where sound attenuation walls are deemed necessary, landscaping and an aesthetically pleasing design shall be used to minimize visual impact.
19. In the Downtown Core Area, and along designated Neighborhood Business Districts and public streets identified as Pedestrian Corridors in adopted Neighborhood Improvement Plans completed for the Strong Neighborhoods Initiative (SNI) Redevelopment Project Area, a pedestrian orientation should be fostered by appropriate design techniques, including:
- The location of retail and commercial uses at street level.
 - Building entrances should be easily identifiable, accessible, and located on street frontages or paseos.
 - Improvements to sidewalks and other pedestrian ways should include attractive and interesting streetscape features such as street furniture, pedestrian scale lighting, pedestrian oriented signage, clocks, fountains, landscaping, and street trees that provide shade.
 - Development should have an attractive street presence at a pedestrian scale, creating an engaging and diverse walking environment.
 - Sidewalk elevators should be strongly discouraged in areas of high pedestrian usage.
- Sidewalks, plazas and other pedestrian ways should be spacious and of ample width.
 - Commercial uses oriented to occupants of vehicles, such as drive-up service windows, are discouraged.
 - High pressure sodium street lighting may be considered along public streets if the street lighting is attractive and compatible with the surrounding neighborhoods, and does not significantly impact the Lick Observatory's operations. Along designated Neighborhood Business Districts and public streets identified as Pedestrian Corridors in adopted Neighborhood Improvement Plans completed for the Strong Neighborhoods Initiative (SNI) Redevelopment Project Area, up to 300 high pressure sodium lights may be allowed if the street lighting is attractive and compatible with the surrounding neighborhoods, and does not significantly impact the Lick Observatory's operations. Prior to approval, all proposals for high pressure sodium street lighting should be referred to the Lick Observatory for comments.
20. As resources are available, the City should assign priority to the implementation of programs for the installation and maintenance of landscaping in median islands and back-up strips along major thoroughfares.
21. To promote safety and to minimize noise impacts in residential and working environments, development which is proposed adjacent to railroad lines should be designed to provide the maximum separation between the rail line and dwelling units, yards or common open space areas, offices and other job locations, facilities for the
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storage of toxic or explosive materials and the like. To the extent possible, areas of development closest to an adjacent railroad line should be devoted to parking lots, public streets, peripheral landscaping, the storage of non-hazardous materials and so forth. In industrial facilities, where the primary function is the production, processing or storage of hazardous materials, development should follow the setback guidelines and other protective measures called for in the City's Industrial Design Guidelines when such facilities are to be located adjacent to or near a main railroad line.

22. Design guidelines adopted by the City Council should be followed in the design of development projects.
23. In order to fully assess cumulative impacts on existing residential neighborhoods, proposals for the expansion or intensification of non-residential land uses in these neighborhoods should include a master plan depicting the planned uses of the project site plus contiguous properties with the same ownership as the project site. Examples of non-residential uses include hospitals, private schools, churches, and social service facilities.
24. New development projects should include the preservation of ordinance-sized and other significant trees. Any adverse affect on the health and longevity of such trees should be avoided through appropriate design measures and construction practices. When tree preservation is not feasible, the project should include appropriate tree replacement.
25. In order to preserve and enhance the scenic and aesthetic qualities of rural areas located within the City's Sphere of Influence, the design and construction of public and private right-of-way

improvements should conform to the following guidelines:

- Streets should be designed in consideration of the natural topography and the landscape. Divided streets and grade separations may be used.
 - Concrete sidewalks, curbs, and gutters should be constructed only when required by the topography. Crushed gravel walks and vegetation lined swales are encouraged.
 - Street lighting should be limited to intersections. High intensity lighting usually found in suburban and urban areas is inappropriate in these areas.
 - Man-made materials used within the public right-of-way should be softened through the use of finishes or colors to blend in with surroundings and look as natural as possible.
 - These standards are appropriate for areas designated Non-Urban Hillside, Rural Residential and Estate Residential.
26. Uses that discourage pedestrian activity and movement such as uses that serve the occupants of vehicles, i.e., drive-up service windows, are not considered appropriate along major transit thoroughfares without nearby light rail park and ride lots or freeway access. Uses that serve the vehicle, such as car washes and service stations, may be considered appropriate in these areas when they do not disrupt pedestrian flow, are not concentrated, do not break up the building mass of the streetscape, and are compatible with the planned uses of the area. In transit corridors with an accessible freeway and/or near light rail park and ride lots, drive-through uses may be allowed

- consistent with other goals and policies in the General Plan.
27. Child care facilities should be considered in the design of transit-oriented projects and mixed use projects that are suitably located for such facilities.
 28. Child care needs should be considered when developing specific plans or other development strategies.
 29. To the extent practical, all new development should use construction products that are either made from recycled and/or salvaged materials, or can be reused and/or recycled.
 30. To the maximum extent feasible, all new commercial and industrial buildings should be designed for adaptability to other uses in the future.
 31. All streets should provide for pedestrian safety, convenience, and accessibility. Streets with high pedestrian volumes may require physical enhancements, such as medians, bulb outs, or other features, which narrow the crossing distance for pedestrians.
 32. Amenities should be added to create a pleasant walking environment. These measures include ample sidewalk widths, crosswalks, street furniture, pedestrian-activated crossing lights, and street trees.
 33. All developments should provide pedestrian friendly design features including, but not limited to, pedestrian pathways connecting public streets to building entrances and other features of the site. In addition, street trees and appropriate pedestrian scale lighting should be installed in developments within Pedestrian Priority Areas. Along designated Neighborhood Business Districts and public streets identified as Pedestrian Corridors in adopted Neighborhood Improvement Plans completed for the Strong Neighborhoods Initiative (SNI) Redevelopment Project Area, up to 300 high pressure sodium lights may be allowed if the street lighting is attractive and compatible with the surrounding neighborhoods, and does not significantly impact the Lick Observatory's operations. Prior to approval, all proposals for high pressure sodium street lighting should be referred to the Lick Observatory for comments. Non-residential development should include street shade, pedestrian-oriented signage, and building entrances along the street frontage. Within the public right-of-way, pedestrian-oriented signage could include "trailblazer" signs.
 34. To create a more pleasing pedestrian environment, building frontages should include design elements with a human scale, varied and articulated facades, and entries oriented to public sidewalks or pedestrian pathways. Windows and/or entries should be provided along sidewalks and pathways.
 35. New development should increase neighborhood connectivity by providing access across natural barriers (i.e., rivers) and man-made barriers (i.e., freeways).

Hillside Development

This section of the General Plan serves to consolidate and elaborate on the policies of the Plan that are most closely related to hillside development. The hillsides of San José are an important visual and natural resource and the policies of the General Plan generally seek to preserve this resource. Hillside areas are also subject to potential seismic, landslide, fire, and other environmental hazards which can create risks to public safety, expose public facilities and private development to potentially significant damage, and require extraordinary public services costs. For these reasons, General Plan policies typically limit urban levels of development to those areas of the hillsides ringing the valley floor that are

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located below the 15% slope line and that are proven to be stable and appropriate for development.

In some cases, however, historic development patterns have allowed some urban development above the 15% slope line primarily in the East Foothills of the City in the Berryessa, Alum Rock, and Evergreen Planning Areas. The Urban Hillside land use designation encompasses most of these areas. In addition, there are several hillside areas of the City that are outside or isolated from the main hillsides that ring the valley floor but that are within the Urban Service Area of the City. These areas, such as the Communications Hill and Silver Creek areas, allow some urban development above to 15% slope line but only where development is located to avoid adverse visual and environmental impacts and to ensure that such development maintains the overall integrity of the main hillsides ringing the valley floor in conformance with the Greenline Major Strategy. The purpose of the following hillside development policies is to guide the development of hillside areas with slopes of 7% or greater and, to the extent that such development is permitted, to minimize the exposure of people and property to environmental hazards and to ensure that potential damage to the hillsides is minimized. The Hillside Development Policies are meant to guide development in these environmentally sensitive areas.

Hillside Development Goal:

Preserve the valuable natural resources of the hillsides and minimize the exposure of the public to potential environmental hazards associated with development on the hillsides.



Hillside Development Policies:

1. Regardless of the maximum potential residential densities designated by the Land Use/Transportation Diagram for land with a slope of 7% or greater, the City should only allow the development of these lands at densities consistent with the City's objectives of minimizing exposure to environmental hazards, maximizing resource conservation, and achieving compatibility with existing land use patterns.
2. Clustering of residential development in hillside areas should be encouraged to minimize the exposure of development to environmental hazards and maximize the preservation of natural resources in the hillsides.
3. Hillside residential development at urban densities (one dwelling unit per acre or greater) should be located only where adequate services and facilities can be feasibly provided and damage to such services and facilities, due to landslides, fire or other environmental hazards, can be reasonably avoided.
4. The City should continue to apply strong architectural and site design controls on all types of hillside development for the protection of the hillsides and to minimize potential adverse visual and environmental impacts.

5. Planned Development zoning should be used to govern hillside developments since it allows flexible design techniques such as clustering, and varying lot sizes, and setbacks which can help to minimize damage to the natural environment and maximize resource preservation.
6. In general, grading on hillsides should be minimized. When grading or recontouring of the terrain is necessary, it should be designed to preserve the natural character of the hills and to minimize the removal of significant vegetation.
7. Because street construction on slopes often requires a disruptive amount of grading, modified street sections designed for both utility and minimum grading are encouraged.
8. Construction techniques and housing types adaptable to a variable terrain, such as cluster housing, split pads and stepped foundations, should be utilized on sloped sites. Conventional, single flat-pad construction is discouraged.
9. Consideration should be given to the siting of homes for privacy, livability, adequate solar access and wind conditions. Siting should take advantage of scenic views but should not create significant visual impacts affecting public places and other properties.
10. The preservation of existing trees, rock outcroppings and other significant features is encouraged.
11. Where urban development is permitted above the 15% slope line due to historic patterns of land use and development, no new construction should occur on ridge-lines or on slopes exceeding 30% that are part of the major hillside areas or ridges that surround the valley floor.
12. The City encourages the preservation of hillside vegetation and, if vegetation must be removed, it should require appropriate revegetation and planting projects in hillside areas.
13. Development should only be permitted in hillside areas if potential danger to the health, safety, and welfare of the residents, due to landslides, fire, or other environmental hazards, can be mitigated to an acceptable level.
14. The City should require soils and geologic review of hillside development proposals to assess such potential hazards as seismic hazards, surface ruptures, liquefaction, landsliding, mudsliding, erosion and sedimentation in order to determine if these hazards are present and can be adequately mitigated. Geotechnical studies for hillside development proposals should determine the actual extent of seismic and other hazards, optimum location for structures, the advisability of special structural requirements, and the feasibility and desirability of a proposed facility in a specified location. Hillside development should incorporate the identified mitigation measures necessary to protect public safety and the natural environment.
15. Hillside development within areas of potential geological hazards should be designed to avoid being endangered by, or contributing to, the hazardous conditions on the site or on adjoining properties.
16. To avoid any extraordinary maintenance and operating expenses, the City should not locate public improvements, communication facilities, and utilities in hillside areas with identified soils and/or geologic hazards. When the location of public improvements, communication facilities, and utilities in such areas cannot be avoided, effective mitigation measures should be implemented to maximize their potential to remain functional during and after a seismic event.
17. In hillside areas susceptible to erosion, appropriate control measures should be

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required in conjunction with proposed development.

18. The Development Review process for projects in hillside areas should consider the potential for any extraordinary expenditures of public resources to provide emergency services in the event of a man-made or natural disaster. ■

HOUSING

This section contains the goals and policies that most directly pertain to housing issues in San José. It is important to remember, however, that San José 2020 is a fully integrated General Plan with each individual element designed to support the other elements of the Plan. To fully understand San José's approach to providing opportunities for housing, many other sections of the General Plan must be considered. These include the Housing Major Strategy, other relevant goals and policies (e.g., City Concept, Community Development, Residential Land Use, etc.), the Land Use/Transportation Diagram and Land Use Designations, the Special Strategy Areas (such as the Transit-Oriented Development Corridors and the Housing Initiative), the Discretionary Alternate Use Policies, and the Implementation section.

The intent of the Housing goals and policies is to help improve San José's existing housing resources and to meet the housing needs of all segments of the community. While the specifics of the City's housing conditions have changed over time, several underlying problems have remained constant (for an analysis of housing conditions, see the Housing Appendix to the General Plan). These problems include: (1) the rising cost of purchasing housing, (2) imbalances in the supply and demand for housing, (3) the existence of substandard housing units, (4) the existence of overcrowded housing units, (5) concentrations of low income families, racial and ethnic minority groups and

federally-assisted and publicly-leased housing, and (6) higher rental costs even though there is increased production of rental housing.

The provision of new low-cost housing historically relied on substantial State and/or Federal subsidies. Dependence on these subsidies has declined as State and Federal housing programs have been cut back. The City has attempted to offset these reductions with local revenue for housing, particularly mortgage revenue bonds and Redevelopment 20% tax increment monies. The City intends to utilize, when available, State and/or Federal housing programs and cooperative efforts with the private sector that will enable it to more effectively pursue the objective of providing a mix in new residential development. The City of San José Consolidated Plan contains a housing needs assessment and describes the City's financial resources and programs to increase housing opportunities to meet these needs. The City's housing program, including quantified objectives for rehabilitation and production of units for low and moderate-income households, as referenced in the Consolidated Plan, is set forth in the Implementation Section of this Plan.

Given the constraints on available housing resources, greater cooperation and coordination will be required between government, financial institutions, and housing providers to meet housing needs. All these groups must work together to maximize and efficiently use the resources available for affordable housing. The Residential Land Use policies and the Land Use/Transportation Diagram support a more equitable distribution of housing densities to provide a mix of housing types and price levels.

The Housing goals and policies seek to increase the City's housing supply through the development of vacant land and the reuse

of under utilized properties designated for residential use. More intensive residential and mixed use development is directed to key locations such as the Housing Initiative Area or Transit-Oriented Development Corridors which have existing or planned transit facilities. Transit-oriented housing helps households of all income categories.

Housing Goals:

1. Offer the people of San José, when seeking housing, an equal opportunity to live in economically and ethnically/ racially mixed neighborhoods.
2. Provide decent housing in a livable environment for all persons, including the homeless, regardless of such factors as age, race, sex, marital status, ethnic background or income.
3. Provide housing sites and structures by location, type, price and tenure that respond to the needs of all economic segments of the community. Housing type may include alternative housing forms such as shared housing.
4. Increase housing opportunities for lower income families through the goals and policies of this General Plan, and through the City's housing programs identified in the Consolidated Plan and the General Plan.
5. Incorporate good design, foster aesthetics, and promote usable open space, and encourage use of alternative energy sources and energy conservation techniques in residential development.
6. Promote the cooperation of public and private sectors of the economy to expand housing opportunities and to provide housing which:
 - Complies with the provisions of the Building Code and the Housing Code.
 - Is adequately insulated and reasonably energy efficient.

- Is within the economic means of the households who occupy it.
 - Is available to all persons and not subject to discriminatory practices.
 - Is situated in an environment which does not endanger the health, safety or well-being of its occupants.
 - Provides convenient access to employment as well as to adequate services and facilities.
 - Promotes and encourages pedestrian, bicycle and transit use.
7. Promote the rehabilitation of deteriorating housing.

Housing Policies:

Distribution

1. The City encourages a variety and mix in housing types to provide adequate choices for housing to persons of all income levels in San José. Where appropriate, implementation of this policy in large-scale development projects should be considered.
2. In recognition of the positive contribution of City-financed affordable housing developments to any neighborhood, no area of San José should be arbitrarily precluded from consideration as a site for assisted housing. In evaluating a proposed development for potential City financing, an analysis should be conducted of the household income of the subject Census Tract, the proximity of other City-financed housing projects, the proposed development's contribution to the area's improvement, and its relationship to Council-adopted plans and strategies. Certain Census Tracts contain a disproportionate number of

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lower income households, especially in Districts 3 and 5, which already have a high percentage (more than 50%) of households with low and very low incomes. Projects proposed to be located within or adjacent to any "impacted" Census Tracts(s) should be considered carefully on a case-by-case basis.

3. To facilitate the integration of households with various incomes into all neighborhoods and the diversification of the housing stock, the City encourages the dispersal of affordable housing throughout San José. The City should regularly review its progress in achieving the goal of a more equitable distribution of affordable housing on a five year cycle consistent with the Five-Year Housing Investment Plan and the General Plan Housing Element update.
4. In furtherance of the balanced community and economic development goals of this Plan, the City encourages the production of middle and upper-income housing in all the community's planning areas.
5. Single-Room Occupancy (SRO) developments are an important and necessary component of the City's affordable housing stock. SROs should be planned and dispersed throughout San José. All SROs should be within a reasonable walking distance of public transportation, have an approved management plan, and have standard amenities such as a communal kitchen, laundry facilities, and meeting space on site. (A reasonable walking distance is defined as approximately 2,000 feet along a safe pedestrian route).

Discrimination

6. For purposes of this Plan, including the rehabilitation, production, residential land use and other housing-related policies, no distinction should be made

between conventionally constructed housing and manufactured housing, including mobilehomes.

7. The City should foster compliance with State and Federal law prohibiting discrimination in housing.
8. "Red-lining" and any other discriminatory practices by private sector lending institutions in the financing of housing purchase and rehabilitation should be discouraged.

Conservation and Rehabilitation

9. Conservation and rehabilitation of the existing housing stock is an important means of meeting the objective of providing housing opportunities for all San José residents. In furtherance of this policy, most neighborhoods are designated on the Land Use/Transportation Diagram at existing densities to provide an incentive for the preservation and maintenance of the housing stock.
10. To maintain the supply of low-priced housing and to avoid disproportionate hardships on those who need low-priced housing, conservation of the housing stock should be accomplished through a balanced program of housing code enforcement and complementary programs such as rehabilitation loans and grants.
11. Extension of mortgage credit for rehabilitation loans by private sector lending institutions should be fostered.
12. As part of the rehabilitation of existing housing units, the installation of insulation and other retrofit techniques should be promoted to reduce energy use.

Low/Moderate Income Housing

13. The City should stimulate the production of very low-, low- and moderate-income



- housing by appropriately utilizing State and Federal grant and loan programs, City Redevelopment 20% tax increment funds, mortgage revenue bonds, and such other local programs as are authorized by law.
14. The City should foster the production of housing to serve the "starter" housing market through mortgage revenue bonds, Mortgage Credit Certificates and other low and moderate-income housing programs.
 15. The City should study alternative means of encouraging new mobilehome parks, especially family parks and parks suitable for the relocation of older mobilehomes.
 16. The City should explore available options for the protection of existing mobilehome parks, including public participation.
 17. To facilitate the geographic dispersal of housing units affordable to low and moderate-income households and to promote the production of such housing, the Discretionary Alternate Use policies provide for the approval of low- and moderate-income housing at densities other than that shown on the Land Use/Transportation Diagram.
 18. To take advantage of a potential source of affordable housing, and to assist the City in meeting its housing needs as identified in the City of San José Consolidated Plan, the City should consider revising its policies and regulations to allow second units on single family lots provided that parking and other possible impacts on the surrounding neighborhood can be satisfactorily mitigated.
- Rental Housing Supply**
19. The City should regulate conversions of rental apartments to condominium or community apartment projects in order to maintain a reasonable balance of rental and ownership housing and an adequate supply of rental housing for low- and moderate-income families.
 20. To promote the production of rental housing, the Discretionary Alternate Use policies provide for the approval of rental housing projects at densities other than that shown on the Land Use/Transportation Diagram.
 21. Investment in rental housing by private sector lending institutions should be encouraged.
 22. Construction of new affordable rental housing units should be fostered by

IV. GOALS AND POLICIES

incentives which include the leveraging of local, state, and new federal funds.

23. The City will support federal regulations which preserve "at-risk" subsidized rental units subject to potential conversion to market rate rents and will encourage equitable and fair policies which protect both tenant and owner rights.

Design Review

24. The City is receptive to the development of new and less expensive building materials and techniques which meet building code.
25. Where appropriate, the rehabilitation and conversion of commercial and industrial structures into housing should be promoted.
26. Recognizing that the development review process can affect the price and availability of housing, the City is committed to minimizing unnecessary processing time in the development review function.

Administrative

27. The City should work in close cooperation with other entities, public and private, to foster information, techniques and policies to achieve the housing goals of this Plan and make such information readily available.
28. The City should, as a matter of policy, support legislation at the State and Federal levels that: (1) furthers the City's objective of conserving and rehabilitating the existing housing stock, (2) provides for the greatest local autonomy in the administration of State and Federal housing programs, (3) encourages and facilitates private sector investment in housing affordable to households of extremely-low, very low-, low- and moderate-income, particularly

rental housing, and (4) encourages the production of low-cost housing for families with children.

29. The provision of housing counseling services to San José residents should be encouraged.
30. The City's housing program revenues, including mortgage revenue bonds and the Redevelopment 20% tax increment funds, should be used efficiently.
31. Condominium or cooperative ownership of mobilehome parks should be encouraged where appropriate.
32. A vigorous code compliance effort is an integral and necessary element of a successful housing program and should be encouraged in San José.
33. The policies of the General Plan and Consolidated Plan should be carefully coordinated and implemented to maximize opportunities for the improvement, preservation, and development of affordable housing.
34. An affordable housing component should be evaluated in the preparation of specific plans, master plans, or strategy plans, and affordable housing should be incorporated into these plans if feasible.

Support Services

35. Homeless shelters should be encouraged to provide child care facilities so parents can seek work or permanent housing.
36. The City should explore programs to address child care needs in assisted housing projects as well as to address the needs of children living in poverty. ■

SERVICES AND FACILITIES

An important component of the quality of life enjoyed by the residents of San José is the quality of the public services and facilities provided by the City. Concern for the effect of growth and development on the

levels of municipal services is a fundamental element of the City's land use planning philosophy.

Population and economic growth cause increases in the demand for municipal services. Factors which affect the impacts on the provision of services are the revenue generating potential and geographic location of growth. In general, development in outlying areas is more costly to serve than the same amount of development in infill locations. Commercial and industrial land uses typically generate more revenue than service demand costs, while the opposite is usually true for residential land uses.

The General Plan identifies specific service level goals for several major categories of urban services that are provided by the City. For these infrastructure facilities General Plan level of service policies require that the goals be met by individual projects. The General Plan level of service policies for transportation (streets), storm and sanitary sewers and sewage treatment are each based on the capacity of infrastructure systems. To maximize the efficiency of the sanitary sewerage and sewage treatment systems, the City is developing water conservation and reclamation programs and will coordinate these activities with the Santa Clara Valley Water District and the Water Pollution Control Plant tributary agencies. These level of service policies are applied to proposals for new development, whose contribution to the cumulative demand for capacity can be quantitatively estimated and appropriate mitigation measures, if any, identified. These mitigation measures may include National Pollution Discharge Elimination System (NPDES) permit requirements to minimize pollution of San Francisco Bay and the reduction of discharges through the City's water reclamation programs.

Other City facilities and services, including police and fire protection, parks and



recreation facilities, and libraries, are also important in defining the community's quality of life. The General Plan's level of service goal for these services is qualitative and seeks to achieve service levels supportive of a desired living environment. These facilities and services can be impacted by new growth. In particular, the gross amount and location of development are significant factors. However, it is difficult to establish a direct correlation between an increment of growth represented by an individual development proposal and the additional demand and cost for these public services. Therefore, the impacts of individual projects on these services as well as on the operation and maintenance of infrastructure are not quantified in the General Plan.

The level of Police, Fire, Parks and Library services provided to the community is determined annually by the City Council through the budgetary process when competing needs for available resources can be weighed. The level of service policies do, however, identify specific Citywide service level measures to be used as benchmarks to evaluate major General Plan land use and policy changes, and can be used to evaluate the cumulative impacts of land use changes and development which should be reviewed annually. These benchmarks are not intended as thresholds for assessing environmental impacts under the California Environmental Quality Act.

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The General Plan includes a level of service policy regarding flood control although the City is not responsible for providing this service. Flood control is the responsibility of the Santa Clara Valley Water District (SCVWD) and interfaces directly with the City's storm drain system. It is City and SCVWD policy that all urban development be protected from flood damage.

While the provision of basic education is not a City responsibility, the City does recognize that it is in the best interests of all citizens of San José that public schools, an important part of the urban living environment, be reliably funded and have adequate facilities for educating students. Quality education benefits the entire City and all citizens and is only ensured when school districts have a reliable source of funding for programs and facilities. The City of San José recognizes that land use decisions and policies impact school operations.

The State and school districts are responsible for providing and maintaining the school facilities that serve the City's children. In addition to funding provided by the State legislature and the approval of bond measures by the voters, State law currently allows school districts to collect limited development fees to help provide facilities for the students generated by new residential development. The school districts have indicated that these combined sources of funds are often not adequate to provide the needed school facilities. School districts should explore all the methods within their powers to efficiently use or reuse school facilities and resources. Options the school districts could consider include adjusting attendance area boundaries or the consolidation of some districts to facilitate the efficient delivery of school services.

Goals and policies for infrastructure management, transportation and solid waste which are not related to service levels are set

forth in the Infrastructure Management, Transportation and Solid Waste Subsections, respectively, below. Goals and policies for parks and recreation which are not related to service levels are set forth in the Aesthetic, Cultural and Recreational Resources Section, Parks and Recreation Subsection of this Chapter.

Level of Service

The services and facilities most directly related to growth and development are sewage treatment, sanitary and storm sewers, transportation and flood protection. These services and facilities are essential to the successful development of individual projects and to the City's ability to accommodate economic development citywide. Police and fire protection, parks and recreation, and libraries are other services important to the City as a whole but these services do not have a necessary functional relationship with each individual development project. The City is directly or indirectly involved in the provision of these services, with several local, regional and State agencies sharing in the responsibility and authority for some of these services as well.

Level of Service Goals:

1. Provide a full range of City services to the community at service levels consistent with a safe, convenient, sustainable and pleasant place to live, work, learn and play.
2. Achieve the following level of service for these City services:
 - For transportation, level of service "D".
 - For sanitary sewers, level of service "D".

- For sewage treatment, to remain within the capacity of the Water Pollution Control Plant.
- For storm drainage, to minimize flooding on public streets and to minimize property damage from storm water.

Level of Service Policies:

1. The City's urban service delivery priorities should be ordered as follows:
 - Provide services and facilities designed to serve existing needs.
 - Prevent the deterioration of existing levels of service.
 - Upgrade City service levels, when feasible.
2. Capital and facility needs generated by new development should be financed by new development. The existing community should not be burdened by increased taxes or by lowered service levels to accommodate the needs created by new growth. The City Council may provide a system whereby funds for capital and facility needs may be advanced and later repaid by the affected property owners.
3. The Urban Service Area should not be expanded without taking into consideration the funding necessary to adequately provide for the long term, without degrading services in the existing urban areas, for all City services and facilities including operations and maintenance required by the development anticipated in the area proposed for expansion.
4. The City should be proactive in promoting consolidation of overlapping services between governmental jurisdictions where it would increase

efficiency and quality of service delivery, both Countywide and regionally.

Traffic

5. The minimum overall performance of City streets during peak travel periods should be level of service "D".
 - In recognition of the City's Smart Growth strategies and interest in creating and maintaining a livable community, San José is planning a balanced, multi-modal transportation system. Livable streets that accommodate vehicular as well as appropriate pedestrian, bicycle, and transit facilities are an important component of this transportation system.
 - Development proposals should be reviewed for their measurable impacts on the level of service and should be required to provide appropriate mitigation measures if they have the potential to reduce the level of service to "E" or worse. These mitigation measures typically involve street improvements. When the mitigation for vehicular traffic compromises community livability by removing street trees, reducing front yards, or creating other neighborhood impacts, then improvements to transit, bicycle, or pedestrian facilities may be considered in combination with more appropriate street improvements to meet the level of service standard.
 - To strengthen the neighborhood preservation strategy and objectives of the Plan, the City Council may adopt a Council Policy which establishes alternate mitigation measures, including improvements to transit, bicycle, and/or pedestrian

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facilities, for projects whose required traffic mitigation would result in an unacceptable impact on an affected neighborhood or City street.

- An "area development policy" may be adopted by the City Council to establish special traffic level of service standards for a specific geographic area which determines development impacts and mitigation measures. These policies may take other names or forms to accomplish the same purpose. Area development policies may be first considered only during the General Plan Annual Review and Amendment Process; however, the hearing on an area development policy may be continued after the Annual Review has been completed and the area development policy may thereafter be adopted or amended at a public meeting at any time during the year. The City Council has adopted three Area Development Policies for Evergreen, North San José, and Edenvale. (See Chapter V. Land Use Plan, Special Strategy Areas, Area Development Policies.)
- In recognition of the substantial non-traffic benefits of infill development, small infill projects may be exempted from traffic mitigation requirements.
- In recognition of the unique position of the Downtown Core Area as the transit hub of Santa Clara County, and as the center for financial, business, institutional and cultural activities, development within the Downtown Core Area Boundary is exempted from traffic mitigation requirements. Intersections within and on the boundary of this area are also exempted from the level of service



"D" performance criteria.Sanitary Sewer System.

Sanitary Sewer Systems

6. The minimum performance standard for sanitary sewer lines should be level of service "D", defined as restricted sewage flow during peak flow conditions. Development which will have the potential to reduce the downstream level of service to worse than "D", or development which would be served by downstream lines already operating at a level of service worse than "D", should be required to provide mitigation measures to improve the level of service to "D" or better. In recognition of the substantial non-sewer benefits of infill development, small infill projects may be exempted from sewer mitigation requirements.

Sewage Treatment

7. The City should monitor and regulate growth so that the cumulative sewage treatment demand of all development can be accommodated by San José's share of the treatment capacity of the San José/Santa Clara Water Pollution Control Plant.
8. The operation of the Water Pollution Control Plant should comply with the water quality standards for the South San Francisco Bay established by the Regional Water Quality Control Board and implemented through NPDES (National Pollution Discharge Elimination System) permits.
9. The City should continue to encourage water conservation and other programs which result in reduced demand for sewage treatment capacity.
10. Reductions in demand for sewage treatment capacity resulting from water conservation programs should be factored into projections of future demand only after several years' experience with such programs.
11. The City should seek the adoption of the above sewage treatment policies by the other tributary agencies served by the San José/Santa Clara Water Pollution Control Plant.

Storm Drainage and Flood Control

12. New projects should be designed to minimize potential damage due to storm waters and flooding to the site and other properties.
13. In designing improvements to creeks and rivers, adjacent properties should be protected from flooding.
14. The "modified floodplain design" is the preferred design for future flood control facilities. The "widen-one-bank" and "trapezoidal channel" designs should only be used when funding or right-of-



- way limitations make the use of the modified flood plain design impractical.
15. The City should continue to cooperate with other public and private jurisdictions and agencies to coordinate emergency response and relief efforts in case of flooding.

Other Services

16. Utilize the following Citywide level of service measures as benchmarks to be used to evaluate major General Plan land use and policy changes, such as expansions of the Urban Service Area or land use changes from non-residential to residential:
 - For police protection, achieve a response time of six minutes or less for 60 percent of all Priority 1 calls, achieve a response time of eleven minutes or less for 60 percent of all Priority 2 calls.
 - For fire protection, a 4-minute average response time to all calls.
 - For parks and recreation: 3.5 acres of neighborhood and community serving recreational lands per 1,000 population, of which a minimum is 1.5 acres of neighborhood, community or locally serving regional/City-wide park lands and up to 2 acres of school playgrounds, and all of which is located within a reasonable walking distance of the project; 7.5 acres of regional/City-

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wide park lands per 1,000 population; and 500 square feet of community center floor area per 1,000 population.

- For libraries, 2.75 volumes (items) held in the San José Public Library system per capita, and .59 square feet of library space per capita.
- For water supply, prior to the approval of major new development, available water supply should be ensured and documented by the water suppliers.

The City recognizes that these performance measures are limited reflections of all City services and may change over time to reflect increasing diversity, new methods of service delivery or to reflect changing needs and priorities that are determined in the budgetary process. The details of these performance measures may also be addressed in the new or existing service planning documents of the relevant City departments that provide these services.

17. In reviewing major land use or policy changes, the City should consider the availability of police and fire protection, parks and recreation and library services to the affected area as well as the potential impacts of the project on existing service levels.
18. Fire service facilities should be located so that essential services can be most efficiently provided.
19. The City should consider providing for child care uses in future community centers recognizing that child care is an important community support service.
20. For solid waste management, the City should seek to exceed 50% diversion of waste from disposal, maintain 20 years of landfill capacity, and provide for storage and collection of recyclables

from every location where solid waste is generated.

Schools

21. The City supports a system of open communication between the City, the public school districts and the development community in order to coordinate the activities of each to achieve the highest quality of education for all public school students.
22. Residential development should be approved only in conformance with the School Facility Availability Ordinance and City Council Policy. The City encourages school districts and developers to engage in early discussions regarding the nature and scope of proposed projects and possible fiscal impacts and mitigation measures. These discussions should occur as early as possible in the project planning stage, preferably immediately preceding or following land acquisition.
23. The City should cooperate with school districts in identifying and evaluating the impacts of population and demographic changes which may affect the need for new schools, may lead to school closures, may require the re-opening of closed schools or may lead to the decision that existing school sites should be preserved for meeting future needs.
24. The City should support legislative efforts to create suitable and adequate means of financing the construction of



- school facilities needed for a growing population.
25. The City and school districts should cooperate in the joint planning, development, and use of public school facilities combined with other public facilities and services, such as open space, recreation facilities, libraries, fire stations, and community service/ programs. The City should provide all pertinent information on General Plan amendments, rezonings and other development proposals to all affected school districts in a timely manner.
 26. The City should encourage the use of available school facilities for child care purposes.

Infrastructure Management

Maintenance of San José's infrastructure facilities (streets, sewer lines, storm drains, etc.) is an important component of the urban services provided by the City. Well maintained infrastructure makes a city a desirable place to live and work, and contributes to its prosperity. As most of San José's infrastructure was built in the decades of the 1950s, 1960s and 1970s, considerable effort will be required to maintain or rehabilitate this infrastructure in the future.

The City recognizes this changing need and has responded by developing an Infrastructure Management System (IMS). The IMS provides the information necessary to monitor and schedule the maintenance,

repair, rehabilitation and replacement of sewers, public buildings, streets, and traffic control devices.

Infrastructure Management Goal:

Manage City resources efficiently in order to maintain existing infrastructure and facilities and avoid unnecessary replacement costs.

Infrastructure Management Policies:

1. The City's Infrastructure Management System Program should be utilized to identify the most efficient use of available resources to maintain the City's infrastructure and minimize the need to replace this infrastructure.
2. The City should explore new methods to supplement the City's existing resources devoted to the operation and maintenance of its infrastructure and facilities.

Transportation

The provision of an adequate transportation system to serve all areas of San José is a primary planning issue in the community. Commute travel times and distances for the residents of San José are among the longest anywhere in the region. This commute pattern is the result of many years of unconstrained and imbalanced growth throughout Santa Clara County, with primary employment centers located in the North County cities, and San José developed as the "bedroom community" providing housing for a large percentage of those workers. This jobs/housing imbalance, together with delays in the completion of key portions of the planned transportation network (Routes 85, 87 and 237), has resulted in severe peak hour congestion on freeways, expressways and arterial streets throughout the County. The extent of this congestion has lengthened the

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peak "hour" period and caused commute traffic to seek alternate routes through the community, including neighborhood streets.

Most of the unbuilt major links in the County's transportation network are assumed to be completed during the time frame of this plan.

Funding to complete improvements for Routes 85, 87, and 237 will be provided through a variety of funding measures. The Guadalupe Corridor light rail transit line will be joined by new light rail transit facilities along Tasman Avenue, Capitol Avenue/Expressway, Stevens Creek Boulevard/West San Carlos Street, Santa Clara Street, and the Vasona Corridor to create an extensive light rail system accessible to large portions of the County. These improvements will also be funded through a variety of funding measures. The completion of these major facilities is critical to the future of the City's overall transportation system.

One of the most efficient ways of maximizing the use of the transportation network is by implementing a "reverse commute" whereby the numbers of workers who travel to jobs located in the southern part of San José are increased. The Edenvale and North Coyote Valley industrial areas provide opportunities for many thousands of workers to work closer to their homes and to travel in the off-peak direction to their jobs.

Traffic congestion and transportation planning are regional concerns which cannot be addressed by San José or any community alone. The State has adopted legislation requiring urbanized counties, such as Santa Clara County, to develop and implement Congestion Management Programs (CMP) to ensure that regional transportation facilities perform adequately now and in the future. San José has taken a leadership role in the development of Santa Clara County's CMP and has worked closely with the

County Congestion Management Agency in developing techniques to minimize traffic congestion and improve air quality. These techniques include citywide Transportation Demand Management (TDM) and Transportation Systems Management (TSM) programs. In addition, San José has developed the County's first CMP deficiency plan for the North San José industrial area. This plan identifies actions such as TDM/TSM and physical improvements to support non-automobile commute alternatives to reduce area congestion.

Various TSM/TDM programs are already functioning throughout the County including carpooling and vanpooling, park and ride facilities, and High Occupancy Vehicle (HOV) lanes on area expressways and freeways. General Plan policies support the development of these measures as well as the encouragement of private sector participation and implementation of appropriate and similar programs such as car/vanpooling, preferential parking, staggered work hours/flextime and the like. The City encourages employers to promote and coordinate the use of transportation alternatives which would reduce the number of their employees commuting alone in their vehicles.

The transportation needs of the City associated with both new development and redevelopment should be met through the implementation of transportation policies which foster safe and efficient movement for person travel and delivery of goods. The Transportation policies contained herein describe how these objectives should be met through the improvement of both the roadway system itself as well as the various modes of transportation available to the City's residents. Related to these policies is the Transportation Level of Service policy (see the previous section) which requires new development to mitigate measurable impacts on intersections. The Transit-

Oriented Corridors, the Area Development Policies, and the Golden Triangle define several Special Strategy Areas, distinguished by the innovative integration of transportation projects, land use programs and/or Transportation Systems Management techniques. Details on these Special Strategy areas are set forth in Chapter V, Special Strategy Areas Section, Transit-Oriented Development Corridors, Area Development Policies, and the Golden Triangle Area Subsections.

The San José International Airport, owned and operated by the City, serves as the primary commercial airport for the metropolitan area. Its location near the center of the urbanized North Santa Clara Valley makes this a convenient facility for metropolitan area businesses and residents. An Airport Master Plan has been adopted to guide the physical development of the facility through 2010. The Master Plan is based on forecasted increases in passenger volumes (from over 10 million annual passengers in 1996 to 17.6 million by 2010) as well as increases in air freight, air cargo and mail. San José International Airport also provides a major share of the County's general aviation facilities, and is particularly well suited for larger corporate aircraft. Expansion and improvement of the passenger terminal complex freight/cargo facilities, airfield and general aviation facilities are set forth in the Airport Master Plan approved by the City Council in 1997.

After World War II, San José experienced rapid suburban growth oriented to the automobile. As the City moves towards mixing appropriate land uses together, intensifying land use development along transit corridors and near transit stops, and creating more linkages between neighborhoods, walking should become a more important mode of transportation. The intent of the Pedestrian Facilities policies is to create a pedestrian friendly environment

for the City that is safe, convenient, accessible to people with disabilities, and pleasant. San José should be a pleasant place to walk, encouraging people to walk rather than drive.

Bicycling can provide an advantageous alternative mode of transportation to the City and its residents. Bicycles are relatively inexpensive to own and operate and bike routes and bicycle parking facilities are likewise relatively inexpensive to construct and maintain. Bicycles are also the most energy efficient form of transportation and do not cause air pollution or contribute significantly to traffic congestion. The two key elements which are necessary to successfully promote bicycle usage are safe, direct bicycle routes and abundant bicycle parking facilities at a variety of employment, commercial, residential, and recreational destinations. In particular, bicycle parking facilities at light rail stations and near bus stops can significantly increase the convenience of transit.

Bicycling can provide not only an alternative transportation mode for commuting but can also be a recreational activity. Recreational needs can be at least partially met with the development of the designated trails and pathways with paved bike paths.

To encourage bicycling for both transportation and recreation, the City Council approved the City of San Jose's Bicycle Master Plan in October of 1993. This master plan established the goals and objectives of the Comprehensive Bicycle Master Plan currently under development. It also established the Transportation Bicycle Network, a network of bike paths, routes, and lanes that interconnect neighborhoods, major transit facilities and major centers of employment, recreation, and education.

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Transportation Goals:

1. Provide a safe, efficient, and environmentally sensitive transportation system for the movement of people and goods.
2. Each decade, double the percentage of transit, bicycling, and walking trips as determined by Census data.
3. Develop a continuous, safe, accessible, interconnected high quality pedestrian environment that promotes walking as a desirable mode of transportation.

Transportation Policies:

Thoroughfares

1. Interneighborhood movement of people and goods should occur on thoroughfares and is discouraged on neighborhood streets.
2. The City should cooperate with other jurisdictions to develop a thoroughfares system which adequately meets the demand for intra-County trips and minimizes traffic congestion consistent with the provisions of the Santa Clara

County Congestion Management Program.

3. Public street right-of-way dedication and improvements should be required as development occurs. Ultimate thoroughfare right-of-way should be no less than the dimensions as shown on the Land Use/Transportation Diagram except when a lesser right-of-way will avoid significant social, neighborhood or environmental impacts and perform the same traffic movement function.
4. Additional public street right-of-way beyond that designated on the Land Use/Transportation Diagram may be required to facilitate left-turn lanes, bus pullouts, and right-turn lanes in order to provide additional capacity at some intersections.
5. Where existing public street right-of-way is determined to be greater than necessary for street purposes, such surplus right-of-way should be disposed of in a manner consistent with State and local laws.
6. The City should encourage State participation in funding transportation projects intended to alleviate areas with

a high incidence of accidents or major traffic congestion.

7. The traffic impacts on regional transportation facilities should be taken into consideration when reviewing major General Plan Land Use Diagram amendments.
8. Vehicular, bicycle, and pedestrian safety should be an important factor in the design of streets and roadways.

Impacts on Local Neighborhoods

9. Neighborhood streets should be designed to discourage through traffic and unsafe speeds. If neighborhood streets are used for through traffic or if they are traveled at unsafe speeds, law enforcement and traffic operations techniques should be employed to mitigate these conditions.

Transit Facilities

10. The City of San José is evolving as an interregional transit hub for Northern California and the City should foster and encourage this evolution.
11. The City should cooperate with the Santa Clara Valley Transportation Authority, the California Department of Transportation and other transportation agencies to achieve the following objectives for the County's public transit system:
 - Provide all segments of the City's population, including people with disabilities, elderly, youth and people who are economically disadvantaged, with adequate access to public transit. Public transit should be designed to be an attractive, convenient, dependable and safe alternative to the automobile.

- Enhance transit service in major commute corridors, and provide convenient transfers between public transit systems and other modes of travel.
 - Develop an efficient and attractive public transit system which meets the travel demand at major activity centers, such as the Downtown, major employment centers, major regional commercial centers, government offices, and colleges and universities.
 - New development should be required to install indented curbs for bus pullouts, bus shelters and other transit-related public improvements, where appropriate.
12. Privately owned transit systems, such as taxicabs and private bus companies, should be encouraged to provide convenient transfers to and from public transit systems.
 13. The City should encourage State and Federal legislation and programs to develop and promote viable alternative power sources to the internal combustion engine.
 14. The City should promote the installation of High Occupancy Vehicle (HOV) lanes on State highways, freeways, and County expressways.
 15. Where appropriate, the City should promote the location of child care facilities and other support services near light rail transit stations, major transportation hubs, and major employment centers.
 16. Where feasible, transit stops should be compatible with the architectural style of adjacent development and should have appropriate amenities, including shade, to foster transit ridership.

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Pedestrian Facilities

17. Pedestrian travel should be encouraged as a mode of movement between residential and non-residential areas throughout the City and in activity areas such as schools, parks, transit stations, and in urban areas, particularly the Downtown Core and Frame Areas and neighborhood business districts by providing pedestrian facilities that are pleasant, safe, accessible to people with disabilities, and convenient.
18. Safe access and mobility for people with disabilities, in accordance with the American with Disabilities Act (ADA), will be implemented as a minimum standard in the design of all pedestrian facilities. Additional features beyond the ADA are encouraged.
19. The City should encourage walking, bicycling, and public transportation as preferred modes of transportation.
20. Pedestrian safety and access should be given priority over automobile movement.
21. All non-rural portions of San José should have a continuous sidewalk network. Existing deficiencies in the City's sidewalks should be addressed through the Capital Improvement Program or other funding mechanisms.
22. Pedestrian pathways and public sidewalks should provide connectivity between uses, such as neighborhoods, schools, parks, libraries, open space, public facilities, shopping centers, employment centers, and public transit. A continuous pedestrian facilities network should include pedestrian connections between neighborhoods, across natural and man-made barriers, between dead-end streets, and to trails and transit.
23. Each land use has different pedestrian needs. Street and sidewalk designs should relate to the function of the

adjoining land use(s) and transit access points.

24. In order to provide pedestrian comfort and safety, all pedestrian pathways and public sidewalks should provide buffers between moving vehicles and pedestrians where feasible (e.g., trees, planting strips, and parked cars).
25. To ensure that there is a continuous pedestrian network, pathways associated with a specific development should connect to the public pedestrian system.
26. The City's Capital Improvement Program and other mechanisms should implement quality pedestrian facilities identified in the General Plan's Pedestrian Priority Area and Trails and Pathways Diagrams.

Transportation Systems Management/ Transportation Demand Management

27. The City should cooperate with the Santa Clara County Transit District, CalTrain and other appropriate transit agencies in the development of park and ride lots to support public transit.
28. The City should promote participation and implementation of appropriate Transportation Demand Management measures such as carpooling and vanpooling, preferential parking and staggered work hours/flextime, as well as bicycling and walking, by all employers.
29. The City should continue its participation in interjurisdictional



approaches, such as the Santa Clara County Congestion Management Agency, to develop and implement appropriate techniques to improve the regional transportation system.

Truck Facilities

30. Through truck traffic should be encouraged to utilize State freeways, County expressways, and six-lane arterial streets. Trucks should be encouraged to use those routes which have the least adverse impact on residential areas.
31. Industrial and commercial development should be planned so that truck access through residential areas is avoided. Truck travel on neighborhood streets should be minimized.
32. Freight loading and unloading for new or rehabilitated industrial and commercial developments should be designed to not occur on public streets.

Parking

33. Adequate off-street parking should be required in conjunction with all future developments. The adequacy and appropriateness of parking requirements in the Zoning Code should be periodically re-evaluated.
34. Public parking facilities should be located and designed in order to maximize the number of land use activities which can utilize the facility and to maximize utilization which can occur throughout the 24-hour day. Joint use parking facilities should also be encouraged in private developments.
35. Reserved parking for the handicapped should be allocated at all public off-street parking sites.
36. Bicycle parking facilities should be provided at all public off-street parking sites.

37. Multiple occupancy vehicles should be afforded such incentives as preferred parking space location and reduced parking fees.
38. Parking facilities in the Downtown Core Area should be provided in three ways:
 - Short-term parking should be available on-site or in close proximity to new development.
 - Public perimeter parking should be provided within short walking distances to areas with the greatest employment densities.
 - Peripheral parking should be provided at the fringe of the Core Area where walking or shuttle-service distances are longer from employment centers.

Rail

39. Whenever possible, grade separation of main line railroads and major arterial streets, particularly those of six lanes or more, should be provided. The City should maximize the use of available State and Federal funds for grade-separated railroad crossings, and encourage the railroads to pay their equitable share of any such projects.
40. The City should continue its Capital Improvement Program to upgrade safety equipment at railroad crossings.
41. The City should take appropriate action to minimize unnecessary traffic delays on surface streets from trains by notifying the appropriate railroad personnel of such occurrences and, if necessary, notifying the Public Utilities Commission.
42. The City should encourage the railroads to fulfill their obligation to maintain railroad crossings.
43. For any decision regarding railroad rerouting or increased traffic on existing

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railroad routes, the effects of pollution, disruption or division of neighborhoods, demand for railroad service, and access for motor vehicles and pedestrians should be considered.

Aviation

44. The City should continue to provide aviation services at San José International Airport and promote airline service which meet the present and future air transportation needs of local residents and the business community, and which minimize impacts on the surrounding community.
45. Capital improvements to San José International Airport as identified in the Airport Master Plan should be implemented in a timely manner.
46. The City should foster compatible land uses in the vicinity of San José International Airport.
47. Development in the vicinity of airports should be regulated in accordance with Federal Aviation Administration guidelines to:
 - Maintain the airspace required for the safe operation of these facilities.
 - Avoid reflective surfaces, flashing lights and other potential hazards to air navigation.
48. Development in the vicinity of airports should take into consideration the safety areas identified in Airport Land Use Commission (ALUC) policies.
49. As a condition of approval of development in the vicinity of airports, the City should require aviation easement dedications.
50. The City has had a longstanding interest in the future of Moffett Field due to its potential to serve a significant role in the Bay Area's regional aviation system. The

City recognizes and supports the federal government's continued operation and development of Moffett Field. Such operation and development should be planned in a manner consistent with City and regional objectives of future civil aviation use of Moffett Field. The City is committed to working with NASA and other local and regional government agencies to preserve opportunities for future aviation-related uses and facilities at Moffett Field, including its continued availability to the region for emergency disaster relief purposes.

Bicycling

51. The City should develop a safe, direct, and well-maintained transportation bicycle network linking residences, employment centers, schools, parks and transit facilities and should promote bicycling as an alternative mode of transportation for commuting as well as for recreation.
52. Bike lanes are considered generally appropriate on arterial and major collector streets. Right-of-way requirements for bike lanes should be considered in conjunction with planning the major thoroughfares network and in implementing street improvement projects.
53. Priority improvements to the Transportation Bicycle Network should include:
 - Bike routes linking light rail stations to nearby neighborhoods.
 - Bike paths along designated trails and pathways corridors.
 - Bike paths linking residential areas to major employment centers.
54. Light rail stations and other public transit embarkation points should

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- include secure and convenient bicycle parking facilities.
55. Bicycle parking facilities that are secure and convenient should be an integral component of such activity centers as major public facilities, business and employment sites and shopping centers.
 56. Bicycle safety should be taken into consideration when implementing improvements for automobile traffic operations.
 57. The City should cooperate with the County and other cities in designing and implementing the Countywide bikeways system. In the design and implementation of the City's bikeway system effort should be made to interconnect with the bikeway systems of adjacent cities.

Solid Waste

The collection and disposal of solid waste is a fundamental community service regulated by the City for the benefit of the residents and businesses of San José. San José's rapid population growth in recent decades, radical change in social consumption patterns, recognition of the tremendous resource value of the waste stream, and heightened standards of environmental protection have challenged the utility of the traditional solid waste disposal system. Additionally, shifting regional disposal patterns are placing new demands on existing landfills sited in San José as well as presenting significant new opportunities for regional cooperation.

Meeting these challenges and capitalizing on these opportunities requires the establishment of alternative use, disposal and production patterns of solid waste. A solid waste hierarchy, comprised of source reduction, recycling/composting, transformation and landfilling, governs all solid waste management goals and policies of the City. This hierarchy places primary

emphasis on implementing all feasible source reduction and recycling/composting measures, while continuing to allow transformation facilities and landfills to accommodate waste which cannot be reduced at the source, recycled or composted.

Solid Waste Goals:

1. Recover the resource value of solid waste and foster the establishment of facilities in San José which constructively use and reinvest such resources in the local economy.
2. Extend the life span of existing landfills by promoting source reduction, recycling, composting and transformation of solid wastes.
3. Locate and operate solid waste sites in a manner which protects environmental resources.
4. Locate and operate solid waste disposal facilities in a manner compatible with existing and planned surrounding land uses.
5. Achieve a high level of public awareness of solid waste issues and alternatives to landfilling.
6. Promote the equitable distribution of Santa Clara County's solid waste disposal capacity among all jurisdictions within the County.

Solid Waste Policies:

Solid Waste Capacity

1. Monitor the continued availability of long-term disposal capacity to ensure adequate solid waste disposal capacity.
2. No new candidate landfill sites should be designated until the need for additional landfill capacity has been established. Source reduction and recycling/composting alternatives should be taken

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into account when evaluating the need for a landfill.

3. No new candidate landfill sites should be designated in the General Plan until a Countywide site review has been conducted according to criteria established through the County Solid Waste Management Plan process.
4. The preferred method for increasing the City's landfill capacity is to expand the capacity of existing landfill sites and monitor the continued availability of recycling, resource recovery and composting capacity to ensure adequate long term capacity.

Landfill Siting Criteria

5. Solid waste landfills are considered non-urban uses and, therefore, all candidate solid waste sites should be located outside of the Urban Service Area. The existing Zanker Road and Owens-Corning landfills are exempt from this policy.
6. Preference should be given to inland non-urban sites for future solid waste landfill facilities. The use of bayland sites for landfill facilities should be ultimately phased out, although the continued use of existing bayland sites may be allowed and, for sites located within the City's Urban Service Area and Urban Growth Boundary, recycling, resource recovery and composting may continue on a portion of the site after landfill closure.
7. New solid waste landfills should be established only on lands designated with the Candidate Solid Waste Landfill Site overlay ("CSW"). The Candidate Solid Waste Landfill Site overlay is compatible with the underlying designations of Public/ Quasi-Public, Non-Urban Hillside and Private Open Space.

8. New Candidate Solid Waste Landfill Sites should be located at least 1/2 mile from areas with existing or planned residential uses at urban densities.
9. Access routes to solid waste landfill sites in non-urban areas should be designed and controlled so as to avoid encouraging urban development on adjacent or nearby properties.
10. Solid waste landfills should be discouraged in the proximity of existing or planned airports.
11. Landfill sites should be approved through the Planned Development zoning process.
12. Only when solid waste landfills have incorporated adequate mitigation measures should they be located on lands that are susceptible to landslides, faulting, seismically induced ground failure, 100-year flood inundation, salt water inundation, or dam inundation; or which have a high water table, are within a reservoir drainage basin, in wetlands or in areas of granular soils with potential for seismic failure which may result in the introduction of leachate into groundwater aquifers.
13. Solid waste landfills should be designed and operated in a manner that protects surface water and ground water aquifers from contamination by leachate.
14. Solid waste landfills should be designed and operated in such a manner as to



- minimize their attractiveness to birds, insects and rodents.
15. Additional screening should be provided when topography and naturally occurring vegetation is insufficient to adequately screen a solid waste landfill site or its access road from the view of residences or public roads.
 16. The approval of solid waste landfill sites should include planning for their eventual phased restoration to recreational or open space uses, including revegetation with native plant species.
 17. Solid waste sites should be planned, located and maintained to mitigate potential negative impacts on surrounding land uses, particularly in residential areas. The effects of increased traffic and traffic hazards, noise and odor problems, pollution and potential littering of traffic routes, including windborne and waterborne litter, should be mitigated.
 18. Methane gas may be recovered from a closed solid waste landfill irrespective of the land use designation of the site.
 19. Only compatible uses should be located adjacent to an operating landfill or other regional publicly owned facility, such as the Water Pollution Control Plant.

Siting Criteria for other Solid Waste Management Facilities

20. Solid waste transfer/processing stations may be located in areas designated Heavy Industrial on the Land Use/Transportation Diagram if, during the development review process, it is determined that such a use would be compatible with existing and planned land uses in the vicinity of the site.
21. Solid waste reduction techniques, including source reduction, reuse, recycling, source separation and energy recovery, should be encouraged. ■

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San José has had a long and culturally rich history. The commonly held image of San José as the prototype of a rapidly growing suburban city tends to obscure the importance of earlier eras in the development of the community.

Long before the first European settlement, Native Americans resided in the area, settling along the many streams and creeks. The gentle climate, the Bay and its marshlands, the year-round streams, the oak groves, and rich agricultural land provided a favorable environment for American Indian villages.

The Pueblo of San José was founded November 29, 1777, as the first Spanish civil settlement in California. San José's story since then is one of the opening of a new land and the development and building of a civilization on the West Coast. In the years between the early-19th Century and the mid-20th Century, San José evolved into a commercial and governmental center based on the lucrative agricultural economic base. This fertile agricultural region attracted many immigrants who came to find their fortunes in the thriving agricultural community.

Today, San José is one of the nation's leading technological centers, attracting industry from all over the world. The invention of the silicon chip in the 1960's has transformed the agricultural center of the 1940's and 1950's into the "Silicon Valley" of today and the future.

Through San José's rich history, many sites and structures of historical and cultural

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importance have been constructed. Some of these significant sites have been lost, but the many that remain can be preserved. In addition to individual sites, there exist many districts in which numerous structures, related by a common architectural style or by historical association, collectively constitute a significant resource.

The visual charm and character of these sites, structures and districts lend to the

revitalization of older neighborhoods and help to enhance community identity. In many cases, the fine architecture and craftsmanship of these early structures provide a living historical record for the present and future generations of San José.

An additional aspect of San José's historic and cultural heritage is that of archaeological resources. Native American artifacts and remains have been discovered in such



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archaeologically sensitive areas as creeksides and hillsides and provide an irreplaceable record of another civilization. San José's long and colorful history can provide a significant contribution to a sense of community identity. In order to enhance this identity, it is important to promote an awareness of San José's historic and archaeological heritage.

Historic, Archaeological and Cultural Resources Goal:

Preservation of historically and archaeologically significant structures, sites, districts and artifacts in order to promote a greater sense of historic awareness and community identity and to enhance the quality of urban living.

Historic, Archaeological and Cultural Resources Policies:

1. Because historically or archaeologically significant sites, structures and districts are irreplaceable resources, their preservation should be a key consideration in the development review process.
2. The City should use the Area of Historic Sensitivity overlay and the landmark designation process of the Historical Preservation Ordinance to promote and enhance the preservation of historically or architecturally significant sites and structures.
3. An inventory of historically and/or architecturally significant structures should be maintained and periodically updated in order to promote awareness of these community resources.
4. Areas with a concentration of historically and/or architecturally significant sites or structures should be considered for preservation through the creation of Historic Preservation Districts.
5. New development in proximity to designated historic landmark structures and sites should be designed to be compatible with the character of the designated historic resource. In particular, development proposals located within the Areas of Historic Sensitivity designation should be reviewed for such design sensitivity.
6. The City should foster the rehabilitation of individual buildings and districts of historic significance and should utilize a variety of techniques and measures to serve as incentives toward achieving this end. Approaches which should be considered for implementation of this policy include, among others: Discretionary Alternate Use Policy Number 3, permitting flexibility as to the uses allowed in structures of historic or architectural merit; transfer of development rights from designated historic sites; tax relief for designated landmarks and/or districts; alternative building code provisions for the reuse of historic structures; and such financial incentives as grants, loans and/or loan guarantees to assist rehabilitation efforts.
7. Structures of historic, cultural or architectural merit which are proposed for demolition because of public improvement projects should be considered for relocation as a means of preservation. Relocation within the same neighborhood, to another compatible neighborhood or to the San José Historical Museum should be encouraged.
8. For proposed development sites which have been identified as archaeologically sensitive, the City should require investigation during the planning process in order to determine whether valuable archaeological remains may be affected by the project and should also require that appropriate mitigation

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measures be incorporated into the project design.

9. Recognizing that Native American burials may be encountered at unexpected locations, the City should impose a requirement on all development permits and tentative subdivision maps that upon discovery of such burials during construction, development activity will cease until professional archaeological examination and reburial in an appropriate manner is accomplished.
10. Heritage trees should be maintained and protected in a healthy state. The heritage tree list, identifying trees of special significance to the community, should be periodically updated.
11. The City should encourage the continuation and appropriate expansion of Federal and State programs which provide tax and other incentives for the rehabilitation of historically or architecturally significant structures.

Parks and Recreation

Public parks and recreation areas are an important and necessary element of the urban community, providing for many of its open space and leisure activity needs. A sufficient supply of park land and open space is important to enhance the livability and the social and environmental quality of a city. A wide variety of parklands and facilities are needed to serve the City's many unique and diverse environments: the urban Core (Downtown), neighborhoods framing the Downtown Core, suburban neighborhoods and semi-rural hillside areas. Developed parks, natural open space areas and recreation facilities are necessary for a balanced and vital community. The manner in which open space is preserved and recreational lands and opportunities developed reflect the diverse interests of the City's residents. Neighborhood parks provide

recreation facilities close to home and are easily accessible to residents. In addition, open space areas provide other benefits, such as providing heat reduction during the summer months.

The City has actively pursued a program of park land acquisition. The City utilizes a variety of financing mechanisms, including the Parkland Dedication Ordinance, Park Impact Fee Ordinance and the Construction and Conveyance Tax, to acquire and develop park land.

As of 1992, approximately 16,300 acres of Federal, County and City owned public park land had been acquired within the City's Sphere of Influence. The majority of this land consists of County owned hillside open space, creekside park chains, and Federal owned wetlands as part of the San Francisco Bay National Wildlife Refuge. These areas comprise part of a regional park system which is envisioned to provide a "greenbelt" of open space around the urban area of the City. The City manages approximately 4,000 acres of this total acreage for neighborhood, district and citywide parks, park chains along several major waterways, community centers, historic facilities and sports facilities. Some of these sites have been developed for the delivery of a wide variety of leisure activities and other sites remain unimproved because of the City's limited budget for operations and maintenance costs associated with parks. In addition to lands owned by public park and recreational agencies, the parks and recreation system in San José also includes properties owned by private utilities, including the Santa Clara Valley Water District, the Pacific Gas and Electric Company, school districts and other agencies.

Flood control rights-of-way, utility corridors, school yards and water supply reservoirs are familiar examples of facilities which form an integral part of San José's recreation-oriented

open space resources. A significant concern is the growing number of school closures in many neighborhoods of the City which result in a loss of usable open space and a traditional source of community services.

Due to high land costs, development patterns, and special credit and exemption provisions in existing City financing mechanisms, the City has been unable to acquire a sufficient amount of neighborhood serving park land to meet its service level objectives. In order for the City to maintain a high quality of life, creative solutions will be needed to provide alternative methods of alleviating park land deficiencies.

Alternative forms of neighborhood serving park land mitigation should be considered for high density housing projects, particularly in the Downtown Core and Frame Areas and along major transit and arterial corridor connections to Downtown. New private development should be encouraged to provide a greater amount of recreation and open space facilities on site or in close proximity to meet the park and open space needs it generates. Alternative methods of providing central city development with access to open space and recreation facilities should include consideration of: outdoor plazas and gathering areas; landscaped pedestrian oriented streetscapes; indoor and roof top recreation and open space amenities; publicly accessible private recreation facilities, such as swim cabanas, tennis clubs, and fitness centers; freeway underpasses and air rights; proximity to civic and cultural facilities; and the availability of public transportation providing access to other park and open space lands beyond reasonable walking distance.

Level of Service goals for Parks and Recreation services are set forth in the Services and Facilities section of this Chapter.

Parks and Recreation Goal:

Provide park lands and recreation areas which enhance the livability of the urban environment by providing parks for residential neighborhoods, preserving significant natural, historic, scenic and other open space resources, and meeting the open space and recreation services needs of community residents.

Parks and Recreation Policies:

1. The City should consider as an objective the provision of neighborhood or community park within reasonable walking distance for each resident. That portion of a Citywide or regional park which provides recreational accessibility for nearby residents in the same manner as a neighborhood or community park should be considered as meeting this objective.
2. Public parks, open space lands and other similar public areas should be located, oriented and designed in such a way as to facilitate their security and policing.
3. Through the development review process, private open space and recreation facilities should be encouraged in high density residential projects, mixed use projects and major employment complexes in the vicinity of major transit corridors in order to meet a portion of the open space and recreation needs of residents, employees and visitors that will be generated by that development.
4. The City should accept open space land dedications only when public ownership will preserve the natural and scenic beauty, protect natural and man-made landmarks, or provide a land supply to meet future recreational needs.
5. The development of public and private recreational uses in rural and hillside areas should be low intensity and sensitive to geologic hazards, water

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resources, natural habitats, and visual impacts, consistent with allowed densities and development standards for residential and other uses.

6. In the design and maintenance of parks, consideration should be given to impacts on wildlife. In particular, it should be recognized that native plant species may be best suited for providing wildlife cover and food sources and that herbicides, pesticides and fungicides may be damaging to native plants and wildlife.
7. The City encourages the Santa Clara Valley Water District, school districts, the Pacific Gas and Electric Company and other public agencies and utilities to provide for appropriate recreational uses of their respective properties and rights-of-way. Consideration should be given to cooperative efforts between these entities and the City to develop parks, pedestrian and bicycle trails, other open space areas, and recreational facilities and programs.
8. The City should consider the conversion of abandoned railroad rights-of-way into multi-purpose trails.
9. The City encourages the County and other appropriate jurisdictions to direct the expenditure of regional park funds to provide parks and other open space lands and recreational resources within, or in close proximity to, the urban population.
10. The City should continue to work cooperatively with local school districts in identifying and evaluating surplus school sites for potential park lands acquisition. In furtherance of this policy, the City should maintain and periodically update the School Site Reuse Plan.
11. The City should maintain and periodically update a plan establishing criteria and standards for the provision of parks and recreation services.



"Leisure and Life 2000" meets this objective.

12. The City should promote the enactment of Federal, State and local legislation intended to facilitate the acquisition of surplus property of public agencies for parks, open space and recreation purposes.
13. The City encourages the County and other public agencies to accept dedications of open space lands of regional significance, including watersheds, wildlife habitats, wetlands, historic sites, and scenic lands. The City also encourages private entities to preserve open space lands.
14. Bikeways, hiking trails, equestrian trails, rest areas and picnicking accommodations should be provided, wherever feasible, within parks and trails corridors designated on the Scenic Routes and Trails Diagram, to access the hillsides, ridgelines, baylands, significant waterways, and other scenic areas.
15. In the design of parks, consideration should be given to providing features, facilities, and services that promote tourism and make San José an attractive location for economic development as

- well as serve the needs of San José residents.
16. The City should facilitate the creation and improvement of neighborhood and community parks by using the Parkland Dedication Ordinance, the Parallel Impact Fee Ordinance, and the Construction and Conveyance Tax.
 17. Parks should be designed and constructed in a manner which allows access to each type of recreational experience for people of all abilities to the maximum extent possible.
 18. In the planning of future park expenditures, the provision of new park and recreation facilities and improvements in park deficient areas should be considered a top priority.
 19. The City should consider negotiating with property owners and local school districts in newly developing residential areas for the dedication of playground/recreation portions of future school sites to the City, providing for long term low cost leasing of these playgrounds back to the school districts. Under this arrangement, when a school district declared a site as surplus the playground portions of it would automatically revert back to the City, ensuring public use in perpetuity.

Scenic Routes

The City of San José has many scenic resources which include the broad sweep of the Santa Clara Valley, the hills and mountains which frame the Valley floor, the baylands and the urban skyline itself, particularly high-rise development. It is important to preserve public thoroughfares which provide visual access to these scenic resources. The designation of a scenic route applies to routes which afford especially aesthetic views. Two types of scenic routes are designated on the Scenic Routes and

Trails Map. They are Landscaped Throughways and Rural Scenic Corridors.

State and Interstate Highways are important transportation routes with high traffic volumes. San José's image for both residents and visitors is affected by the visual and aesthetic scene both at gateways where these routes enter the City, and as these routes traverse the City. In particular, State and Interstate Highways are frequently elevated, presenting grand views of the downtown, the hillsides and other scenes of considerable significance. These views contribute to the image of San José as a pleasant and attractive city in which to live and work.

The designation of Landscaped Throughway on the Scenic Routes and Trails Diagram designates all State and Interstate Highways that are located within San José's Sphere of Influence. Landscaping and the use of architectural detailing along the highways will enhance and improve the visual qualities of these thoroughfares. Billboards and other large structures located adjacent to scenic routes often diminish views and present an unattractive urban appearance from the roadways. Special efforts, such as discouraging the use of billboards and regulating the size and shape of structures along highways, can preserve scenic views and maintain the City's overall image.

Rural Scenic Corridors are scenic routes that provide access to the natural amenities that surround the City. They are defined as the scenic road right-of-way plus the landscape visible on either side of the right-of-way. Any development in these areas should be subject to special design treatment in order to blend with the scenic qualities of the area. The provision of recreational trails for hikers, bicyclists and equestrians should be encouraged within designated Rural Scenic Corridors where sufficient right of way exists allowing for connections to and extensions of existing trail corridors.

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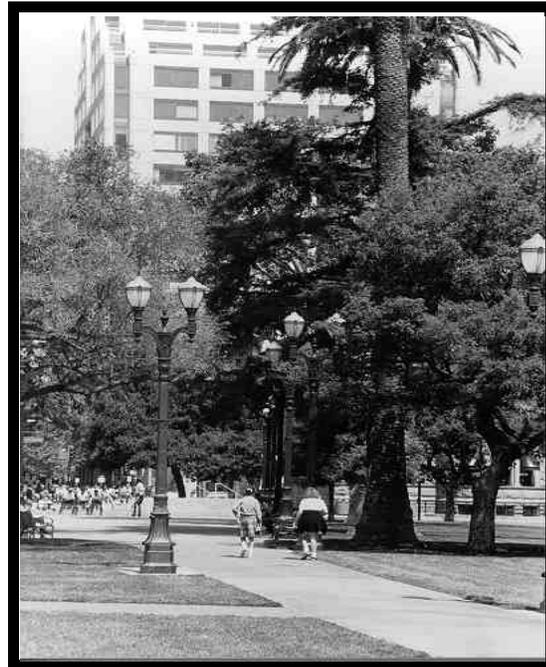
Designated scenic routes are not the only thoroughfares that have scenic views. Most major streets provide some type of view or "vista" of the natural areas, the hillsides or man-made structures. Often major streets provide unique opportunities to develop or preserve significant views.

Scenic Routes Goal:

Preserve and enhance the visual access to scenic resources of San José and its environs through a system of scenic routes.

Scenic Routes Policies:

1. Development within the designated Rural Scenic Corridors and along designated Landscaped Throughways should be designed with the intent of preserving and enhancing attractive natural and man-made vistas.
2. The natural character of Rural Scenic Corridors should be preserved by incorporating mature stands of trees, rock outcroppings, streams, lakes and reservoirs and other such natural features into project designs.
3. The design of Landscaped Throughways should include a high standard of architectural detail and landscaping in order to create a consistent and attractive visual quality.
4. Any development occurring adjacent to Landscaped Throughways should incorporate interesting and attractive design qualities and promote a high standard of architectural excellence.
5. Any development along Landscaped Throughways entering the City should be designed to provide attractive gateways to the City.
6. Development along designated Rural Scenic Corridors should preserve significant views of the Valley and mountains, especially in, or adjacent to, Coyote Valley, the Diablo Range, the



Silver Creek Hills, the Santa Teresa Ridge and the Santa Cruz Mountains.

7. The planning of Rural Scenic Corridors should take into consideration the potential for providing access to such public facilities as parks, recreation areas, bike trails and cultural attractions.
8. Roadway design on Rural Scenic Routes should minimize impacts on native flora and natural topographic features.
9. Billboards adjacent to all scenic routes should be strongly discouraged.

Many major streets and other roadways in San José afford scenic views of hillsides, although they may not qualify as designated scenic routes. Special consideration of street design should be taken so as to preserve views of hillsides wherever they occur.

Trails and Pathways

The many creeks and streams traversing San José which connect many of the area's large regional parks offer an unparalleled opportunity to create a network of trails and pathways. This network can link a large urban population with the significant open

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space and recreational opportunities afforded by public parks and other open space lands in the baylands, hillside areas and throughout the Santa Clara Valley. A trails and pathways network can provide access to these important natural areas and recreational opportunities without dependence on either the automobile or congested urban streets. A trails and pathways network also provides an alternative means of commuting and can encourage bicycling and walking not only as a form of recreation, but as a means of transportation.

Trails and pathways can also provide local opportunities for persons who wish to jog, bike, ride horses or just hike along natural creeksides. This recreational opportunity for nearby residents and employees, plus the aesthetic advantages of the natural riparian setting of creekside areas enhances the value of development on adjacent properties.

The Scenic Routes and Trails Diagram is described in the Land Use/Transportation Diagram Chapter of this General Plan. This section describes the Trail and Pathway

designations on the Diagram which identify the corridors planned for the City.

Trails and Pathways Goal:

Provide a network of trails and pathways throughout the City in order to maximize the City's recreational opportunities and to provide alternate means of both commuting and reaching regional parks and other natural areas.

Trails and Pathways Policies:

1. The City should control land development along designated Trails and Pathways Corridors in order to provide sufficient trail right-of-way and to ensure that new development adjacent to the corridors does not compromise safe trail access nor detract from the scenic and aesthetic qualities of the corridor.
2. When new development occurs adjacent to a designated Trails and Pathways Corridor, the City should encourage the developer to install and maintain the trail.
3. Design, construction and management of trails and pathways should be carefully

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executed in order to minimize environmental disturbance.

4. Bridges and other public improvements within designated Trails and Pathways Corridors should be designed to provide safe and secure routes for trails, including grade separation of roadways and trails whenever feasible.
5. The City should promote cooperative interagency planning of trails and pathways in order to establish and encourage their use for both recreational purposes and as alternate transportation routes.
6. The incorporation of trails and pathways into lanes used for public and utility purposes is encouraged.
7. Trails should be built to meet the trail standards established by the Department of Public Works. Trail design should provide sufficient light, vertical and horizontal clearance, and landscape setbacks from adjacent development to ensure a safe and aesthetically pleasing recreational experience.
8. In areas which are already developed and where insufficient right of way exists to provide trails separate from existing roadways, the City should consider interim trail alignments along public roadways to provide linkages with trail corridors and public transportation facilities.
9. Trails and pathways should be designed and constructed in a manner which allows safe access to each type of trail experience for people of all abilities to the maximum extent possible.
10. In addition to trails proposed along major watercourses, additional trail routes should be established on abandoned railroad rights-of-way. ■

NATURAL RESOURCES

This General Plan is based on the premise that natural resources are not inexhaustible

commodities to be exploited, but are valuable assets to be judiciously used and wisely managed for the benefit of present and future generations. The intent of the Natural Resources goals and policies is to balance resource conservation and urban development, so as to maximize the achievement of environmental, economic and social objectives. Management of natural resources affects a much larger area than that within San José's jurisdiction. Conservation or misuse of natural resources by one city can affect all the other cities in the region. For example, air pollution generated in cities to the north will be carried by the prevailing winds to San José, decreasing local air quality. In order to address the regional scope of water quality, the Regional Water Quality Control Board (RWQCB) has adopted a Water Quality Control Plan for San Francisco Bay Basin to meet Federal and State water quality requirements. Without consistent action throughout the San Francisco Bay region, San José's environmental management goals will not be met.

Natural Resources Goal:

The City should balance resource conservation and urban development to maximize achievement of environmental, economic and social objectives.

Natural Communities and Wildlife Habitats

Plant communities and wildlife habitats within the Sphere of Influence of San José range from relatively undisturbed natural communities, such as oak woodland and salt marsh, to areas that are completely developed.

A variety of native and non-native plants and animals are found within the City. Several native plant communities, including

serpentine grassland, salt marsh, and riparian forest provide habitat for rare, threatened and/or endangered plants and animals that are of special concern to governmental agencies, conservation groups, and private citizens.

Although natural communities generally support a greater diversity and number of plant and animal species, urban habitat is also important. Urban habitat is found in developed residential, commercial, and industrial areas. Valuable urban habitat includes street trees, backyard gardens, parks, and some vacant lots. Trees, shrubs, lawns, and gardens found in urban areas provide food and cover for wildlife that has adapted to the urban environment.

Woodlands, Grasslands, Chaparral and Scrub

Woodlands, grasslands, chaparral and scrub are the primary vegetative cover on the hillsides surrounding the Santa Clara Valley floor. These plant communities provide grazing land and wildlife habitat, and facilitate the capture and subsequent percolation of rainwater. These areas also have direct scenic value. Woodlands, grasslands, chaparral, and scrub are susceptible to damage from inappropriate agricultural uses and practices as well as from urban development, and should be protected from erosion hazard. Oak woodland is recognized as highly productive wildlife habitat with important aesthetic value. Much of the oak woodland that was historically present within the City has been removed by agricultural and urban uses. Oak woodland areas remain in the Santa Teresa and Almaden Hills and along the southern parts of San Felipe Road.

Many wildlife species use grasslands for feeding or hunting, but require nearby trees or shrubs for cover or nesting sites. Grasslands provide important habitat for the



Turkey Vulture, Northern Harrier, Black-shouldered Kite, Horned Lark, and Burrowing Owl. Scrub, a plant community made up of moderate sized shrubs such as California Sagebrush and Black Sage, occurs on rocky, shallow soils and is often associated with grasslands.

Foothill areas with soils derived from serpentine rock can support unique plant communities. Serpentine bunchgrass and serpentine chaparral occur in the Mt. Hamilton Range and in the Santa Cruz Mountains. Some areas that formerly supported serpentine bunchgrass species have been modified by grazing and support primarily introduced species.

Woodlands, Grasslands, Chaparral and Scrub Goal:

Protect the biological diversity and scenic characteristics of grasslands, woodlands, chaparral and scrub in hillside areas.

Woodlands, Grasslands, Chaparral and Scrub Policies:

1. The nature and amount of public access to wooded areas and grasslands, when allowed, should be consistent with the environmental characteristics of these areas.

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2. The use of motorized off-road vehicles should be limited, and strictly regulated, in woodlands, grasslands, and hillside areas.
3. The City should cooperate with other agencies in the preservation of hillside vegetation.
4. Grading should be designed to minimize the removal of significant vegetation.
5. The City should preserve and protect oak woodlands, and individual oak trees, to the greatest extent feasible.
6. The City should encourage appropriate reforestation and planting projects in hillside areas.
7. Appropriate agricultural practices should be encouraged in hillside areas.
8. Serpentine grasslands, particularly those supporting sensitive serpentine bunchgrass communities of plant and animal species of concern, should be preserved and protected to the greatest extent feasible. When disturbance cannot be avoided, appropriate measures should be required to restore, or compensate for loss of serpentine bunchgrass communities or habitat of species of concern.

Riparian Corridors and Upland Wetlands

The rivers, creeks and upland wetlands within the City of San José support a diversity of habitats. Several distinct habitats occur along the riparian corridors, including riparian forest, grassland, freshwater marsh, and upland wetlands. Many species of plants, fish and wildlife are found associated with riparian corridors, including several species of concern. Riparian areas and upland wetlands that support native or woody plants provide habitat that is important for the protection of the region's plant and animal life. From fall to early spring, riparian forest communities provide important resting and feeding areas for migrating birds. Riparian corridors also provide aesthetic values and recreational resources.

Creeks in the Santa Clara Valley historically supported relatively wide corridors of natural vegetation. Plant communities associated with riparian corridors now occur as narrow bands of vegetation within the banks of creeks. Many channels have been modified for flood protection and in-stream percolation ponds.

The City Council has approved a Riparian Corridor Policy Study which includes an inventory of riparian resources within the



Urban Service Area and Urban Reserves, assessments of riparian value, development guidelines, and riparian restoration policies. The policy document addresses both private and public development including recreation facilities.

Riparian Corridors and Upland Wetlands Goal:

Preserve, protect, and restore riparian corridors and upland wetlands within the City of San José's Sphere of Influence.

Riparian Corridors and Upland Wetlands Policies:

1. Creeks and natural riparian corridors and upland wetlands should be preserved whenever possible.
2. New public and private development adjacent to riparian corridors should be consistent with the provisions of the Riparian Corridor Policy Study.
3. New development within the Urban Service Area should be set back from the outside edge of riparian habitat (or top of bank, whichever is greater) a distance sufficient to buffer the impacts of adjacent human activities and provide avenues for wildlife dispersal.
4. New development should be designed to protect adjacent riparian corridors from encroachment of lighting, exotic landscaping, noise and toxic substances into the riparian zone.
5. When disturbances to riparian corridors and upland wetlands cannot be avoided, appropriate measures should be required to restore, or compensate for damage to, the creeks or riparian corridors
6. The City encourages appropriate native plant restoration projects along riparian corridors, upland wetlands, and in adjacent upland areas.
7. The City should consider the preparation of a Riparian Restoration Action Plan to assess riparian conditions and identify

potential riparian restoration programs and priorities.

8. Natural riparian corridors outside the Urban Service Area should be protected from disturbance associated with development (such as structures, roadways, sewage disposal facilities and overhead utility lines, except those required for flood control or bridging) by a minimum 150 foot setback from the top bank line, wherever feasible.

Bay and Baylands

South San Francisco Bay and the baylands are a vital biotic, cultural and recreational open space resource.

The South San Francisco Bay is recognized as one of the nation's most significant estuaries. Pursuant to the Water Quality Act, the Governor of California has included the San Francisco Bay within the National Estuary Program. The San Francisco Bay-Delta Estuary is the largest estuary and possibly the most important natural and economic resource on the western coast of the American continents. The San Francisco Bay system provides essential recreational and aesthetic opportunities for boaters, fishermen and hikers and all those who appreciate natural beauty.

All uses of the Estuary depend on the quality and health of its waters and wetlands. A leading cause of degradation and a fundamental threat to the present and future benefits of the Estuary is the loss of the Estuary's open water area, wetlands, and stream environments through modification or conversion to other uses and contamination by pollutants.

In the South Bay, the Estuary consists of the open tidal, brackish, and fresh water system of the San Francisco Bay and adjacent wetlands, and tributary streams. Changes in land use can have direct impacts on the

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Estuary such as the physical conversion of open waters, wetlands and streams, and indirect impacts such as pollutants which can be carried by rain water or publicly operated treatment works from upland uses and activities into the Estuary.

The water and wetland surfaces of the Bay make an important contribution to the mild climate and the quality of life in the South Bay Area. Reduction of the surface area raises air temperatures, reduces winds, and reduces water circulation in the Bay. Also, reduction of the area open to tidal action decreases the capacity to flush pollutants from the Bay.

The baylands provide food and shelter for fish and wildlife, and in their natural state serve multiple functions for water and air quality control, storage and passage of flood waters, erosion control, nature education, scientific study, open space and recreation. The Bay and baylands are defined, for the purpose of this Plan, as the tidal influenced water areas, the historic wetlands areas which are adjacent to and ecologically integrated into the Bay and tidal channels of the Bay (including seasonal, tidal and diked marshes, mud flats, salt ponds and vernal pools) and the adjacent lands which are ecologically linked to these wetlands. Baylands provide habitat for a number of species of concern and include a unique plant community, North Coast Salt Marsh. The Bay and bayland habitats can be jeopardized by dredging, filling, diking, discing, draining, and other activities.

The Water Pollution Control Plant must operate under the regulation of a National Pollution Discharge Elimination System Permit because the sewage which is treated by the Water Pollution Control Plant is



discharged directly in to the South San Francisco Bay. In order to reduce the possibility of the sewage discharge impacting the Bay habitat or wildlife the City has adopted a South Bay Action Plan, which consists of water conservation and water reclamation programs, and a Waste Minimization Program to reduce the amount of metals which are deposited into the sewage.

The San Francisco Bay National Wildlife Refuge, located in the baylands near the community of Alviso, is an area set aside for the preservation and restoration of natural bayland habitat, for purposes of protecting many species of plant and animal life which inhabit and migrate through the baylands.

Bay and Baylands Goal:

Preserve and restore natural characteristics of the Bay and adjacent lands, and recognize the role of the Bay's vegetation and water area in maintaining a healthy regional ecosystem.

Bay and Baylands Policies:

1. The baylands should be preserved and restored in a manner consistent with the fragile environmental characteristics of this area and the interest of the citizens of San José in a healthful environment.
2. Urban development in the baylands is discouraged unless it can be shown that

it results in no net loss of baylands habitat value.

3. The City should cooperate with the County, U.S. Army Corps of Engineers, EPA, California Department of Fish and Game, and other appropriate jurisdictions to prevent the degradation of baylands by discouraging new filling or dredging of Bay waters and baylands.
4. The City, in cooperation and, where appropriate, consultation with other interested agencies, should encourage the restoration of diked historic wetlands, including salt ponds, to their natural state by opening them to tidal action.
5. The City should continue to participate in the Santa Clara Valley Non-Point Source Pollution Control Program and take other necessary actions to formulate and meet regional water quality standards which are implemented through the National Pollution Discharge Elimination System Permits and other measures.
6. No development which creates adverse impacts on the National Wildlife Refuge in South San Francisco Bay or results in a net loss of baylands habitat value should be permitted.

Species of Concern

Natural plant communities, including serpentine grassland, serpentine chaparral, riparian forest, salt marsh, and freshwater marsh, harbor a number of species that are rare or at risk of becoming extinct in the near future. These "Species of Concern" include plants and animals that are protected under state and Federal Endangered Species Acts, the Federal Migratory Bird Treaty Act, and other species listed by the California Department of Fish and Game and the California Native Plant Society.

Serpentine grasslands and chaparral support a number of unique plants and animals including the Metcalf Canyon Jewelflower, Coyote Ceanothus, San Francisco Bay Checkerspot Butterfly, and Opler's Longhorn Moth.

Species of Concern found in riparian and marsh habitats near the bay and along creeks are primarily animals. Bird species such as the California Clapper Rail, Salt Marsh Yellowthroat, and Yellow Warbler visit or nest in marshes or riparian areas. The Salt Marsh Harvest Mouse uses salt marshes along the margins of sloughs. Other species of concern found in riparian habitats include the Red-legged Frog and the Southwestern Pond Turtle.

Grasslands and adjacent woodlands also provide habitat for a number of species of concern. Raptors, or birds of prey, including the Black-Shouldered Kite, Sharp-shinned Hawk, and Golden Eagle use grasslands for hunting and nest in woodland or forest habitats. The Burrowing Owl hunts and nests in grasslands and may also utilize disturbed habitats, including vacant lots and levees. The California Tiger Salamander uses underground burrows in grassland and requires ponds or quiet streams to breed.

Species of Concern that are known to occur in the Santa Clara Valley and surrounding foothills are listed in Appendix H.

Species of Concern Goal:

Preserve habitat suitable for Species of Concern, including threatened and endangered species.

Species of Concern Policies:

1. Consideration should be given to setting aside conservation areas in the Bay and baylands, along riparian corridors, upland wetlands, and hillside areas to protect habitats of unique, threatened

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and endangered species of plants and animals, and to provide areas for educational and research purposes.

2. Habitat areas that support Species of Concern should be retained to the greatest extent feasible.
3. Recreational uses in wildlife refuges, nature preserves and wilderness areas in parks should be limited to those activities which have minimal impact on sensitive habitats.
4. New development on undeveloped properties throughout the City contributes to the regional loss of Burrowing Owl habitat. To offset this loss of habitat, the City should require either habitat preservation on or off site or other appropriate measures for habitat acquisition, habitat enhancement and maintenance of local habitat bank.

Urban Forest

In urban areas, trees provide scenic beauty and shade and serve as wind, noise, and visual barriers. They also filter air pollutants, help conserve energy, replenish oxygen, and protect against flood hazards, landslides, and soil erosion by absorbing rain water. Native and landscape trees can provide important wildlife habitat for birds living in urban areas. All large specimen and heritage trees, especially native oaks, also have special aesthetic and historical values. Trees soften the effect of urban development and increase property values in neighborhoods and commercial areas.

Urban Forest Goal:

Preserve, protect, and increase plantings of urban trees within the City.

Urban Forest Policies:

1. The City should continue to support volunteer urban forestry programs that encourage the participation of interested

citizens in tree planting and maintenance in neighborhoods and parks.

2. Development projects should include the preservation of ordinance-sized, and other significant trees. Any adverse affect on the health and longevity of native oaks, ordinance sized or other significant trees should be avoided through appropriate design measures and construction practices. When tree preservation is not feasible, the project should include appropriate tree replacement. In support of these policies the City should:

- Continue to implement the Heritage Tree program and the Tree Removal Ordinance.
- Consider the adoption of Tree Protection Standards and Tree Removal Mitigation Guidelines.

3. The City encourages the maintenance of mature trees on public and private property as an integral part of the urban forest. Prior to allowing the removal of any mature tree, all reasonable measures which can effectively preserve the tree should be pursued.

4. In order to realize the goal of providing street trees along all residential streets, the City should:

- Continue to update, as necessary, the master plan for street trees which identifies approved species.
- Require the planting and maintenance of street trees as a condition of development.
- Continue the program for management and conservation of street trees which catalogs street tree stock replacement and rejuvenation needs.

5. The City should encourage the selection of trees appropriate for a particular urban site. Tree placement should consider energy saving values, nearby powerlines, and root characteristics.
6. Trees used for new plantings in urban areas should be selected primarily from species with low water requirements.
7. Where appropriate, trees that benefit urban wildlife species by providing food or cover should be incorporated in urban plantings.
8. Where urban development occurs adjacent to natural plant communities (e.g. oak woodland, riparian forest), landscape plantings should incorporate tree species native to the area to the greatest extent feasible.

Water Resources

Both the adequacy of supply and quality of water resources are of concern to the community. The local water resource system consists of watershed lands, underground aquifers, groundwater recharge areas, recycled water, reservoirs, canals, streams, rivers, creeks, and the riparian vegetation associated with them. This local system is supplemented by the importation of water from external sources. Water is a finite resource and local water resources should be protected from pollution as much as possible and reclaimed to protect the adequacy of supplies, limit the dependence on external sources of supply, and avoid the overdrafting of the underground water basin to reduce land subsidence. The City's planning and regulation of urban development directly affects these resources. Urbanization restricts the recharge of underground water basins by reducing permeable land surfaces which are vital for percolation, and natural vegetation which filters out pollutants. Urbanization also increase the amount of pollutants which find their way into waterways and underground water basins from storm runoff

and from on-site percolation. Pollutants such as silt, herbicides and pesticides, hydrocarbons and heavy metals are carried by storm runoff from construction sites, landscaped areas, streets, parking lots and other paved surfaces directly into creeks and rivers, and ultimately, into San Francisco Bay. These pollutants pose a serious threat to the ecology of the creeks, rivers and the Bay.

The San Francisco Bay Region of the California Regional Water Quality Control Board is responsible for determining San José's compliance with the water quality requirements of the national Clean Water Act. To comply with the requirement to control urban runoff borne pollution, the City, in partnership with the other members of the Santa Clara Valley Urban Runoff Pollution Prevention Program, has obtained a National Pollutant Discharge Elimination System (NPDES) Permit. This permit requires the City to implement control measures to reduce storm water pollutants from construction sites and areas of new development or significant redevelopment to the maximum extent practical.

The Santa Clara Valley Water District is the agency primarily responsible for the conservation and development of water resources. In an effort to increase local water supply, the City is coordinating water reclamation plans with the Santa Clara Valley Water District.

The Federal Environmental Protection Agency requires state governments to implement the Clean Water Act through permit controls on wastewater discharge. In order to meet the requirements for the issuance of a National Pollution Discharge Elimination System (NPDES) permit and reduce storm water pollution, the County of Santa Clara, the Santa Clara Valley Water District, and 13 local city governments have joined together to formulate the Santa Clara

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Valley Non-Point Source Pollution Control Program.

Water Resources Goal:

Protect water resources because they are vital to the ecological and economic health of the region and its residents.

Water Resources Policies:

1. The City, in cooperation with the Santa Clara Valley Water District and other public agencies, should restrict, or carefully regulate, public and private development in those areas necessary for effective stream flow.
2. Water resources should be utilized in a manner which does not deplete the supply of surface or groundwater or cause overdrafting of the underground water basin.
3. The City should work with the Santa Clara Valley Water District to establish appropriate public access and recreational uses on land adjacent to rivers, creeks, wetlands, and other significant water courses when water quality will be preserved.
4. The City should not permit urban development to occur in areas not served by a sanitary sewer system.
5. The City should protect groundwater recharge areas, particularly creeks and riparian corridors.
6. When new development is proposed in areas where storm runoff will be directed into creeks upstream from groundwater recharge facilities, the potential for surface water and groundwater contamination should be assessed and appropriate preventative measures should be recommended.
7. The City shall require the proper construction and monitoring of facilities storing hazardous materials in order to prevent contamination of the surface water, groundwater and underlying

aquifers. In furtherance of this policy, design standards for such facilities should consider high groundwater tables and/or the potential for freshwater or saltwater flooding.

8. The City should establish policies, programs and guidelines to adequately control the discharge of urban runoff and other pollutants into the City's storm drains.
9. The City should take a proactive role in the implementation of the Santa Clara Valley Urban Runoff Pollution Prevention Program.
10. The City should encourage more efficient use of water by promoting water conservation and the use of water-saving devices.
11. The City should promote the use of reclaimed water when feasible and appropriate.
12. For all new discretionary development permits for projects incorporating large paved areas or other hard surfaces (e.g., building roofs), or major expansion of a building or use, the City should require specific construction and post-construction measures to control the quantity and improve the water quality of urban runoff.
13. Efforts to conserve and reclaim water supplies, both local and imported, should be encouraged.

Extractive Resources

Extractive resources known to exist in and near the Santa Clara Valley include cement, sand, gravel, crushed rock, clay, and limestone, all of which have provided building materials to the construction industry. Santa Clara County has also supplied a significant portion of the nation's mercury over the past century.

Pursuant to the mandate of the Surface Mining and Reclamation Act of 1975

(SMARA), the State Mining and Geology Board has designated: the Communications Hill Area (Sector EE), bounded generally by the Southern Pacific Railroad, Curtner Avenue, State Route 87, and Hillsdale Avenue, as containing mineral deposits which are of regional significance as a source of construction aggregate materials.

Neither the State Geologist nor the State Mining and Geology Board has classified any other areas in San José as containing mineral deposits which are either of statewide significance or the significance of which requires further evaluation. Therefore, other than the Communications Hill area cited above, San José does not have mineral deposits subject to SMARA.

Extractive Resources Goal:

Conserve and make prudent use of economically usable extractive resources.

Extractive Resources Policies:

1. When urban development is proposed on lands which have been identified as containing economically usable extractive resources, the value of such resources should be taken into consideration.
2. The City encourages the conservation and development of SMARA-designated mineral deposits wherever feasible.
3. In making land use decisions involving areas which have a SMARA designation of regional significance, at the time of consideration of such decision, the City should, in balancing mineral values against alternative land uses, consider the importance of these minerals to their market region as a whole and not just their importance to San José.
4. The quarrying of economically usable resources, including sand and gravel, should be carefully regulated to mitigate

potential environmental effects such as dust, noise and erosion.

5. When approving quarrying operations, the City should require the preparation and implementation of reclamation plans for the contouring and revegetation of sites after quarrying activities cease.

Air Quality

The climate and topography of the San Francisco Bay Area often directs air pollution to San José. High concentrations of pollutants are due to a blanketing layer of air known as a "thermal inversion", which prevents the upward escape of pollutants. The mountains which rim the Bay and form the Santa Clara Valley channel the prevailing winds, typically light and from the north, whenever there is thermal inversion. Under these conditions, air contaminants from urban areas of the Peninsula and East Bay are carried southward, to the degradation of air quality in the South Bay.

According to the Bay Area Air Quality Management District (BAAQMD) San José is at the center of a "non-attainment" area where air pollution by ozone, carbon monoxide, and particulates exceeds acceptable levels. Programs and control measures to reduce pollution emissions by 1997, included in BAAQMD's 1991 Clean Air Plan and other State and Federal plans, are now being developed and will eventually be implemented for South Bay residents. Attainment of acceptable air quality in the South Bay will require continued efforts by San José and neighboring cities to promote transportation improvements and reduce dependency on the automobile. Even with these efforts the region is likely to be a "non-attainment area" in terms of complying with State and Federal air pollution standards.

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Air Quality Goal:

Maintain acceptable levels of air quality for the residents of San José and minimize the air pollution produced by new development.

Air Quality Policies:

1. The City should take into consideration the cumulative air quality impacts from proposed developments and should establish and enforce appropriate land uses and regulations to reduce air pollution consistent with the region's Clean Air Plan and State law.
2. Expansion and improvement of public transportation services and facilities should be promoted, where appropriate, to both encourage energy conservation and reduce air pollution.
3. The City should urge effective regulation of those sources of air pollution, both inside and outside of San José, which affect air quality. In particular, the City should support Federal and State regulations to improve automobile emission controls.
4. The City should foster educational programs about air pollution problems and their solutions.
5. In order to reduce vehicle miles traveled and traffic congestion, new development within 1,000 feet of an existing or planned transit station should be designed to encourage the usage of public transit and minimize the dependence on the automobile through the application of site design guidelines.
6. The City should continue to actively enforce its ozone-depleting compound ordinance and supporting policy to ban the use of chlorofluorcarbon compounds (CFCs) in packaging and in building construction and remodeling to help reduce damage to the global atmospheric ozone layer. The City may consider

adopting other policies or ordinances to reinforce this effort.

Energy

Every aspect of modern society depends on the use of energy sources. Energy sources are used for transportation, manufacturing, processing, heating, cooling, lighting and appliances.

The City has little, if any, direct control over the production and supply of conventional energy resources, particularly fossil fuels; the City does not have coal mines, oil wells, or its own municipal utility. In general, most of our energy resources are imported with both availability and price governed by a wide variety of factors which the City does not control including the decisions of state, national and international institutions, both public and private.

Although the City of San José and its residents are affected by changes in all energy markets, they have little direct control. However, there is some indirect control or influence which the City can have over the amount and type of energy sources the City and its residents and businesses consume. The General Plan includes policies to impact energy consumption through the mix of land uses and the design of a transportation system which provides the most efficient movement of people and goods. Through the Sustainable City Strategy, San José can also affect energy supply and consumption by reducing the energy consumed for City operations, and by encouraging sound investments and behaviors which use non-renewable energy resources more efficiently and expand the use of renewable energy resources.

Energy Goal:

Consistent with Sustainable City Strategy Goals, the City should foster development which, by its location and

design, reduces the use of non-renewable energy resources in transportation, buildings and urban services (utilities) and expands the use of renewable energy resources.

Energy Policies:

1. The City should promote development in areas served by public transit and other existing services. Higher residential densities should be encouraged to locate in areas served by primary public transit routes and close to major employment centers.
2. Decisions on land use should consider the proximity of industrial and commercial uses to major residential areas in order to reduce the energy used for commuting.
3. Public facilities should be encouraged to locate in areas easily served by public transportation.
4. The energy-efficiency of proposed new development should be considered when land use and development review decisions are made. The City's design techniques include provisions for solar access, for siting structures to maximize natural heating and cooling, and for landscaping to aid passive cooling protection from prevailing winds and maximum year-round solar access.
5. The City should encourage owners and residents of existing developments to implement programs to use energy more efficiently in buildings and in their transportation choices, to reduce dependency on automobiles, and to explore alternative energy sources.
6. All street lights in areas outside of the Downtown Core Area should use the low-pressure sodium. Within the Downtown Core Area, high pressure sodium street lights should be used. Along designated Neighborhood Business Districts and public streets identified as Pedestrian Corridors in adopted Neighborhood

Improvement Plans completed for the Strong Neighborhoods Initiative (SNI) Redevelopment Project Area, up to 300 high pressure sodium lights may be allowed if the street lighting is attractive and compatible with the surrounding neighborhoods, and does not significantly impact the Lick Observatory's operations. Prior to approval, all proposals for high pressure sodium street lighting should be referred to the Lick Observatory for comments.

7. The City should require low-pressure sodium lighting for outdoor, unroofed areas in all new developments and encourage existing development to retrofit using low-pressure sodium lighting.
8. The City should continue to pursue energy-efficiency in City operations.
9. The City should encourage the development of renewable energy sources and alternative fuels and cooperate with other public and quasi-public agencies in furthering this policy.

Agricultural Lands and Prime Soils

In addition to the production of food and fiber, lands utilized for agriculture can provide the indirect benefit of enhanced air quality through the plant respiration cycle. Prime soils, soils which have the ability to produce common cultivated crops without deterioration over a long period of time, underlie most of San José. The City has been built on prime soils, and most of the remaining undeveloped land consists of prime soils. Most of the remaining vacant, valley floor land in San José, including most of the Coyote Valley, is designated as prime farm lands by the State of California Important Farmlands Inventory. Preservation of all prime soil land would mean a virtual halt to urbanization and is not a reasonable goal. Not all lands designated on the Land Use/Transportation Diagram for Agriculture

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are in agricultural use nor are all prime soils lands in agricultural use.

Agricultural Lands and Prime Soils Goal:

Avoid the premature conversion of agricultural lands to urban uses.

Agricultural Lands and Prime Soils Policies:

1. Williamson Act contracts and other forms of property tax relief should be encouraged for agricultural lands in non-urban areas.
2. The City should promote the passage of legislation to establish Countywide or Statewide agricultural preservation programs, including the funding necessary for implementation of such programs.
3. Appropriate agricultural uses should be encouraged in hillside areas.
4. Preservation of agricultural lands and prime soils in non-urban areas should be fostered in order to retain the aquifer recharge capacity of these lands. ■

HAZARDS

San José's Sphere of Influence includes many areas subject to varying degrees of naturally occurring hazards. Historically, as land becomes scarce, there is increased pressure to develop vacant land with a higher hazard potential. Development in hazardous areas, however, can result in significant costs to the community, including major property damage as well as potential loss of life. Another major consideration is the extraordinary expense borne by the City to repair and replace public utilities and facilities located in hazard areas.

Hazards obviously represent a risk to the community. The purpose of the goals and policies in this section is to incorporate

safety considerations into the City's planning and decision-making processes to reduce those risks. Since it is not possible to eliminate all such risks, the City and its residents must decide, based on personal, social, and economic costs and benefits, the degree of risk that is acceptable for various hazards. High risks in existing structures may be lowered to an acceptable level by physical alteration, relocation, demolition or changes in use. For new development, the emphasis of the General Plan policies is to regulate construction so as to minimize identifiable risks.

The Natural Hazards policies in this Plan are based on substantial background data and analysis about existing conditions in the City of San José and in the Santa Clara Valley. The three main sources for this information, incorporated into the General Plan by reference, are:

1. "Technical Report, Geological Investigation, City of San José's Sphere of Influence", prepared by Cooper-Clark and Associates, hereinafter called the Cooper-Clark Technical Studies.
2. The City of San José Fault Hazard Maps, prepared by the San José Department of Public Works, which include State of California Special Study Zones.
3. Flood Insurance Rate Maps (FIRM), City of San José, California, prepared for the National Flood Insurance Program by the Federal Emergency Management Agency.

These sources describe the soils, geologic and flooding conditions throughout the area, but they are not intended to identify the site specific characteristics of individual properties. The Plan's policies require detailed site-specific evaluation of properties when the sources referenced above indicate there may be a potential hazard. This evaluation is to confirm the accuracy of the generalized information provided in the

referenced sources, identifying the specific impacts of a proposed development, and developing appropriate mitigation measures for those impacts.

There are many interrelationships between the various topics within the Hazards section of the Plan. For example, the control of erosion and prevention of landslides can have positive effects on the reduction of potential flooding impacts. Earthquakes can magnify, and in fact are a direct cause of one type of liquefaction, a hazardous soil condition. Fires in watershed areas can increase erosion and storm water runoff, thereby increasing flooding potential.

The discussion of natural hazards also relates to other elements of the General Plan. The potential for land subsidence is directly related to the issues discussed in the Water Resources section, since land subsidence is caused from overdrafting the groundwater basin. The discussion of flooding hazards in this section is directly related to the planning for improved flood control facilities discussed in the Facilities and Services section. This section also addresses man-made hazards, including noise, fire hazards and hazardous materials. Safety hazards associated with vehicular, rail and air transportation are addressed in the Transportation goals and policies.

In the event of a fire, geologic, or other hazardous occurrence, the City of San José's Emergency Plan provides comprehensive, detailed instructions and procedures regarding the responsibilities of City personnel and coordination with other agencies to ensure the safety of San José's citizens. The Emergency Plan includes evacuation procedures but does not delineate evacuation routes. Instead, procedures are outlined for different types of emergencies occurring in different locations of San José.

The natural hazards described below are generally depicted on the Natural Hazards Map at the end of this section.

Hazards Goal:

Strive to protect the community from injury and damage resulting from natural catastrophes and other hazard conditions.

Hazards Policies:

1. Development should only be permitted in those areas where potential danger to the health, safety, and welfare of the residents of the community can be mitigated to an acceptable level.
2. Levels of "acceptable exposure to risk" established for land uses and structures based on descriptions of land use groups and risk exposure levels are outlined in Figure 15, "Acceptable Exposure to Risk Related to Various Land Uses", and should be considered in the development review process.
3. Provisions should be made to continue essential emergency public services during natural catastrophes.
4. The City should continue updating, as necessary, the San José Building Code and Fire Prevention Code to address geologic, fire and other hazards.
5. The City should promote awareness and caution among San José residents regarding possible natural hazards, including soil conditions, earthquakes, flooding, and fire hazards.
6. Disaster preparedness planning should be undertaken in cooperation with other public agencies and appropriate public-interest organizations.

Soil and Geologic Conditions

Hazards related to soil and geologic conditions include erosion, landslides, expansive soils (subject to shrink and swell

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behavior), weak soils (subject to failure) and land subsidence. Soils with varying degrees of expansivity are present throughout the San José area, as are weak soils. The baylands and streambeds are areas with weak soils. Soils subject to liquefaction during an earthquake are more widespread, with varying levels of potential failure. Land subsidence which has historically occurred throughout the valley, is primarily concentrated in the Central and Alviso areas of the City. This condition has been arrested by the Santa Clara Valley Water District's groundwater recharge system.

Soils on some sites throughout the Valley floor have been contaminated by chemicals which were used in conjunction with former heavy industrial or agricultural uses. Depending on concentrations, these materials can pose health risks for residential development.

The Soils and Geologic policies stress the need for identification and awareness of soils contamination and geologic hazards in the planning and development of the future urbanization of the City. Areas of potential geological hazard are defined on the Landslide Susceptibility, Fault Traces, and Erosion Potential Maps contained in the "Technical Report, Geological Investigation, City of San José's Sphere of Influence", prepared by Cooper-Clark Associates, and on the State of California Special Study Zones Maps, both as referenced above.

The areas identified on these maps broadly define likely locations of soils and geologic hazards. Detailed study of these potential impacts is necessary in conjunction with the development review process in order to identify and assess the site-specific conditions.

Soils and Geologic Conditions Goal:

Protect the community from the hazards of soil erosion, soil contamination, weak

and expansive soils and geologic instability.

Soils and Geologic Conditions Policies:

1. The City should require soils and geologic review of development proposals to assess such hazards as potential seismic hazards, surface ruptures, liquefaction, landholdings, mudsliding, erosion and sedimentation in order to determine if these hazards can be adequately mitigated.
2. The City should not locate public improvements and utilities in areas with identified soils and/or geologic hazards to avoid any extraordinary maintenance and operating expenses. When the location of public improvements and utilities in such areas cannot be avoided, effective mitigation measures should be implemented.
3. In areas susceptible to erosion, appropriate control measures should be required in conjunction with proposed development.
4. In order to prevent undue erosion of creek banks, the City should seek to retain creek channels in their natural state, where appropriate.
5. The Development Review process should consider the potential for any extraordinary expenditures of public resources to provide emergency services in the event of a man-made or natural disaster.
6. Development in areas subject to soils and geologic hazards should incorporate adequate mitigation measures.
7. The City should cooperate with the Santa Clara Valley Water District's efforts to prevent the recurrence of land subsidence.
8. Development proposed within areas of potential geological hazards should not be endangered by, nor contribute to, the

hazardous conditions on the site or on adjoining properties.

9. Residential development proposed on property formerly used for agricultural or heavy industrial uses should incorporate adequate mitigation/remediation for soils contamination as recommended through the Development Review process.

Earthquakes

San José is located in a region of very high seismic activity. The major earthquake faults in the region are the San Andreas, near the crest of the Santa Cruz Mountains, and the Hayward and Calaveras fault system located in the Diablo Range. Numerous other faults are located in the hills and throughout the Valley. The Berryessa, Crosley, Clayton, Quimby, Shannon and Evergreen faults are potentially active and also located in the Santa Clara Valley. The soils which make up the majority of the valley floor consist of alluvial deposits from the surrounding mountain ranges. These types of soils have the potential to produce severe ground shaking which is the source of most earthquake damage.

The level of risk which the City considers acceptable for the hazards of earthquakes varies for different land uses and structural types. Figure 15 identifies the acceptable level of exposure to risk by land use. Earthquakes can generate a variety of hazards which include surface rupture, ground shaking and resultant ground failure, differential settlement, seismically-induced landslides, and seismically-induced inundation. Although it is not possible to negate all the risks associated with earthquakes, it is the intent of the General Plan to use the tools available, such as geotechnical studies (as referenced in the introduction to this section), appropriate land

use decisions and building codes to reduce the risks to acceptable levels.

Earthquakes Goal:

Minimize the risk from exposure to seismic activity.

Earthquakes Policies:

1. The City should require that all new buildings be designed and constructed to resist stresses produced by earthquakes.
2. The City should foster the rehabilitation or elimination of structures susceptible to collapse or failure in an earthquake.
3. The City should only approve new development in areas of identified seismic hazard if such hazard can be appropriately mitigated.
4. The location of public utilities and facilities, in areas where seismic activity could produce liquefaction should only be allowed if adequate mitigation measures can be incorporated into the project.
5. The City should continue to require geotechnical studies for development proposals; such studies should determine the actual extent of seismic hazards, optimum location for structures, the advisability of special structural requirements, and the feasibility and desirability of a proposed facility in a specified location.
6. Vital public utilities as well as communication and transportation facilities should be located and constructed in a way which maximizes their potential to remain functional during and after an earthquake.
7. Land uses in close proximity to water retention levees or dams should be restricted unless such facilities have been determined to incorporate adequate seismic stability.
8. Responsible local, regional, State, and Federal agencies should be strongly

IV. GOALS AND POLICIES

encouraged to monitor and improve the seismic resistance of dams in the San José area.

Flooding

San José and the Santa Clara Valley have a history of flooding which has resulted in loss of life and property. In San José, the most serious flooding in recent history has occurred in the Alviso and North San José areas.

Flood Insurance Rate Maps (FIRM) have been prepared in conjunction with the Federal Flood Insurance Program showing areas projected to be flooded to a depth of one foot or more in the event of a "1%" or "100-year" flood occurrence. The Natural Hazards Map depicts areas subject to inundation due to dam failure.

Although the Santa Clara Valley Water District has the primary responsibility for flood control and modifications to stream channels, San José has jurisdiction over, and responsibility for, the development of areas adjacent to all rivers and streams in the City's Urban Service Area. Therefore, City policies and land use decisions directly affect the design of channel modifications required as a part of a development. In particular, the City's regulation of development is the vehicle for requiring the dedication of waterways to the Water District, preservation of flood plains and in some cases, the construction of flood control improvements.

Figure 15. Acceptable Exposure to Seismic Risk Related to Various Land Uses

Land uses and structural types are arranged below according to the level of exposure to acceptable risk appropriate to each group; i.e., the lowest level of exposure to acceptable risk should be allowed for Group 1 and the highest level of exposure to acceptable risk for Group 7.		
Level of Acceptable Exposure to Risk	Land Use Groups	
Extremely Low	Group 1:	<ul style="list-style-type: none"> Vulnerable structures, the failure of which might be catastrophic, such as nuclear reactors, large dams, and plants manufacturing or storing explosives or toxic materials.
	Group 2:	<ul style="list-style-type: none"> Vital public utility facilities, such as electric transmission interties (500 KV), network ties (230 KV), and substations, regional water supply distribution facilities, such as aqueducts and valley pipelines, treatment plants and pumping stations; and gas transmission mains.
Low	Group 3:	<ul style="list-style-type: none"> Major communication and transportation facilities, such as airports, telephone lines and terminals, bridges, tunnels, freeways and overpasses, and evacuation routes. Water retention structures such as small dams and levees, and sanitary landfills. Emergency facilities, such as hospitals, fire and police stations, ambulance services and post-earthquake aid stations.
	Group 4:	<ul style="list-style-type: none"> Involuntary occupancy facilities, such as convalescent and nursing homes, schools and prisons.
		<ul style="list-style-type: none"> High occupancy buildings, such as theaters, arenas, large office buildings and hotels, and large apartment buildings or complexes.
	Moderately Low	Group 5:
Ordinary Risk Level	Group 6:	<ul style="list-style-type: none"> Minor transportation facilities, such as arterials and parkways. Low to moderate occupancy buildings, such as single-family residences, small apartment buildings, motels, and small commercial/office/professional light industrial buildings.
	Group 7:	<ul style="list-style-type: none"> Very low occupancy buildings such as warehouses, storage areas, and farm structures. Open space and recreation areas, farm lands, and wildlife areas.

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Flooding Goal:

Protect the community from the risk of flood damage.

Flooding Policies:

1. New development should be designed to provide protection from potential impacts of flooding during the "1%" or "100-year" flood.
2. Development in watershed areas should only be allowed when adequate mitigation measures are incorporated into the project design to prevent unnecessary or excessive siltation of flood control ponds and reservoirs.
3. Designated floodway areas should be preserved for non-urban uses.
4. The City and the Santa Clara Valley Water District should cooperate to develop flood control facilities to protect the Alviso and North San José areas from the occurrence of the "1%" or "100-year" flood.
5. Appropriate emergency plans for the safe evacuation of occupants of areas subject to possible inundation from dam failure and natural flooding should be prepared and periodically updated.
6. The City should support State and Federal legislation which provides funding for the construction of flood control improvements in urbanized areas.
7. The City should require new urban development to provide adequate flood control retention facilities.
8. The City should cooperate with the Santa Clara Valley Water District to develop additional flood control retention facilities in areas where existing retention facilities are nearing capacity.

Fire Hazards

San José residents are exposed to both urban and wildland hazards. Fire is a unique hazard because it is both a natural hazard and one which can be significantly affected by the intentional, as well as accidental, actions of man.

In urban areas, the most serious concern is fires in high-rise buildings, multiple-family dwellings, and commercial and industrial structures containing highly combustible and toxic materials. City ordinances require the installation of fire sprinklers for most new construction other than low-rise residential developments. However, all residential structures are included in the City's requirements for smoke alarms. Adequate access to all structures on a site can be critical in urban areas. Inadequate parking provisions promote improperly parked vehicles which may obstruct or hinder emergency access.

In grass or woodland areas, adequately controlled fires can have some beneficial effects such as the control of excessive, dense brush and tree growth. If such dense growth does exist, any fire will be hotter and more likely to destroy plant roots which are necessary to bind the soil to prevent heavy erosion by wind and water.

Development in wildland areas complicates fire prevention and protection, particularly when the development is scattered and low density. In this case, controlled burns cannot be used to prevent excessive undergrowth and the potential for man-made fires is increased because of the proximity of people and buildings to wildland. Other means of control, such as growth retarding chemicals, mechanical cutting of top growth, and fire breaks could be employed; however, these tend to be less desirable due to development costs and the environmental effects of these measures.

Fire Hazards Goal:

To incorporate fire safety precautions as an integral consideration in planning development.

Fire Hazards Policies:

1. "Controlled burning" programs, agricultural uses such as grazing and special planting, and maintenance programs to reduce potential fire hazards in the hills and wilderness areas should be encouraged where appropriate.
2. All new development should be constructed, at a minimum, to the fire safety standards contained in the San José Building Code.
3. New development adjacent to heavily grassed and semi-arid hillsides should be designed and located to minimize fire hazards to life and property, including the use of such measures as fire preventive site design, landscaping and building materials, and the use of fire suppression techniques, such as sprinklering.
4. Alternative water resources for fire fighting purposes should be identified for use during a disaster.
5. Anticipated fire response times and fire flows should be taken into consideration as a part of the Development Review process.
6. New development should provide adequate access for emergency vehicles, particularly fire fighting equipment, as well as provide secure evacuation routes for the inhabitants of the area.
7. The City should regulate the storage of flammable and explosive materials and strongly encourage the proper transportation of such materials.

Noise

Noise as a form of environmental hazard has no natural component. All of the identified noise sources in the urban area are man-made. The existing background or "ambient" noise level in the community is the product of the cumulative effects of a variety of different noise sources.

There is scientific evidence documenting the detrimental effects of noise on human health and well being. The Environmental Protection Agency identifies 45 DNL (average day/night noise level in decibels) indoors and 55 DNL outdoors as the desirable maximum levels of noise.

The City commissioned a noise measurement survey for the preparation of the 1974 Noise Element of the General Plan. This survey was most recently updated in 1993 to reflect current noise conditions in the community. The results of the recent survey generally confirmed the findings of the original noise survey. The major sources of noise in San José are the various modes of transportation that serve the community, including automobile and truck traffic on freeways and major streets, rail lines and airports. Other sources of noise include stationary sources, such as commercial and industrial operations, as well as temporary sources, such as construction activities and loud stereo music.

Because of the existing noise levels in San José and the need for State and Federal legislation to require quieter engine design in all forms of transportation, a short-term outdoor guideline of 60 DNL is considered to be more realistic than 55 DNL. However, since adequate construction technology is currently available, an indoor noise guideline of 45 DNL is feasible and coincides with Title 24, the State Sound Transmission Control law which is implemented by the City.

IV. GOALS AND POLICIES

Residential and public/quasi-public land uses (such as schools, libraries and hospitals) are particularly sensitive to noise. Commercial, industrial and other non-residential uses located adjacent to such existing or planned noise sensitive uses should mitigate noise generation to meet the 55 DNL noise level at the property line. This will increase the compatibility between residential and non-residential land uses and will further the long-term outdoor noise goal of 55 DNL.

Figure 16 shows the compatibility of various land use categories with varying noise levels. The intent of the Plan is to ultimately achieve these levels; however, the Downtown Core Area the area around San José International Airport, and areas adjacent to major roadways have been identified as special noise impact areas. Because of the nature of these special areas, it may be impossible to attain the desired outdoor noise level of 55 DNL or even 60 DNL in the near term without eliminating the beneficial attributes of the exterior spaces. Examples of such situations are exterior balconies that face major roadways, rear yard areas and urban parks.

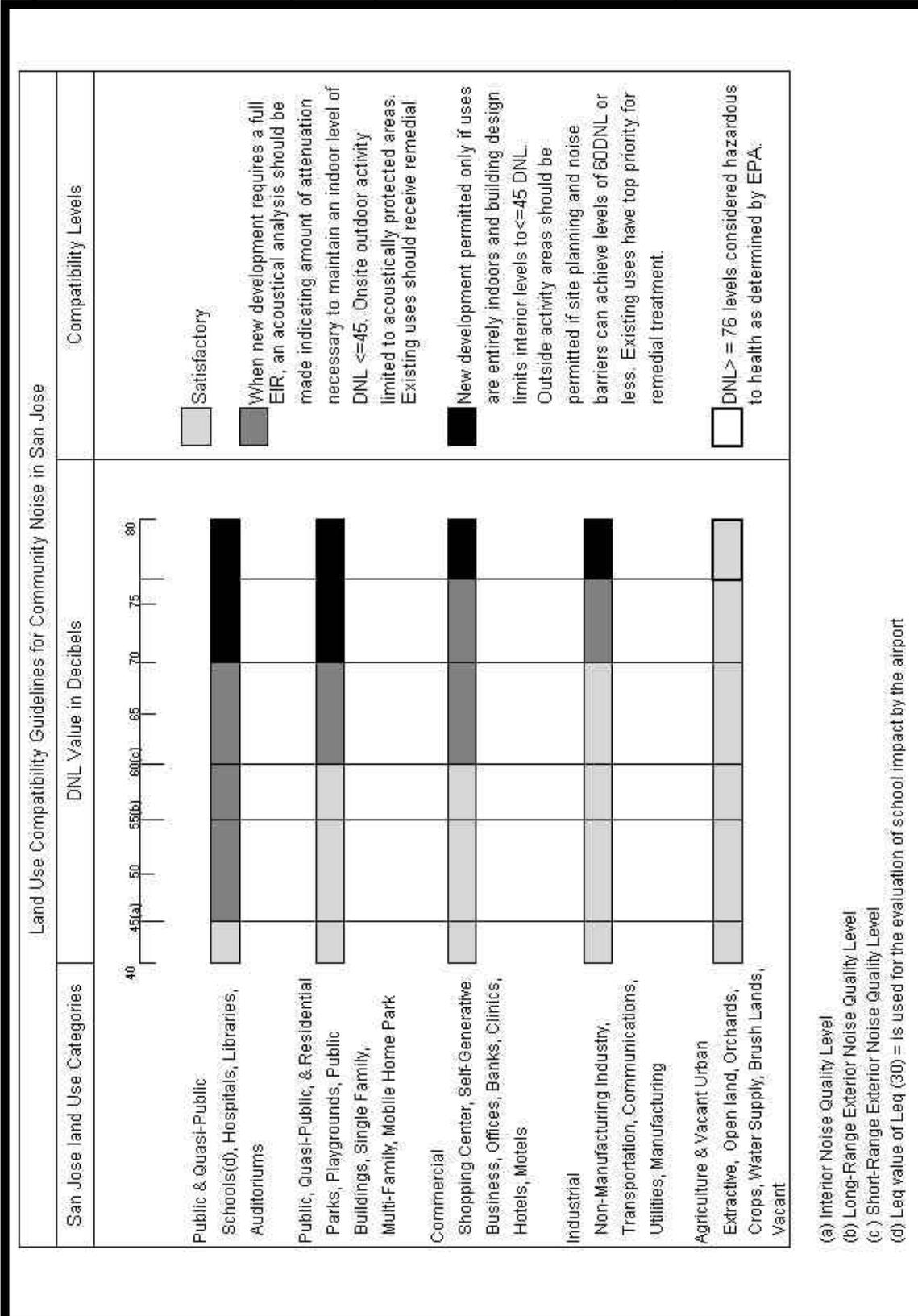
Noise Goal:

Minimize the impact of noise on people through noise reduction and suppression techniques, and through appropriate land use policies.

Noise Policies:

1. The City's acceptable noise level objectives are 55 DNL as the long-range exterior noise quality level, 60 DNL as the short-range exterior noise quality level, 45 DNL as the interior noise quality level, and 76 DNL as the maximum exterior noise level necessary to avoid significant adverse health effects. These objectives are established for the City, recognizing that the attainment of exterior noise quality levels in the environs of the San José International Airport the Downtown Core Area, and along major roadways may not be achieved in the time frame of this Plan. To achieve the noise objectives, the City should require appropriate site and building design, building construction and noise attenuation techniques in new residential development.
2. The City should include appropriate noise attenuation techniques in the design of all new arterial streets.
3. The City should encourage the State Department of Transportation and County Transportation Agency to provide sound attenuation devices which are visually pleasing on all new and existing freeways and expressways.
4. The City should monitor Federal legislative and administrative activity pertaining to aircraft noise for new possibilities for noise-reducing modifications to aircraft engines beyond existing Stage 3 requirements. In addition, the City should monitor the ongoing FAA study group discussions pertaining to land use around airports and oppose Federal policies pre-empting local land use authority. The City should monitor any efforts at the Federal level to revise or modify the Federal schedule for phase-out of Stage 2 aircraft. The City should continue to encourage the use of quieter aircraft at the San José International Airport.
5. The City should continue to require safe and compatible land uses within the International Airport noise zone (defined by the 65 CNEL contour as set forth in State law) and should also encourage operating procedures which minimize noise.
6. The City should continue to encourage the Federal Aviation Administration to enforce current cruise altitudes which minimize the impact of aircraft noise on land use.

Figure 16. Land Use Compatibility Guidelines for Community Noise



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7. The use of off-road vehicles such as trail bikes, mini-bikes and dune buggies should only be allowed in areas where the resulting noise is consistent with the City's exterior noise level guidelines and is compatible with adjacent land uses.
8. The City should discourage the use of outdoor appliances, air conditioners, and other consumer products which generate noise levels in excess of the City's exterior noise level guidelines.
9. Construction operations should use available noise suppression devices and techniques.
10. Commercial drive-through uses should only be allowed when consistency with the City's exterior noise level guidelines and compatibility with adjacent land uses can be demonstrated.
11. When located adjacent to existing or planned noise sensitive residential and public/quasi-public land uses, non-residential land uses should mitigate noise generation to meet the 55 DNL guideline at the property line.
12. Noise studies should be required for land use proposals where known or suspected peak event noise sources occur which may impact adjacent existing or planned land uses.

Hazardous Materials

Danger to public health and welfare is posed by a variety of hazardous materials. The term "hazardous materials" encompasses a large number of substances, including toxic metals, chemicals and gases, flammable and/or explosive liquids and solids, corrosive materials, infectious substances, and radioactive material.

The transport, distribution, and storage of these materials is of extreme concern to the

City of San José. The City's adopted Hazardous Materials Ordinance regulates the storage of most of these materials. The Plan recognizes the broad implications of the use of hazardous materials. The following goal and policies address the land use implications.

Hazardous Materials Goal:

Protect City residents from the risks inherent in the transport, distribution, use and storage of hazardous materials, recognizing that the use of these materials is integral to many aspects of society.

Hazardous Materials Policies:

1. The City should require proper storage and disposal of hazardous materials to prevent leakage, potential explosions, fires, or the escape of harmful gases, and to prevent individually innocuous materials from combining to form hazardous substances, especially at the time of disposal.
2. The City should support State and Federal legislation which strengthen safety requirements for the transportation of hazardous materials.
3. The City should incorporate soil and groundwater contamination analysis within the environmental review process for development proposals. When contamination is present on a site, the City should report this information to the appropriate agencies that regulate the cleanup of toxic contamination.
4. Development located within areas containing naturally occurring asbestos should be required to mitigate any potential impacts associated with grading or other subsurface excavation.

Hazardous Waste Management

The transport, distribution, storage and disposal of hazardous waste is of concern to the City of San José. The Plan recognizes the broad implications of managing the waste of hazardous materials. State legislation enacted in 1986 (AB 2948-Tanner) established a process for analyzing the hazardous waste stream and determining the need for facilities to manage the treatment, storage and disposal of hazardous waste. The Santa Clara County Hazardous Waste Management Plan (revised, July 1991) was drafted to meet these legislative requirements and is, by this reference, incorporated into the San José 2020 General Plan with the exception of Chapters 10 and 12. Appendix G of the Plan identifies the specific criteria for siting hazardous waste management facilities.

The following goals and policies pertain to the management of hazardous wastes and siting of hazardous waste management facilities.

Hazardous Waste Management Goals:

1. To protect public health, safety, and the environment, whenever feasible, by reducing or eliminating the generation of hazardous waste as expeditiously as possible through the adoption and implementation of a hierarchy of hazardous waste management priorities by hazardous waste generators. The hazardous waste management hierarchy emphasizes the importance of preventing pollution by giving primacy to reducing hazardous waste at the source of generation. The hierarchy requires source reduction and recycling particularly as alternatives to land disposal whenever feasible.
2. To site only those facilities which are necessary to safely, economically and

responsibly manage the hazardous waste needs of the County of Santa Clara.

Hazardous Waste Management Policies:

1. All proposals to site a hazardous waste management facility shall assure compatibility with neighboring land uses and be consistent with the siting criteria established in the County Hazardous Waste Management Plan (CHWMP) and this Plan. Where the two conflict, this Plan shall govern.
2. Areas designated for industrial uses may be appropriate for hazardous waste transfer/processing stations if, during the development review process, it is determined that such a use would be compatible with existing and planned land uses in the vicinity of the site and would meet the siting criteria established in the CHWMP and this Plan.
3. All proposals for new and expanded hazardous waste management facilities must provide adequate mitigation for identified environmental impacts.
4. A risk assessment shall be conducted as part of the environmental review process at the time a site-specific proposal for a hazardous waste facility is submitted to the City. This assessment should identify health, safety and environmental factors that may be unique to the site as well as to the types of waste to be managed. It should include an analysis of the potential for accidental and cumulative health and environmental impacts resulting from the proposed facility.
5. All proposals for hazardous waste facilities shall be consistent with the plans and policies of air and water quality regulatory agencies (i.e., Air Quality Management District, and the Regional Water Quality Control Board and this City).
6. Transportation of hazardous waste from the point of origin to the appropriate

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hazardous waste management facility shall be by the most direct legal route, utilizing state or interstate highways whenever feasible, and shall minimize distances along residential and other non-industrial frontages to the fullest extent feasible.

7. As part of the permitting process, transportation routes to and from hazardous waste facilities shall be designated by the City in order to minimize negative impacts on surrounding land uses.
8. Hazardous waste management facilities shall, where feasible, be located at sites which minimize the risks associated with the transportation of hazardous waste. Given their need for larger land areas and need to avoid incompatibility with surrounding urban land uses, residuals repositories (waste disposal facilities) may be located farther from waste generation sources than other types of hazardous waste facilities.
9. Proper storage and disposal of hazardous wastes shall be required to prevent leaks, explosions, fires, or the escape of harmful gases, and to prevent materials from combining to form hazardous substances and wastes. ■

COUNCIL TRANSPORTATION IMPACT POLICY 5-3
(2005)

RESOLUTION NO. 72765.1

A RESOLUTION OF THE COUNCIL OF THE CITY OF SAN JOSE APPROVING MODIFICATIONS TO THE CITY OF SAN JOSE LEVEL OF SERVICE TRANSPORTATION POLICY AND ESTABLISHING A NEW TRANSPORTATION IMPACT POLICY TO REPLACE PREVIOUSLY ADOPTED CITY COUNCIL POLICIES 5-3 (TRANSPORTATION LEVEL OF SERVICE) AND 5-4 (ALTERNATIVE TRAFFIC MITIGATION), WHICH NEW TRANSPORTATION IMPACT POLICY WOULD ALLOW THE EXEMPTION OF CERTAIN VEHICULAR TRAFFIC INTERSECTIONS FROM CERTAIN VEHICULAR TRAFFIC MITIGATION IMPROVEMENTS IF SUCH INTERSECTIONS ARE LOCATED IN CERTAIN AREAS ENUMERATED IN THE POLICY

WHEREAS, on September 5, 1978, the City Council of the City of San José adopted City Council Policy 5-3, the "Transportation Level of Service" Council Policy, which policy was amended on July 22, 1980 and August 26, 1980, to prescribe the mitigation measures that would satisfy the transportation level of service policies of the General Plan of the City of San José; and

WHEREAS, on June 23, 1987, the City Council of the City of San José adopted City Council Policy 5-4, the "Alternate Traffic Mitigation Measures" Council Policy, to establish a policy for alternate mitigation measures allowed under the City's General Plan (City Council Policies 5-3 and 5-4 are sometimes collectively referred to herein as the City's "Transportation Impact Policy"); and

WHEREAS, in December of 2002, the City Council of the City of San José adopted amendments to the City's General Plan to allow flexibility in the City's General Plan vehicular traffic and transportation policies in order to support multi-modal transportation goals and smart growth land use principles; and

WHEREAS, on June 2, 2005, the Planning Commission of the City of San José held a public hearing to consider modifications to the City's Transportation Impact Policy and, together with the City's Director of Planning, Building and Code Enforcement, recommended approval of the proposed modifications to the City's Transportation Impact Policy; and

WHEREAS, the potential environmental impacts related to the proposed modifications to the City's Transportation Impact Policy were analyzed in that certain Environmental Impact Report prepared for this project and certified by the City's Planning Commission on June 2, 2005 as complete and prepared in compliance with the California Environmental Quality Act of 1970 ("CEQA"), together with State Guidelines and the provisions of Title 21 of the San José Municipal Code implementing the provisions of CEQA; and

WHEREAS, on June 21, 2005 and June 28, 2005, the City Council of the City of San José held a duly noticed public hearing on the proposed modifications to the City's Transportation Impact Policy and indicated their desire to further amend and replace the City's existing Transportation Impact Policy in order to guide analyses and determinations regarding the overall conformance of development proposals with the City's General Plan.

NOW, THEREFORE, BE IT RESOLVED BY THE COUNCIL OF THE CITY OF SAN JOSE THAT:

City Council Policies 5-3 (Transportation Level of Service) and 5-4 (Alternate Traffic Mitigation Measures) are collectively hereby amended in their entirety to read as set forth in EXHIBIT "A," entitled "City Council Policy 5-3 Transportation Impact Policy," attached hereto and incorporated herein as though fully set forth herein.

ADOPTED this 21st day of June, 2005, by the following vote:

AYES: CAMPOS, CHAVEZ, CHIRCO, CORTESE, LeZOTTE,
PYLE, REED, WILLIAMS, YEAGER; GONZALES

NOES NONE

ABSENT: NONE

DISQUALIFIED: NONE

VACANT: DISTRICT 7



RON GONZALES
Mayor

ATTEST:



LEE PRICE, CMC
City Clerk

TITLE	PAGE	POLICY NUMBER
TRANSPORTATION IMPACT POLICY	1 OF 6	5-3
	EFFECTIVE DATE	REVISED DATE

BACKGROUND

The San José City Council adopted the following City Policy on June 21, 2005. This policy repeals and replaces previously adopted Council Policies 5-3, "Transportation Level of Service" and 5-4, "Alternate Traffic Mitigation Measures".

PURPOSE

The purpose of this Policy is to guide analyses and determinations regarding the overall conformance of a proposed development with the City's various General Plan multi-modal transportation policies, which together seek to provide a safe, efficient, and environmentally sensitive transportation system for the movement of people and goods.

POLICY

I. TRANSPORTATION POLICIES AND PROGRAMS

A. General Plan and Adopted Council Policies

Specific multi-modal transportation policies that are included in the City's adopted General Plan, or have otherwise been formally adopted by the City Council include the following:

Pedestrians General Plan policies encourage pedestrian travel between high density residential and commercial areas throughout the City. Pedestrian access is particularly encouraged for access to facilities such as schools, parks and transit stations, and in neighborhood business districts. [*General Plan Transportation Policy 16*]

Bicycles General Plan policies encourage a safe, direct and well-maintained bicycle network that links residences with employment centers, schools, parks, and transit facilities. Bicycle lanes are considered appropriate on arterials and major collectors. Bicycle safety is to be considered in any improvements to the roadway system undertaken for traffic operations purposes. [*General Plan Transportation Policies 41, 42, and 46*]

Neighborhood Streets General Plan policies discourage inter-neighborhood movement of people and goods on neighborhood streets. Streets are to be designed for vehicular, bicycle

and pedestrian safety. Neighborhood streets should discourage both through vehicular traffic and unsafe speeds. [*General Plan Transportation Policies 1, 8 and 9*]

Private Developments When a Transportation Impact Analysis finds that a proposed development project would create an adverse traffic condition within an existing neighborhood, the City's Department of Transportation, other City staff, and the developer's consultants will work to ensure that the development will include appropriate measures, including traffic calming measures where appropriate, to minimize the adverse impacts to the neighborhood.

New development should create a pedestrian friendly environment that is safe, convenient, pleasant, and accessible to people with disabilities. Connections should be made between the new development and adjoining neighborhoods, transit access points, community facilities, and nearby commercial areas. [*Council Policy 5-6: Traffic Calming* adopted 4/25/00 and revised 6/26/01]

Transit Facilities General Plan policies state that all segments of the City's population are to be provided access to transit. Public transit systems should be designed to be attractive, convenient, dependable and safe. [*General Plan Transportation Policy 11*]

Vehicular Traffic The General Plan provides that the minimum overall performance of signalized intersections within the City should achieve a minimum level of service. A development that would cause the performance of an intersection to fall below the minimum level of service needs to provide vehicular related improvements aimed at maintaining the minimum level of service. If necessary to reinforce neighborhood preservation objectives and meet other General Plan policies, the Council may adopt a policy to establish alternative mitigation measures. [*General Plan Transportation Policy 5*]

Regional Freeways General Plan policies encourage the City's continued participation in interjurisdictional efforts, such as the Santa Clara County Congestion Management Agency, to develop and implement appropriate techniques to improve the regional transportation system. [*General Plan Transportation Policy 20*]

B. Implementation Programs

In support of these policies, the City relies upon a number of implementation policies, ordinances, programs, and development processes to maintain and improve the multi-modal transportation system. Specific techniques for protecting neighborhoods from significant traffic effects, and for ensuring that the burden of serving new development does not fall disproportionately upon existing neighborhoods and businesses, presently include the following:

- (a) requiring that all new developments improve their own public street frontage;
- (b) requiring that all new developments maintain an overall standard of Level of Service D or better at signalized intersections unless the intersections are covered by an Area Development Policy or are otherwise designated by the City Council as exempt from this policy;
- (c) collecting taxes from new development for the purpose of maintaining existing streets and roadways. Existing taxes include the *Building and Structure Construction Tax*

(SJMC §4.46), *Residential Construction Tax* (SJMC §4.64), and the *Construction Tax* (SJMC §4.54)

- (d) implementing a Council “Traffic Calming Policy” (Council Policy 5-6) that provides City resources to prevent, offset, or minimize adverse effects of vehicular cut-through traffic on residential neighborhoods.

II. TRAFFIC LEVEL OF SERVICE

The following language addresses the specific methods for implementing item (b), the City’s adopted General Plan Level of Service Policy for Traffic, including its applicability and scope and an explanation of relevant concepts. This policy serves as a growth management tool. It establishes a threshold for environmental impact, and requires new developments to mitigate significant impacts. This policy serves the City by helping to protect neighborhoods, manage congestion, and build transportation infrastructure.

A. Application Of Policy

1. Geographic Areas

This Policy applies to all geographic areas of the City with the following exceptions:

- a. The Downtown Core Area, as defined by the City’s General Plan. The Downtown Core Area is exempt from the City’s Transportation Level of Service Policy.
- b. Any area subject to an Area Development Policy adopted pursuant to the City’s General Plan. Each Area Development Policy includes its own guidelines for implementation of the Level of Service Policy.¹
- c. Specific intersections within Special Strategy Areas that are not required to meet a minimum LOS D. As described in Section III of this Policy, Special Strategy Areas are identified in the City’s adopted General Plan and include Transit Oriented Development Corridors, Transit Station Areas, Planned Communities, and Neighborhood Business Districts.

2. Types of Developments

This Policy applies to all developments within the applicable geographic areas, except the following types of infill projects shall be exempted from Section II(B) of this Policy, because the Council finds that these projects, individually and cumulatively, will not cause a significant degradation of transportation level of service and subject projects will further other City goals and policies:

- a. All retail commercial buildings containing (5,000) square feet of gross area or less.

¹The General Plan states that an “area development policy” may be adopted by the City Council to establish unique traffic level of service standards for a specific geographic area.

- b. All office buildings containing (10,000) square feet of gross area or less.
- c. All industrial buildings of (30,000) square feet or less.
- d. All single-family detached residential projects of (15) dwelling units or less.
- e. All single-family attached or multi-family residential projects of (25) units or less.

In no case shall any of these above types of infill projects be exempted if they are increments of a larger project or parcel.

B. Policy Implementation

1 Level Of Service

As used in this Policy, Level of Service is a measure of traffic congestion at those signalized intersections that are within the areas subject to this policy. The standards used by the City of San José to measure the Level of Service are described in the following table.

The City's goal is to achieve an overall Level of Service of 'D' at signalized intersections. City staff shall determine the appropriate methodology for determining the Level of Service, and shall apply that methodology in a consistent manner.

Level of Service	Description
A	No congestion. All vehicles clear in a single signal cycle.
B	Very light congestion. All vehicles clear in a single signal cycle.
C	Light congestion, occasional back-ups on some approaches or turn pockets.
D	Significant congestion on some approaches, but intersection is functional. Vehicles required to wait through more than one cycle during short peaks.
E	Severe congestion with some long back-ups. Blockage of intersection may occur. Vehicles are required to wait through more than one cycle.
F	Total breakdown. Stop and go conditions.

2. Transportation Impact Analysis

When the City determines through the application of its technical methodology that a proposed development may result in a substantial increase in traffic congestion, the applicant must prepare a Transportation Impact Analysis (TIA) to evaluate those project impacts. The TIA must comply with relevant professional standards and the methodology promulgated by City staff. In addition to describing the existing vehicular transportation facilities in the project area, the TIA must also identify the existence, status and condition of pedestrian, bicycle and transit systems and facilities that would serve, or will be impacted by, the proposed development.

The developer must complete the proposed TIA prior to or in conjunction with the analysis of environmental impacts prepared to satisfy the requirements of the California Environmental Quality Act (CEQA).

a. Significant LOS Impacts

A significant LOS impact occurs when the TIA demonstrates that the proposed development would either: (1) cause the level of service at an intersection to fall below LOS D, or (2) contribute the equivalent of 1% or more to existing traffic congestion at an intersection already operating at LOS E or F.

It has long been San José's policy that adding 1% or more to an already congested intersection is a substantial increase in congestion and constitutes a significant impact, and that is still the intention of this Policy.

When a significant impact occurs, then the TIA must also identify improvements that would reduce traffic congestion so that the intersection operates at the level that would exist without the proposed project. These traffic improvements will be referred to as LOS Traffic Improvements.

b. Mitigation for LOS Impacts

The proposed development is required to include construction of all LOS Traffic Improvements identified in the TIA as necessary to mitigate the significant LOS impacts, unless the TIA demonstrates that these improvements would have an unacceptable impact on other transportation facilities (such as pedestrian, bicycle, and transit systems and facilities), as such impacts are described in the next section of this policy. Implementing mitigation measures that cause unacceptable impacts in order to reduce the impacts of traffic congestion from a new development, is not consistent with the City's General Plan policies. In order to achieve conformance with the City's General Plan Traffic Level of Service and other transportation policies, alternative mitigation measure(s) that do not have unacceptable impacts, and that would reduce traffic congestion so that the intersection operates at the level that would exist without the proposed project, must be identified and implemented.

3. Unacceptable Impacts of Mitigation

For purposes of this Council Policy, an LOS Traffic Improvement has an unacceptable impact if the TIA demonstrates that the improvement would result in a physical reduction in the capacity and/or a substantial deterioration in the quality (aesthetic or otherwise) of any other planned or existing transportation facilities (such as pedestrian, bicycle and transit systems and facilities).

The following are examples of the kinds of impacts that would be considered unacceptable.

- reducing the width of a sidewalk below minimum city standard
- eliminating a bicycle lane or reducing its width below city standard
- eliminating a bus stop or eliminating a parking lane that accommodates a bus stop
- eliminating a parking strip (between sidewalk and street) that contains mature trees
- encouraging substantial neighborhood cut-through traffic
- creating unsafe pedestrian and/or automobile operating conditions.

III. SPECIAL STRATEGY AREAS

A. Background

To continue to expand local intersections in order to increase their vehicular capacity may, under certain circumstances, result in a deterioration of the local environmental conditions near those intersections, and an erosion of the City's ability to both encourage infill in designated Special Strategy Areas, and to support a variety of multi-modal transportation systems.

The City of San José has identified certain local intersections for which no further physical improvement is planned. These specific intersections, because of the presence of substantial transit improvements, adjacent private development, or a combination of both circumstances, cannot be modified to accommodate additional traffic and operate at LOS D or better, in conformance with all relevant General Plan policies. These intersections are all well within the Urban Service Area and the Greenline/Urban Growth Boundary of the City. Future infill development that is otherwise consistent with other General Plan policies encouraging Smart Growth may, therefore, generate additional traffic through these intersections, resulting in a level of congestion that would not otherwise be consistent with the rest of this Policy.

B. Application

Any intersection that is added to the List of Protected Intersections must be within designated Special Planning Areas as shown in Exhibit I attached to this Policy, and consistent with the General Plan. The process of adding to the List of Protected Intersections is described in greater detail in the Implementation Procedures in Appendix A of this Policy.

C. Protected Intersections

This Policy therefore acknowledges that exceptions to the City's policy of maintaining LOS D at local intersections will be made for certain Protected Intersections that have been built to their planned maximum capacity. A list of these intersections will be approved by the City Council, subsequent to completion of the appropriate CEQA review. The list may be modified by the Council in the future. Any decision to modify the list will only be made after appropriate public review and consideration of any adverse impacts that might result from such a decision.

If a proposed development project would cause a significant LOS impact [as defined in Section II(B)(2) above] at one or more of these Protected Intersections, the proposed development will include construction of specific improvements to other segments of the citywide transportation system, in order to improve system capacity and/or enhance non-auto travel modes.

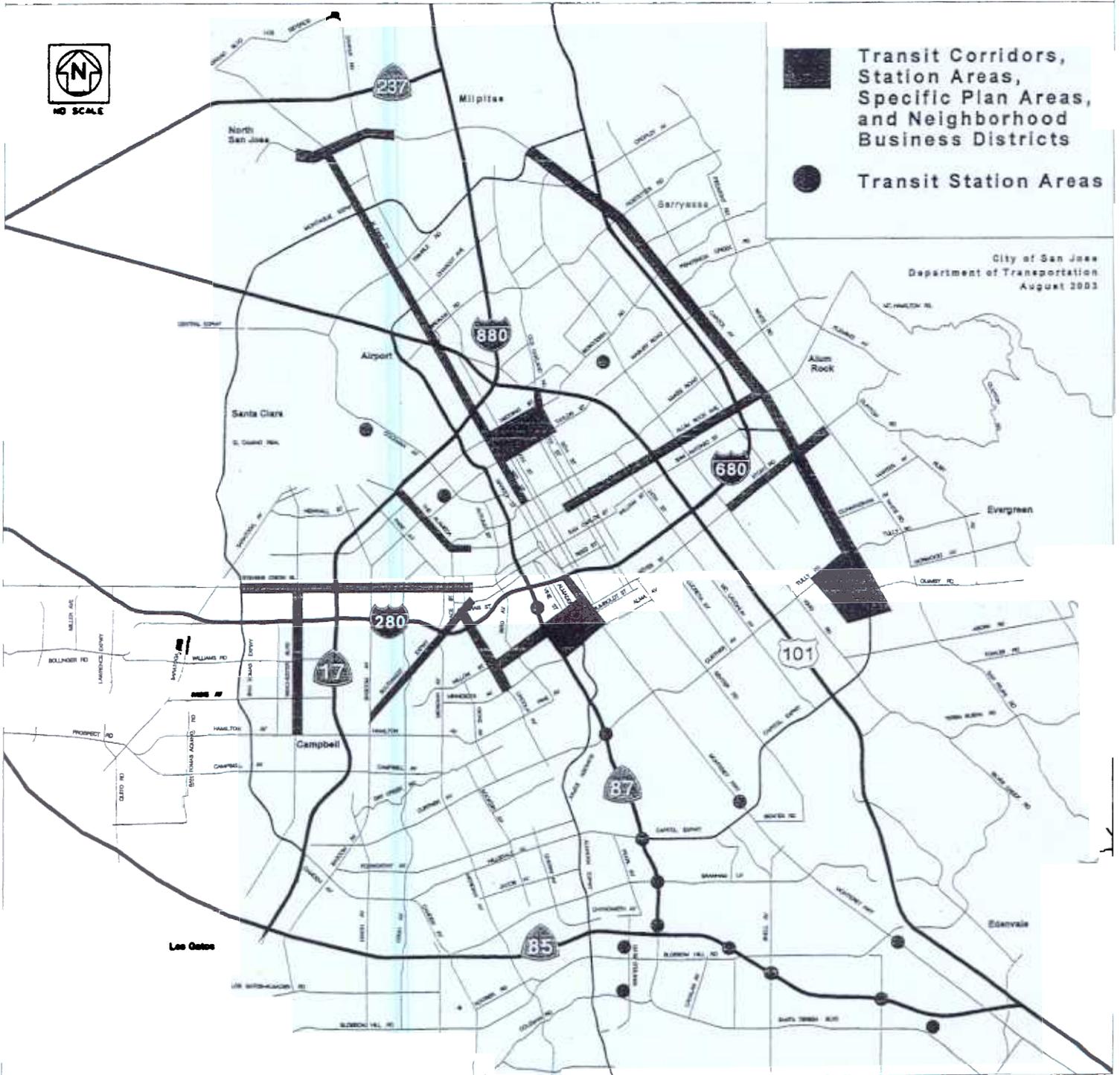
The physical improvements that would be included in the proposed development will be capacity enhancing improvements to the citywide transportation systems. First priority for such improvements will be those improvements identified that would be proximate to the neighborhoods impacted by the development project traffic. The process for identifying and approving these improvements is described in Appendix A of this Policy.

By funding these improvements to the City's overall multi-modal transportation system, the development project will contribute substantially to achieving General Plan goals for improving and expanding the City's multi-modal transportation system. The development project would, therefore, be consistent with the City's General Plan multi-modal Transportation Policies, including the Traffic Level of Service Policy.

D. Applicability to Subsequent Projects

A determination of General Plan conformance for a particular development project would not be applicable to subsequent, different development projects that have LOS impacts on the same Protected Intersection. Any individual project that would result in LOS impacts must be evaluated in the context of its own impacts and its own efforts to conform to this Policy.

Special Planning Areas



APPENDIX A
TO COUNCIL POLICY 5-3

POLICY IMPLEMENTATION PROCEDURES¹

The applicant² for any proposed development project that might generate a substantial amount of traffic is required to submit a Traffic Impact Analysis (TIA) that identifies (a) project traffic impacts on nearby intersections, and (b) mitigation for any impact identified as significant. The TIA must be prepared by a qualified traffic engineer to the satisfaction of the Director of Public Works and needs to identify not only impacts from project traffic but also possible impacts from any proposed mitigation measures. This must include impacts on roadways and roadway capacity, and on any facilities or systems for alternative forms of transportation (such as transit stops, sidewalks, bicycle lanes, etc.), whether within the public right-of-way or not.

If the TIA concludes that the project would not result in significant traffic Level of Service (LOS) impacts to any intersections or freeway segments, or impacts to any alternative transportation modes, the project can be identified as conforming to the General Plan Traffic LOS Policy. If the project would result in a significant traffic LOS impact, and its proposed LOS mitigation would have unacceptable impacts on other transportation facilities, or if the project itself would result in an unacceptable impact on other transportation facilities, the project would need to be modified in order to avoid both the significant traffic LOS impact and the unacceptable impact(s) on other transportation facilities. The modification could be one or a combination of the following:

- (1) a reduction in the size of the project (less square footage or number of units proposed, etc.) to a degree that would avoid the need for traffic LOS mitigation, or
- (2) the identification of a different mitigation measure that would reduce the traffic LOS impact to an acceptable level and would not itself have unacceptable impacts, or
- (3) modification of the project design to avoid the significant traffic LOS impact and/or the unacceptable impact(s) on other transportation facilities.

Please see the following discussion for a description of what constitutes an unacceptable impact. The directions for preparing a TIA, including the thresholds for triggering its preparation and the criteria used both to determine the significance of traffic impacts and to evaluate the effectiveness of mitigation measures, are described in the detailed methodology prepared and maintained by the City's Department of Transportation, consistent with prevailing professional standards in the field.

Unacceptable Mitigation Measures – Citywide

Unacceptable mitigation measures include any LOS Traffic Improvement that would result in substantial degradation of or a reduction in capacity for alternative transportation modes. If any of the LOS Traffic Improvements that are necessary to avoid significant traffic impacts could, themselves, have unacceptable impacts on other existing or planned transportation facilities, those improvements will not be allowed. An unacceptable impact on other existing or planned transportation facilities is defined as reducing any physical dimension of a transportation facility

¹ Except as otherwise noted in this Appendix, terms used herein shall have the meanings described within the Policy.

² For this Policy, the term "applicant" refers to someone that has requested an entitlement or discretionary approval from the City of San José.

below the City's stated minimum design standard, or causing a substantial deterioration in the quality of any other planned or existing transportation facilities, including pedestrian, bicycle, and transit systems and facilities, as determined by the Director of Transportation. Examples of unacceptable impacts would include:

- reducing the width of a sidewalk below minimum City standard;
- eliminating a bicycle lane or reducing its width below minimum City standard;
- eliminating a bus stop, or eliminating a parking lane that accommodates a bus stop;
- eliminating a park strip (between sidewalk and street) that contains mature trees that shade and protect the sidewalk;³
- encouraging substantial neighborhood cut-through traffic;
- creating unsafe pedestrian and/or automobile operating conditions.

If an LOS Traffic Improvement proposed to mitigate a project impact would itself have unacceptable impacts, the applicant must identify another mitigation measure. If any LOS Traffic Improvement/mitigation measure proposed requires acquisition of right-of-way and/or affects an existing private development near the intersection or elsewhere, sufficient information about the all of the impacts of right-of-way acquisition and redesign of the intersection must also be provided so that the City decision makers and the public will know what the full effects of the mitigation measure would be.

If a proposed project fails to provide acceptable mitigation for significant traffic impacts (at other than Protected Intersections), in other words, if the proposed project does not avoid significant impacts to both roadways and other modes of transportation in a manner that is acceptable under the Policy – it cannot be found under this Policy to conform to General Plan transportation policies, or to have less than significant impacts on the physical environment.

List of Protected Intersections

The City Council has approved a List of Protected Intersections that have been built to their planned maximum capacity, as stated in this Policy. It is the City's intention that no further expansion of those intersections will occur. In creating this list, an environmental impact report ("EIR") was prepared and that EIR was certified by the City Council, all as required under the provisions of the California Environmental Quality Act of 1970, as amended ("CEQA"), that acknowledged that traffic congestion at those Protected Intersections will eventually exceed the City LOS standard of D.

Additions to List of Protected Intersections

The City Council may decide in the future, based on recommendations from City staff or others, that one or more additional intersections should be added to the List of Protected Intersections. To be eligible for the list, intersections must be at infill locations and within designated Special Planning Areas as shown in Exhibit I attached to the Council Policy, and consistent with the General Plan. Special planning areas may include designations such as the following:

³ A park strip with mature trees provides a substantial physical separation between pedestrians and vehicular traffic, adds a degree of protection to the sidewalk, and creates a more comfortable environment for pedestrians, especially children.

Transit-Oriented Development Corridors;
Planned Residential/Community Areas;

- Neighborhood Business Districts;
- Downtown Gateways

Any addition to the List of Protected Intersections must be approved by the City Council. Any revision will undergo the appropriate CEQA review, including an analysis of future conditions that include traffic from planned and reasonably foreseeable development. The current list will be maintained and promulgated by the Director of Transportation. Intersections that are added to the list will be already built to their maximum capacity, where further expansion would cause significant adverse effects upon existing or approved transit or other multimodal facilities, nearby land uses, or local neighborhoods.

Intersections added to the List of Protected Intersections that are also designated on the Santa Clara County Congestion Management Plan must still meet CMP requirements.

Impacts to Protected Intersections

If a TIA is prepared and identifies a significant LOS impact to a Protected Intersection that is on the Council-approved List of Protected Intersections, the project would not be required in that particular instance to provide further vehicular capacity-enhancing improvements to that intersection in order for the City to find project conformance with the General Plan. Instead, as described below, General Plan conformance could still be found if the applicant chooses to provide improvements to other parts of the citywide transportation system in order to improve transportation-system-wide roadway capacity or to enhance non-auto travel modes in furtherance of the General Plan goals and policies described in this Council Policy. The improvements would be within the project site vicinity or within the area affected by the project's vehicular traffic impacts. With the provision of such other transportation infrastructure improvements, the project would not be required to provide any mitigation for vehicular traffic impacts to the listed intersection in order to conform to the General Plan. The threshold of significance for protected intersections is one-half that of non-protected intersections

Transportation System Improvements

Improvements made to the Citywide transportation system under the provisions of this Policy may be to either the roadway system or to other elements of the City's overall transportation infrastructure. The specific improvements proposed should generally be identified prior to project approval. Priority will be given to improvements identified in previously adopted plans such as area-wide specific or master plans, Redevelopment Plans, or plans prepared through the Strong Neighborhoods Initiative. Neighborhood outreach will occur prior to and concurrent with the project review and approval process.

In determining the extent, number, and location of the Transportation System Improvements, should an applicant choose this option of addressing unacceptable transportation system impacts created by a proposed project, the process described in this Appendix will be followed in order to assure consistency in the application of this Policy. The total value of improvements proposed to be constructed by a particular project having significant LOS impacts on a Protected Intersection will be determined initially by multiplying \$2,000 by the total number of peak hour project trips generated

by the project, after all vehicular traffic credits have been assigned.⁴ The peak hour used as the basis for calculating this value will be the one (AM or PM) having the highest number of net trips after assignment of credits. The \$2,000 base amount will automatically increase 3.5 percent per year, to ensure that the amount remains at a consistent level over time.⁵ The total amount of this calculated value will create the budget for construction of the Transportation System Improvements for a project. The improvements must be implemented within the area proximate to the Special Planning Area affected, as shown on the Improvement Zone Map maintained by the City's Department of Transportation in order to maximize the benefit of the traffic improvements on the same area impacted by the project traffic.

There are caps on the maximum value of Transportation System Improvements that would be required for impacts from a single project on a single Protected Intersection, and for impacts from a single project on two or more Protected Intersections. The maximum values are as shown:

Project Size	1 Impact	2+ Impacts
Less than 400 Trips	\$2,000 per trip	\$3,000 per trip
Over 400 trips	TBD during CEQA process	TBD during CEQA process

The value, location and specific type of improvements, may be some of the information that could be available to the public during the community outreach process that takes place prior to project approval. However, specific improvements can be determined/finalized during subsequent planning permit stages.

For purposes of clarification, building improvements to the Citywide transportation system is not "mitigation" for significant traffic LOS impacts, as mitigation is defined by CEQA. Such improvements would not reduce or avoid the significance of the impacts to the listed intersections. Rather, the improvements accomplished in this way would be a means of providing substantial additional benefit to the community by improving the overall multi-modal transportation system in the area, which the decision makers would consider in deciding whether or not to approve the proposed project. The fact that such improvements would be built if an applicant chose to proceed with a project having an unacceptable impact at a Protected Intersection under the provisions of this Policy were identified in the EIR that addressed the impacts of designating Protected Intersections, [and the benefits of these anticipated improvements were addressed in the Statement of Overriding Considerations adopted by the City Council in approving the revised Level of Service Policy.] In approving this Policy, the City has determined that building such improvements will contribute substantially to achieving General Plan goals for improving and expanding the City's multi-modal transportation system. A development project that conforms to this Policy could, therefore, be found to be consistent with the City's General Plan multi-modal Transportation Policies, including the Traffic LOS Policy.

⁴ Credits, or reductions in the net number of trips generated by a proposed development project, can be based on factors such as existing development on the project site that will be removed if the proposed project is implemented and/or reductions in trip generation rates assumed consistent with policies of the Congestion Management Agency or assumptions based on studies conducted by the City or the Institute of Transportation Engineers (ITE).

⁵ The 3.5 percent cost escalation adjustment is based on a 20-year average construction cost factor. The adjustment will take effect annually on July 1st, beginning in 2006.

CEQA Process for Subsequent Projects

A traffic LOS impact to a Protected Intersection will still be considered a significant impact for the purposes of CEQA. A development project that conforms to this Policy which results in significant traffic impacts at one or more of the Protected Intersections will not normally be required to prepare a separate EIR just to address its impacts at one of the listed Protected Intersections. It is anticipated that the project-specific environmental review may be able to use the EIR certified for the purpose of placing the impacted intersection on the Council-adopted list of Protected Intersections as a base and "tier" off it, as allowed by CEQA and the City's Environmental Review Ordinance.⁶ The EIR certified for the Protected Intersection(s) will, however, be used only for the purpose of addressing the impacts of traffic at one or more Protected Intersections. The project-specific environmental document, whether an Initial Study or Subsequent/Supplemental EIR, will include analysis of all other impacts, including other traffic impacts, as required by CEQA. If the project also has a significant impact at another (non-protected) intersection, that impact and its mitigation(s) will be addressed as they have been in the past under existing policies. If the impact is fully mitigated in a fashion that is consistent with the General Plan and the adopted Council Transportation Impact Policy, it will not trigger preparation of an EIR.

If an applicant for a project found to have a significant impact on one of the listed Protected Intersections chooses not to construct other transportation system improvements, the other alternative method available for finding that project consistent with the General Plan would be to downsize the proposed project, so that it would not result in a significant impact at the listed intersection. If the applicant chooses not to implement transportation system improvements as allowed for under this Policy, or to downsize the project in order to eliminate the significant LOS impact at the Protected Intersection, then the project could not be found to be consistent with the City's General Plan and could not be approved. The project would also have a significant unavoidable CEQA impact.

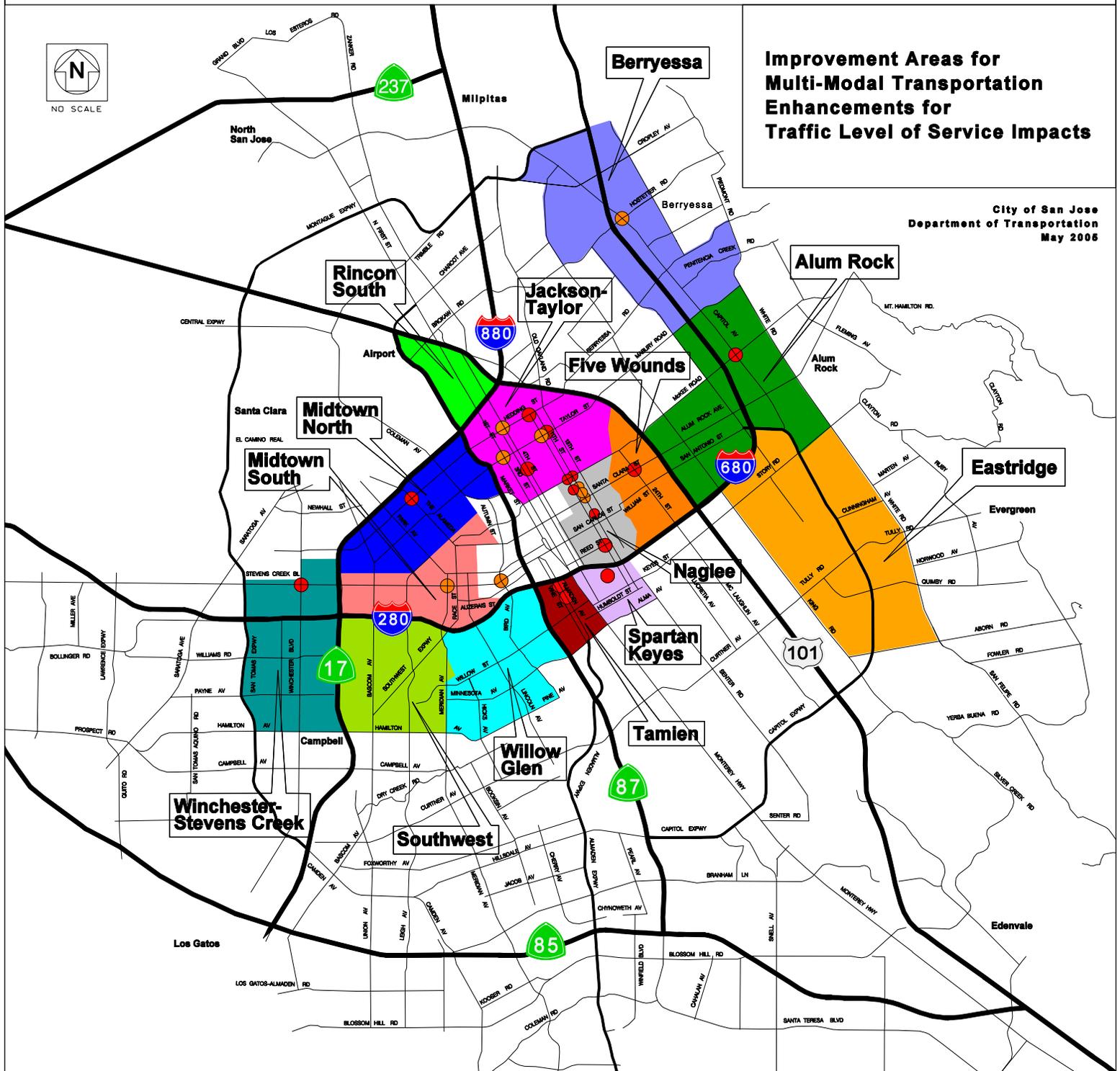
⁶ The Environmental Review Ordinance is contained at Title 21 of the San José Municipal Code.

Community Improvement Zones



**Improvement Areas for
Multi-Modal Transportation
Enhancements for
Traffic Level of Service Impacts**

City of San Jose
Department of Transportation
May 2005



EDENVALE AREA DEVELOPMENT POLICY (2006)

EDENVALE AREA DEVELOPMENT POLICY

The following Area Development Policy supercedes the policy adopted in June 2005.

Purpose

The City of San Jose has adopted an Area Development Policy for the Edenvale Redevelopment Area in conformance with the provisions of General Plan Level of Service Policy #5. The primary reasons for adoption of this Area Development Policy are to manage the traffic congestion associated with near term development in the Edenvale Redevelopment Area, promote General Plan goals for economic development and particularly high technology driving industries, encourage a citywide reverse commute to jobs at southerly locations in San Jose, and provide for transit-oriented, mixed-use residential and commercial development to increase internalization of automobile trips and promote transit ridership.

In addition to build-out of the industrial square footage in the New Edenvale Redevelopment area, this policy specifically provides for the development of the underutilized 18-acre IBM site on the northeast corner of Poughkeepsie and Cottle Roads with approximately 222,000 square feet of commercial uses, development of up to 450,000 square feet of commercial uses and up to 1.0 million square feet of industrial square footage on the iStar site, and for the build-out of the Hitachi campus mixed-use project of approximately 332 acres with up to 2930 attached dwelling units, and 460,000 square feet of commercial while maintaining up to 3.6 million square feet of industrial R&D/office space (Area 5).

This Area Development Policy allows ongoing industrial development in the Redevelopment Area, and provides for new mixed-use, commercial and residential development with associated park and recreational uses. Key provisions of the policy are to:

- Ensure the construction of major gateway infrastructure facilities through a cooperation agreement between the City and the Redevelopment Agency
- Allocate the development potential created by the proposed infrastructure improvements and link these allocations to milestone activities
- Define the maximum industrial building floor area ratio (FAR) allowable in parts of New Edenvale to achieve the development potential
- Allow the Level of Service of signalized intersections in the area to temporarily exceed the Citywide LOS standards
- Describe the major transportation infrastructure required and the steps needed to develop both the infrastructure and the remaining vacant and underutilized properties

This policy allows interim congestion at intersections in the area to temporarily exceed the LOS standards of the citywide LOS Policy. However, the conditions of the transportation system will be returned to a level that is better than or equivalent to background conditions once all mitigation is constructed.

Applicability and Implementation of this Policy

This Area Development Policy addresses development anticipated in Edenvale on both sides of U.S. Highway 101 in the next 5-10 year period. On the east side of U.S.101 is that portion of the Edenvale Redevelopment Area known as New Edenvale. For the purposes of this discussion, New Edenvale is divided into three subareas, which are illustrated on Attachment A. The total amount of additional development allowed to occur in this area is 5.494 million square feet of additional industrial floor space from the date of the Policy's original approval. In order to allocate this square footage potential across the entire area, the policy includes a base maximum floor area ratio (FAR) of 0.35 for development in Area 1, and 0.40 for Areas 3 and 4.

The 5 million square feet originally envisioned includes provision for a small "pool" of transferable square footage that would be reserved to provide some flexibility for existing users or secured tenants who have been ongoing contributors to the area's transportation improvements. A secured tenant is defined as a business entity or individual that has signed a lease for building space. The maximum base building area allocation for each parcel in New Edenvale is shown on Attachment B. These are the maximum amounts of development that may occur on each parcel exclusive of any additional allocation from the pool. Allocation of additional square footage from this pool is solely at the discretion of the Director of Planning. The actual building area allocations (project FARs) are established at the time of approval of a development permit.

Transferred development potential

With the 2006 approval of the iStar development proposal, 494,000 square feet of potential industrial development previously entitled on the site in Old Edenvale on the west side of U.S. 101 was allowed to be "transferred" to the east side of U.S. 101 to be available to increase the FAR possible for future development on individual sites in Areas 1 and 3. The transportation analysis prepared to address this square footage transfer indicated that an additional improvement to add a lane would be needed on the southbound off-ramp at Route 85/Bernal Road. The Redevelopment Agency has committed to contribute to the design, with the cost of the improvement (estimated to be approximately \$1,000,000) to be borne proportionally by a square footage fee for allocation of up to 494,000 square feet of industrial development at the time of approval of a development permit.

To the southwest side of U.S. 101 is the remainder of the Edenvale Redevelopment Area commonly known as Old Edenvale, with the primarily R&D industrial/office area shown as Area 2. Within this broader Redevelopment Area, and to the north of State Route 85, mixed-use residential and commercial development is proposed to occur in addition to existing entitlements of industrial development on the Hitachi campus plus the residual portion of the IBM campus, approximately 350 acres delineated as Area 5. Development in Area 5 will be in accordance with conditions and phasing identified in approved zoning and development permits, up to a

maximum of 3.6 million square feet of R&D industrial/office, 682,000 square feet of commercial uses, and 2930 attached dwelling units.

Required Infrastructure

An infrastructure improvement plan has been formulated, based on specific levels of development on all of the properties in New Edenvale considered ready for development at this time, and accounting for additional commercial and residential development to occur in Old Edenvale. Three major regional transportation projects have been identified as necessary to provide adequate access into New Edenvale:

- Widening the Silicon Valley Boulevard Bridge over Coyote Creek
- Improving the interchange at U.S. 101 and Hellyer Avenue
- Improving the interchange at U.S. 101 and Blossom Hill Road/Silver Creek Valley Road

The Redevelopment Agency has funded the design and construction of the Silicon Valley Boulevard Bridge which is currently in operation. An extension of Hellyer Avenue and related improvements in Area 3 were financed by an improvement district formed by the property owners in Area 3 and those improvements are currently in operation. As of June 2005, the design work for the U.S. 101/Hellyer Avenue and U.S. 101/Blossom Hill Road/Silver Creek Valley Road interchanges has been funded by the Redevelopment Agency, with the drawings at the 65% design phase.

Local improvements to the street system on the east side of U.S. 101, as listed on Attachment C, will be required to accommodate traffic from build out of the 5 million square-feet. Those improvements have been allocated to Areas 1, 3 and 4 according to the amount of development they are required to serve and their importance to the overall traffic level of service in the area. The entire local improvement mitigation package is being constructed by private developers concurrent with the development of the Edenvale Area. The local improvements are shown in Attachment C.

Two major regional transportation projects are necessary to provide adequate access for mixed use and residential development on the southwest side of U.S.101 within Area 5.

- Constructing a loop ramp from northbound Cottle Road to northbound State Route 85
- Improving the interchange at Great Oaks Boulevard and State Route 85

These projects will be funded by the developers of the mixed use, residential and commercial development within Area 5. In addition, traffic mitigation improvements to the Blossom Hill/U.S.101/Silver Creek Valley Road interchange to provide required capacity for new residential and commercial trips from approved development in Area 5 will also be funded by the project developers.

Local area improvements to the street system on the southwest side of U.S.101 will also be

EDENVALE AREA DEVELOPMENT POLICY

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required to accommodate the addition of commercial square footage and residential development to the existing entitlements for industrial R&D square footage. These improvements must be constructed by private developers in conformance with the build out of approved zonings and development permits, including phasing if applicable. These local area improvements are shown in Attachment D.

Schedule for Implementation

This Policy requires specific infrastructure improvements be constructed at specific levels of development, and describes how and when the infrastructure will be constructed. The policy will allow the Level of Service of some nearby intersections to deteriorate to levels in excess of the City's Transportation Level of Service Policy for a temporary period of time. The length of time traffic will operate below the standards of the citywide policy will depend on the rate at which the industrial projects are developed, and the timing required for regional infrastructure improvements to be designed and constructed.

The improvements that would be necessary to support this level of development include infrastructure funded by the City and/or its Redevelopment Agency, local improvements paid for by private developers, and area improvements financed through improvement districts. While some of the local area improvements will be conditions of approval of specific developments and therefore must proceed with the developments themselves, major infrastructure components involving multiple regional agencies could be delayed through a number of causes. Building permits will only be issued for the cumulative amount of development indicated when specific actions are taken by public agencies, as shown:

Allowed Development Action	Required Action
Industrial	
Approval of development permits for up to 5.0 million sq ft of additional industrial/R&D uses in New Edenvale	City Council approval of this policy and the Redevelopment Agency's formal commitment to fund the Silicon Valley Boulevard Bridge, interchange improvements at Route 101/Hellyer Avenue and Route 101/Blossom Hill/Silver Creek Valley Road and award of a construction contract for the Silicon Valley Boulevard Bridge (Phase II). The latter is operational.
Approval of development permits for up to 5.494 million sq ft of additional industrial/R&D uses in New Edenvale	Redevelopment Agency's formal commitment to contribute to the design, and award of a construction contract to construct improvement to the Route 85/Bernal southbound offramp
Approval of development permits for more than	Completion of a new area-wide traffic study that analyzes full industrial build-out, the construction of all related gateway

EDENVALE AREA DEVELOPMENT POLICY

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5.494 million of additional sq ft of industrial/R&D uses in New Edenvale	infrastructure and the improvement to Route 85/Bernal southbound offramp, and shows additional traffic capacity is available for additional development permits to be issued.
Commercial	
Approval of development permits for up to 1,132,000sq ft of commercial in Area 5	City Council approval of this policy
Prior to approval of development permits for more than 1,132,000 sq ft of commercial in Area 5	Completion of the SR 85/Cottle Road loop ramp Completion of SR 85/Great Oaks off-ramp improvements
Residential	
Prior to issuance of first Development permit	Signed agreement with City for SR 85/Cottle Road loop ramp Signed agreement with City for SR 85/Great Oaks off-ramp improvements (if necessary)
Prior to building permits for more than 500 units	Approved Project Study Report for SR 85/Cottle Road loop ramp Approved Project Study Report (or equivalent) for SR 85/Great Oaks off-ramp improvements
Prior to building permits for more than 1000 units	Completed Environmental Analysis for SR 85/Cottle Road loop ramp Completed Environmental Analysis for SR 85/Great Oaks off-ramp improvements
Prior to building permits for more than 1500 units	Complete plans and specifications for SR85/Cottle Rd loop ramp Complete plans and specifications/Encroachment permit for SR85/Great Oaks off-ramp improvements
Prior to building permits for more than 2000 units	Commence construction of the SR85/Cottle Rd loop ramp Commence construction of the SR 85/Great Oaks off-ramp improvements
Prior to building permits for more than 2930 units	Complete construction of the SR85/Cottle Rd loop ramp Complete construction of the SR 85/Great Oaks off-ramp improvements

At a point in time when interest is high for development in the Edenvale Redevelopment Area, implementation of this Area Development Policy allows development to occur in a reasonably paced fashion and at appropriate levels of intensity, while managing associated traffic congestion.

Other Uses in Industrial areas

EDENVALE AREA DEVELOPMENT POLICY

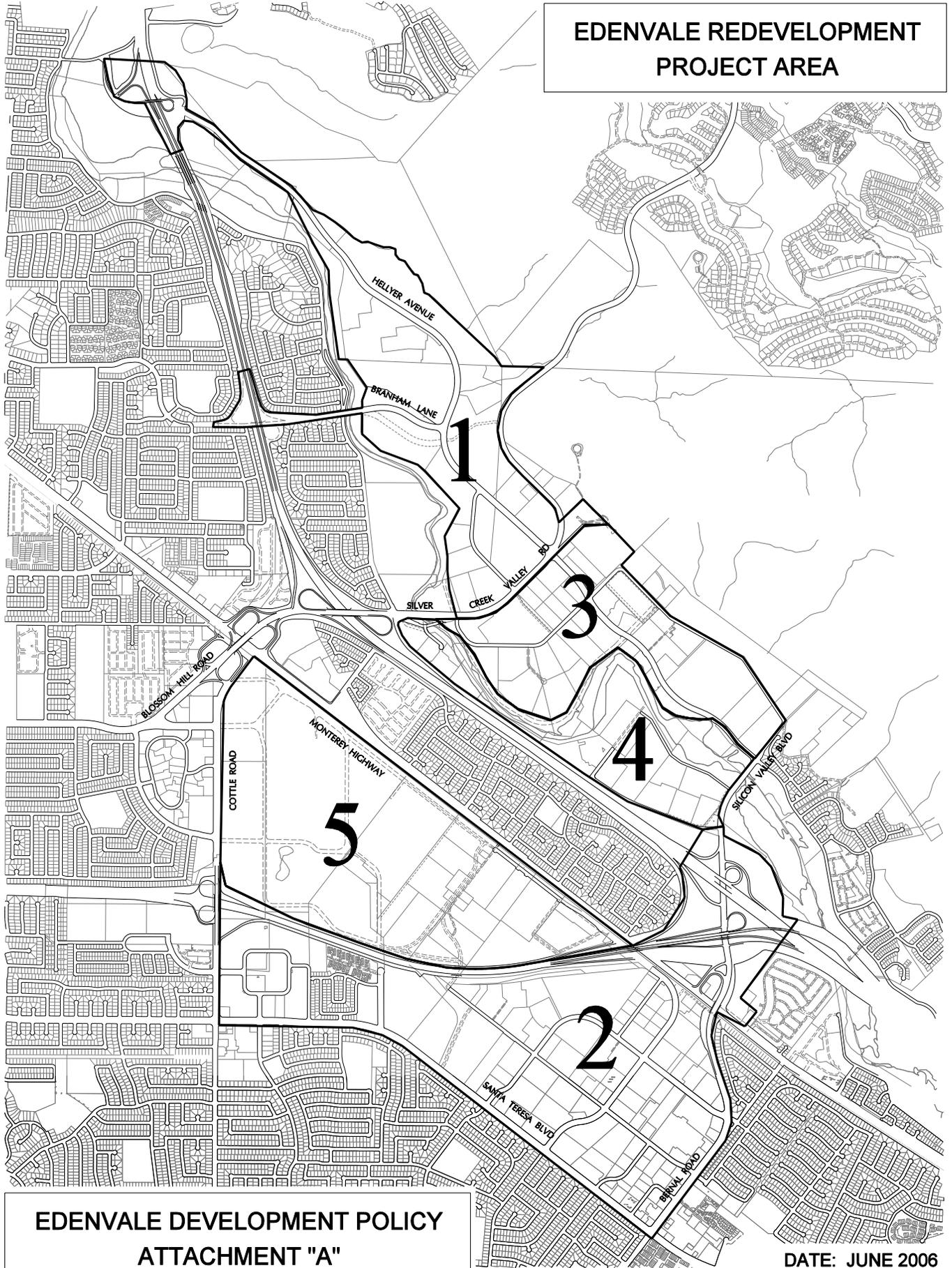
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New Edenvale industrial area east of U.S.101 (Areas 1,3 and 4): Uses other than industrial park/R&D/office can be approved under the City's Zoning Code, including "interim uses," providing that a traffic analysis performed for the proposed project determines that the number and distribution of automobile trips associated with the new use would not exceed the trips associated with the type and level of development allocated to the site under this Policy.

Old Edenvale (Area 2): Uses other than industrial park/R&D/office can be approved under the City's Zoning Code, including "interim uses," providing that a traffic analysis performed for the proposed project determines that the number and distribution of automobile trips associated with the new use would not exceed those of the existing approved use on the site. Uses for which a traffic analysis shows additional trips or a redistribution of trips, or intensification/expansion of the industrial use on the site which would increase automobile trips, can be approved under the Citywide LOS Policy.

Mixed-Use Development Area (Area 5): Uses in Area 5 shall be in accordance with approved zonings and development permits.

**EDENVALE REDEVELOPMENT
PROJECT AREA**



**EDENVALE DEVELOPMENT POLICY
ATTACHMENT "A"**

DATE: JUNE 2006

EVERGREEN AREA DEVELOPMENT POLICY (1995)

Evergreen Development Policy

Approved by the City Council of San José

July 2, 1991

Revised April 27, 1993

Revised November 29, 1994

Revised May 9, 1995

Prepared by the City of San José

**Department of Planning, Building and
Code Enforcement
and
Department of Public Works**

Background

The original 1976 *Evergreen Development Policy* (EDP) was adopted in August of 1976 to address the issues of flood protection and traffic capacity in the Evergreen. The EDP was based on City analyses done in 1974 and 1975 which concluded that transportation and flood protection deficiencies constituted substantial constraints to development in Evergreen. The 1976 EDP established the policy framework for dealing with the buildout of Evergreen and identified specific programs for correcting the service deficiencies.

Since 1975, growth in the Evergreen area has been controlled by the availability of urban services, particularly the capacities of the transportation and flood control systems. The 1976 *Evergreen Development Policy* has ensured that the total number of existing dwelling units, plus those which have zoning, tentative map, or site development approval, would be regulated to maintain an average Level of Service "D" capacity for the screenline intersections bounding the area.

Flood Protection

The 1976 *Evergreen Development Policy* established protection from the 100-year flood as the standard condition for development approval. It identified Thompson-Silver Creek as the major drainage facility for most of Evergreen and was able to specify a schedule and source of funding for some but not all of the Thompson-Silver Creek improvements. All of the tributary watersheds with the exception of Norwood Creek, were also in need of full improvements.

Over the years, development was allowed to proceed only if the 100-year flood protection was in place for each project and downstream of each project. As a result of developer contributions, the flood control system is substantially complete. The exceptions are the upstream portions of the Quimby and Fowler Creek watersheds where development has not yet occurred. Policies for achieving those improvements as related development occurs, however, are now firmly established and routine. Continuation of the present system will result in full 100-year flood protection for Evergreen.

Transportation Capacity

The 1976 *Evergreen Development Policy* identified each of the street improvements required to complete the planned system, partial funding sources, a tentative construction schedule and the number of dwelling units that each phase of the street work could accommodate. The 1976 EDP policies applied to screenline traffic conditions and perimeter intersections, only, for traffic entering or departing the Evergreen area. Traffic impacts internal to the Evergreen area have been addressed on a project by project basis during the environmental review and zoning process, at which time impacts and required mitigation measures, if any, were identified.

The 1976 *Evergreen Development Policy* also suggested an annual traffic monitoring program to measure actual levels of service as the basis for adjusting the flow of development approvals. Each annual monitoring report would specify the number of dwelling unit approvals, if any, to be released based primarily on capacity expected from new road construction. Changes in driving behavior, e.g., fewer miles traveled or greater driving efficiency, could also result in new traffic capacity.

The last annual monitoring report was published in March of 1990 and resulted in City Council approval of 830 units in Evergreen. The 830 units represented the maximum theoretical number of units which could be built while maintaining minimum average LOS D at the six screenline intersections, given completion of the planned street system. This allocation authorized the last dwelling units for which street capacity was existing or planned. At that time, Evergreen contained approximately 1316 vacant acres which were planned for, or had potential for, residential development but for which there was not a known source of traffic capacity.

The growing interest of several property owners in developing portions of the last large aggregate of vacant lands in Evergreen resulted in the 1989 General Plan approval of the Evergreen Planned Residential Community (EPRC) (Exhibit A). The EPRC consists of 865± acres and is bounded generally by Ruby Avenue and White Road on the west, Quimby Road on the north, Evergreen Creek on the south and the foothills to the east. The EPRC designated this area for the development of approximately 2,800 dwelling units plus some supportive commercial uses, but precluded any development approvals pending the preparation of a Specific Plan and the identification of traffic capacity consistent with the basic intent of the 1976 *Evergreen Development Policy*.

During much of 1990 and early 1991, traffic consultants worked in conjunction with the preparation of the Evergreen Specific Plan (ESP) to quantify the amount of traffic capacity required to allow full development of those remaining 1,316± acres (including the 865± EPRC/ESP acres) in Evergreen, and to identify any potential street improvements which could provide the required capacity while maintaining an LOS D at each screenline intersection. The *Evergreen Development Policy*, as revised in July of 1991, was the culmination of that work.

Purpose Of The 1995 Revised Evergreen Development Policy

The purpose of the 1995 *Revised Evergreen Development Policy* is to provide the policy framework for the buildout of Evergreen. The basic tenets of the original 1976 and 1991 Revised EDP have been preserved. Traffic LOS D and hundred year flood protection remain prerequisites to project approvals. The 1995 Revised EDP identifies the remaining watersheds to be improved and also the street system improvements required to allow up to 4,620 planned or potential dwelling units to proceed. This Policy is intended to apply to all properties planned for development in the Evergreen Development Policy Area, defined as land within San José's Urban Service Area Boundary, south of Story Road and east of U.S. Highway 101.

Development Policies

A. Flood Protection Policies

Any development within the *Evergreen Development Policy Area* is subject to the following flood protection requirements:

1. Development will be allowed only if it is protected from the 100-year flood.
2. Development will be allowed only if it would not divert flood or overland flows onto or cause flooding on other properties.
3. Flood control improvements required within the *Evergreen Development Policy Area* have been completed with the exception of the Quimby and Fowler Creek watersheds. Development within these watersheds must be consistent with Policies 1 and 2.

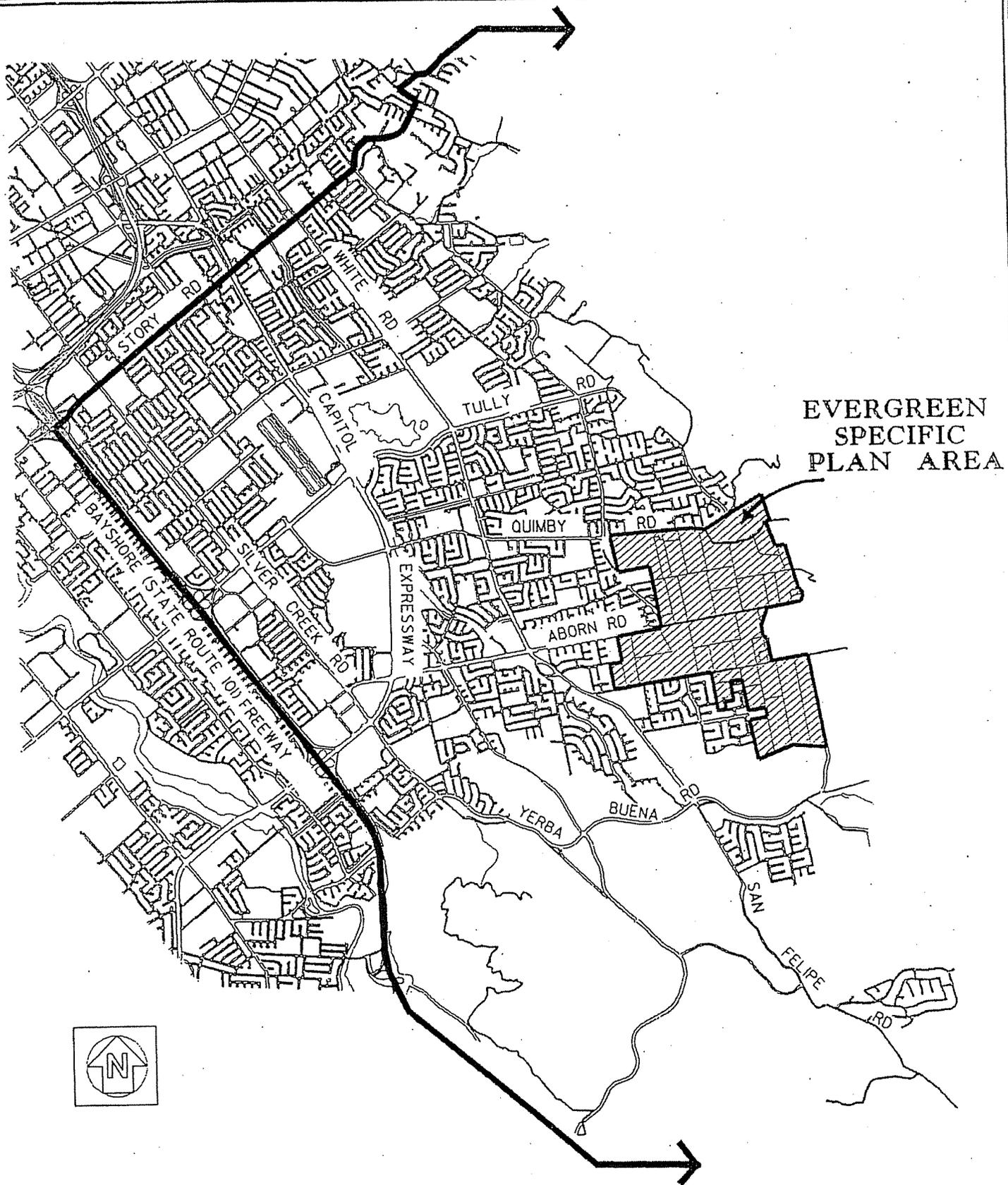
B. Transportation Capacity Policies

Development shall be allowed in the *Evergreen Development Policy Area* only if adequate transportation facilities are provided to maintain existing plus approved Level of Service throughout the area.

1. Residential development potential within the *Evergreen Development Policy Area* is 4,620 based on the San José 2020 General Plan as approved in December of 1994. The traffic capacity improvements identified in Items #2 and #3 of this Policy will accommodate this potential.
2. The regional mitigation measures for roadway and intersection improvements included in the City of San José Engineer's Report for the Benefit Assessment District No. 91-209S, which report is on file with the City Clerk and is incorporated herein by reference, are required to accommodate the buildout of the EDP Area.
3. Local mitigation measures, such as those improvements included in the City of San José Engineer's Report for the Benefit Assessment District No. 91-209S, have also been identified as necessary to accommodate the buildout of the EDP Area.
4. Occupancy of any of the 4,620 units, except those listed in numbers 6 and 7, cannot precede the completion of all necessary regional improvements as identified in Item #2 of this Policy by more than one year. Local improvements will be phased as required by the traffic analysis for individual development proposals.
5. Occupancy of 1840 residential units, in addition to the 140 units with traffic capacity approved under the previous allocation system, within the *Evergreen Specific Plan Area*, may precede the completion of all necessary regional improvements identified in Item #2 of this Policy provided that the widening of Capitol Expressway from U.S. Highway 101 to Quimby Road, Capitol Avenue intersection improvements, a northbound auxiliary lane on U.S. Highway 101, widening of Quimby Road and widening of Aborn Road are within one year of completion.

6. Occupancy of small projects, defined as those consisting of 15 units or less to a maximum of 100 units on sites which are being fully developed and are not part of a larger parcel or area of single ownership, may precede the completion of all necessary regional improvements identified in Item #2 provided that the widening of Capitol Expressway from U.S. Highway 101 to Quimby Road, Capitol Avenue intersection improvements, a northbound auxiliary lane on U.S. Highway 101, widening of Quimby Road and widening of Aborn Road are within one year of completion.
7. The City of San José may approve additional detailed staging programs which allow the further incremental buildout of the EDP Area based on the completion of specific regional improvements as identified in Item #2 of this Policy, provided that the staged buildout does not exceed the additional capacity created by the staged improvements. If the City approves an additional staging program, detailed phasing programs could continue to maintain an average Level of Service "D" capacity, as an interim measure, for the affected EDP screenline intersections provided that the completion of the final phase of transportation improvements maintain the existing plus approved Level of Service (LOS) throughout the EDP Area.
8. The methodology and procedures for traffic analysis shall be as adopted by the City Council in Ordinance _____ for the Evergreen Development Policy Area.

EDPCHGRV.POL.CAP:PL/HD (5-8-95)



EVERGREEN
SPECIFIC
PLAN AREA

THE GREATER EVERGREEN AREA
(SOUTH OF STORY ROAD AND EAST OF U.S. 101)

JRG:TR
6/27/95

ORDINANCE NO 24899

**AN ORDINANCE OF THE COUNCIL OF THE CITY OF
SAN JOSE ESTABLISHING THE PROCEDURES AND
METHODOLOGY FOR TRANSPORTATION ANALYSIS IN
THE EVERGREEN DEVELOPMENT POLICY AREA**

WHEREAS, San Jose's General Plan provides that capital and facility needs generated by new development should be financed by new development; and

WHEREAS, the General Plan allows for the adoption of Area Development Policies to establish specific level of service standards for specific geographic areas which determines development impacts and mitigations; and

WHEREAS, the Evergreen Specific Plan was developed and adopted to deal with the extraordinary transportation improvements needed to serve the Evergreen area; and

WHEREAS, in conjunction with the adoption of the Evergreen Specific Plan, the City Council adopted the Evergreen Development Policy; and

WHEREAS, Benefit Assessment District No. 91-209SJ (Aborn-Murillo) is being formed to fund and construct over 9.5 million dollars of transportation improvements which will allow 4759 residential units to be constructed; and

WHEREAS, specific properties are being assessed for each of these units; and

WHEREAS, the City Council desires to insure that the traffic analysis process insures that properties that are assessed for the transportation improvements are able to benefit from the improvements; and

WHEREAS, the City Council determines that it is necessary to establish the methodology and procedures for traffic analysis in the Evergreen Development Policy Area.

NOW THEREFORE, BE IT ORDAINED BY THE COUNCIL OF THE CITY OF SAN JOSE:

SECTION 1. The Level of Service analysis of transportation capacity within the Evergreen Development Policy Area, as defined in Section 2 of this Ordinance, shall be subject to the following methodology and procedures:

- A. The trips generated from the 4759 dwelling units identified on a parcel by parcel basis in Benefit Assessment District No. 91-209SJ (Aborn-Murillo) shall be presumed to be approved trips whether or not there is an approved zoning or permit(s) on the parcel. These approved trips shall be for the exclusive use of properties participating in the District. This presumption is for the purpose of transportation analysis only and does not represent a right to development any units on the site.
- B. The transportation improvements identified in Benefit Assessment District No. 91-209SJ (Aborn-Murillo) shall be treated as programmed improvements for analytical purposes.
- C. Use of the approved trips by individual properties participating in Benefit Assessment District No. 91-209SJ (Aborn-Murillo) shall be "allocated" based on the residential dwelling unit yield, set forth in the Engineer's Report for the District, for that particular parcel. Any development proposal which seeks to increase the residential dwelling unit yield on a participating property shall mitigate the impacts of those additional units based on a traffic analysis which adds those additional units to the approved trips for the Evergreen Development Policy Area.

JRG:TR
6/27/95

- D. Any residential development proposals for properties not participating in Benefit Assessment District No. 91-209SJ (Aborn-Murillo) shall be responsible for mitigating any impacts created by the proposal based on a traffic analysis which adds the trips generated by the proposal to the approved trips for the Evergreen Development Policy Area.
- E. Any non-residential proposals shall be responsible for mitigating any impacts created by the proposal based on a traffic analysis which adds the trips generated by the proposal to the approved trips for the Evergreen Development Policy Area.
- F. All projects in the Evergreen Development Policy Area, subject to a planning permit, shall prepare a traffic analysis.
- G. If planning permits are issued which result in less than the number of trips assumed generated from the development of the property, those trips shall no longer be presumed to be approved trips for the purpose of traffic analysis.
- H. An "impact" requiring mitigation, for the purposes of an Evergreen Development Policy Area traffic analysis, shall be:
 - 1. An increase in traffic which causes a Level of Service designation to change; or
 - 2. The addition of any traffic to an intersection operating at Level of Service E or F.

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JRG.TR
5/1/95

SECTION 2. The "Evergreen Development Policy Area" is defined as all properties within San Jose's Urban Service Area Boundary, south of Story Road and east of Highway 101.

PASSED FOR PUBLICATION OF TITLE this 9th day of May, 1995, by the following vote:

AYES: DANDO, DIAZ, DIQUISTO, FERNANDES, FISCALINI, JOHNSON,
PANDORI, POWERS, SHIRAKAWA, WOODY; HAMMER

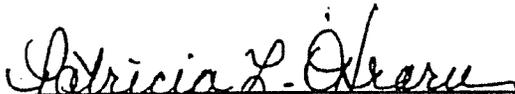
NOES: NONE

ABSENT: NONE



SUSAN HAMMER, Mayor

ATTEST:


PATRICIA L. O'HEARN, City Clerk

ORDINANCE NO 25658

**AN ORDINANCE OF THE COUNCIL OF THE CITY OF
SAN JOSE ESTABLISHING THE PROCEDURES AND
METHODOLOGY FOR TRANSPORTATION ANALYSIS IN
THE EVERGREEN DEVELOPMENT POLICY AREA**

WHEREAS, San Jose's General Plan provides that capital and facility needs generated by new development should be financed by new development; and

WHEREAS, the General Plan allows for the adoption of Area Development Policies to establish specific level of service standards for specific geographic areas which determines development impacts and mitigations; and

WHEREAS, the Evergreen Specific Plan was developed and adopted to deal with the extraordinary transportation improvements needed to serve the Evergreen area; and

WHEREAS, in conjunction with the adoption of the Evergreen Specific Plan, the City Council adopted the Evergreen Development Policy; and

WHEREAS, Benefit Assessment District No. 91-209SJ (Aborn-Murillo) was formed to fund and construct over 9.5 million dollars of transportation improvements which will allow 4759 residential units to be constructed; and

WHEREAS, specific properties are being assessed for each of these units; and

WHEREAS, the City Council desires to insure that the traffic analysis process insures that properties that are assessed for the transportation improvements are able to benefit from the improvements; and

JRG:TR
9/1/98

(corrected)

WHEREAS, the City Council determines that it is necessary to modify the established methodology and procedures for traffic analysis in the Evergreen Development Policy Area; and

WHEREAS, this Ordinance was the subject of an Environmental Impact Report (EIR) prepared in conformance with the California Environmental Quality Act (CEQA) as amended and found complete by the Planning Commission on July 2, 1991.

NOW THEREFORE, BE IT ORDAINED BY THE COUNCIL OF THE CITY OF SAN JOSE:

SECTION 1. The Level of Service analysis of transportation capacity within the Evergreen Development Policy Area, as defined in Section 2 of this Ordinance, shall be subject to the following methodology and procedures:

- A. The trips generated from the 4759 dwelling units identified on a parcel by parcel basis in Benefit Assessment District No. 91-209SJ (Aborn-Murillo) shall be presumed to be approved trips whether or not there is an approved zoning or permit(s) on the parcel. These approved trips shall be for the exclusive use of properties participating in the District. This presumption is for the purpose of transportation analysis only and does not represent a right to development any units on the site.
- B. The transportation improvements identified in Benefit Assessment District No. 91-209SJ (Aborn-Murillo) shall be treated as programmed improvements for analytical purposes.
- C. Use of the approved trips by individual properties participating in Benefit Assessment District No. 91-209SJ (Aborn-Murillo) shall be "allocated" based on the residential dwelling unit yield, set forth in the Engineer's Report for the District, for that particular

JRG:TR
9/1/98

(corrected)

parcel. Any development proposal which seeks to increase the residential dwelling unit yield on a participating property shall mitigate the impacts of those additional units based on a traffic analysis which adds those additional units to the approved trips for the Evergreen Development Policy Area.

- D. Any residential development proposals for properties not participating in Benefit Assessment District No. 91-209SJ (Aborn-Murillo) shall be responsible for mitigating any impacts created by the proposal based on a traffic analysis which adds the trips generated by the proposal to the approved trips for the Evergreen Development Policy Area.
- E. Any non-residential proposals shall be responsible for mitigating any impacts created by the proposal based on a traffic analysis which adds the trips generated by the proposal to the approved trips for the Evergreen Development Policy Area.
- F. All projects in the Evergreen Development Policy Area, subject to a planning permit, shall prepare a traffic analysis.
- G. If planning permits are issued which result in less than the number of trips assumed generated from the development of the property, those trips shall no longer be presumed to be approved trips for the purpose of traffic analysis.
- H. An "impact" requiring mitigation, for the purposes of an Evergreen Development Policy Area traffic analysis, shall be:
 - 1. An increase in traffic which causes a Level of Service designation to change; or
 - 2.
 - a. Residential projects: The addition of any traffic in an intersection operating at level of service E or F.

JRG:TR
9/1/98

(corrected)

- b. Non-residential projects: The addition of more than a one-half percent (1/2 %) increase in critical traffic movement in an intersection operating at Level of Service E or F.

SECTION 2. The "Evergreen Development Policy Area" is defined as all properties south of Story Road and east of Highway 101, excepting those properties south of the intersection of Highway 101 and Hellyer Avenue that are within San Jose's Urban Service Area Boundary as it existed on August 1, 1998.

PASSED FOR PUBLICATION OF TITLE this 18th day of August, 1998, by the following vote:

AYES: DANDO, DIAZ, DIQUISTO, FERNANDES, FISCALINI, JOHNSON, PANDORI, POWERS, SHIRAKAWA, WOODY; HAMMER

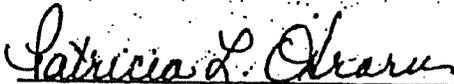
NOES: NONE

ABSENT: NONE



SUSAN HAMMER, Mayor

ATTEST:



PATRICIA L. O'HEARN, City Clerk

Ord.

CITY OF SAN JOSE MEMORANDUM

TO: HONORABLE MAYOR
AND CITY COUNCIL

FROM: James R. Derryberry

SUBJECT: EVERGREEN DEVELOPMENT
POLICY ORDINANCE--MINOR
MODIFICATION

DATE: July 30, 1998

APPROVED: Darrell Deaton

DATE: 7-31-98

Council District: 8

RECOMMENDATION

Staff recommends that a minor adjustment be made to the Evergreen Development Policy Ordinance to refine the traffic analysis methodology contained in the Ordinance in order to facilitate small scale non-residential development.

BACKGROUND

The original Evergreen Development Policy (EDP) was adopted in 1976 to address flood protection and traffic capacity issues in Evergreen. Development in Evergreen has been controlled by the availability of urban services since 1976 and the policy has ensured that development has been regulated to maintain average Level of Service "D" for transportation facilities in the area. In 1995, the EDP was revised to identify the street system improvements required to allow the 4,620 planned and potential dwelling units identified in the San Jose 2020 General Plan to proceed. An Ordinance (No. 18319) was also prepared to establish a methodology and procedures for the traffic analysis which would be required to demonstrate available capacity for dwelling units or non-residential development not already approved and accounted for.

TRAFFIC ANALYSIS METHODOLOGY

The EDP Ordinance establishes that all residential projects not participating in the Evergreen and Silver Creek Assessment Districts, and any non-residential proposals, shall be responsible for mitigating any traffic impacts they create. These projects must prepare a traffic analysis to identify the traffic impacts, currently defined as 1) an increase in traffic which causes a Level of Service designation to change; or 2) the addition of ANY traffic to an intersection operating a Level of Service E or F. At the time the EDP Ordinance was approved, there had not been detailed analysis about the potential traffic impacts for small scale, non-residential development, and the conservative approach of defining "any" traffic, that is one trip, through an LOS E or F intersection was adopted. Staff in the Public Works Department has since performed additional transportation analysis in Evergreen to focus on the potential to facilitate some amount of non-residential development in Evergreen to serve area residents. The studies have concluded that

HONORABLE MAYOR AND CITY COUNCIL

RE: EDP ORDINANCE

July 30, 1998

Page 2 of 2

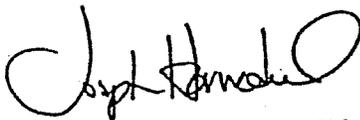
less than one-half percent increase in traffic from non-residential development at these intersections has an insignificant impact.

Long-term analysis using the City's TRANPLAN computer model has shown a substantial benefit from the development of the non-residential properties in Evergreen by promoting the "internalization" of traffic in the area. However, under the existing EDP Ordinance, no non-residential development is permitted that would have an impact of even one trip on facilities with LOS E or F. Therefore, most Evergreen residents must currently leave the area to find other essential services adding to the prevailing peak direction traffic.

The recent focused study by Public Works identifies a minimal overall impact from allowing a small increment of additional traffic from aggregated non-residential development on LOS E and LOS F intersections. Therefore, revisions to the Ordinance methodology to allow up to one-half percent increase in the critical movement on LOS E and LOS F intersections would not undermine the intent of the Evergreen Development Policy. Impacts of one-half percent or greater, or any impact that reduces the Level of Service designation, would still require mitigation by the project.

CONCLUSION

This memorandum has been coordinated with the City Attorney's Office and the Department of Public Works.


James R. Derryberry, Director
Planning, Building and Code Enforcement

CC Memo Re EDP Modifications/SW/PL/MD

NORTH SAN JOSÉ AREA DEVELOP POLICY (2005)

North San José Area Development Policy

City of San José

June 2005

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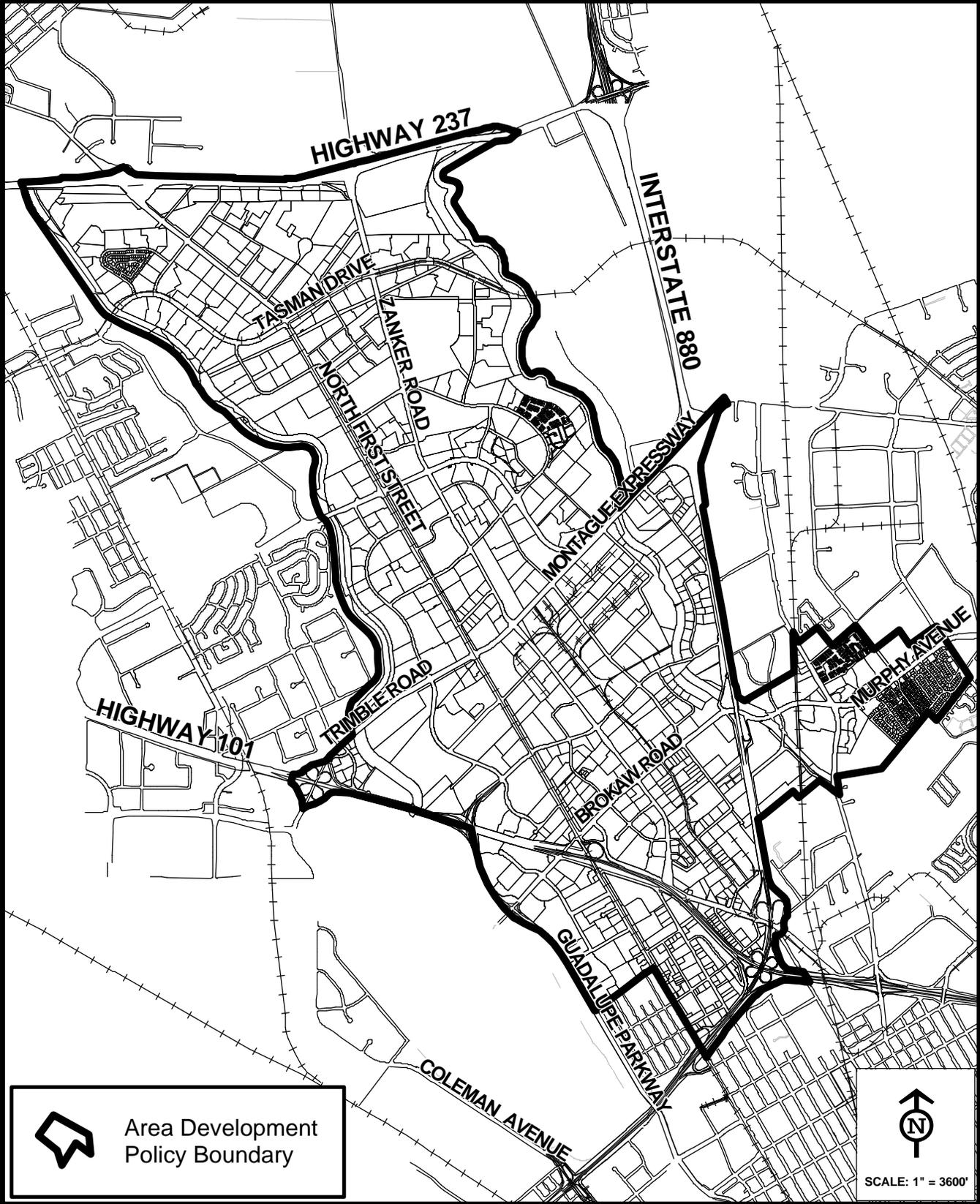
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Attachments

- Attachment A: Transportation Improvement Phasing Plan
- Attachment B: North San José Deficiency Plan (to be added later)

Figure 1 Policy Area Boundaries



1. Background

The North San José area plays a vital role in the achievement of San José's economic goals. The Rincon de los Esteros Redevelopment Area and related policies were established to promote industrial growth in this northerly area of the City. Those goals are a critical part of the overall policies related to maintaining a healthy balanced economy and achieving a number of other objectives necessary to a large vital city. As a result of these policies, the North San José area has become the preeminent location for driving industrial uses within the City of San José. The core of this area, referred to as "Rincon de los Esteros," the "Innovation Triangle," or the San José portion of the "Golden Triangle," is the industrial park land located within San José north of US Highway 101, west of Interstate 880 or Coyote Creek and south of State Route 237. This area houses many high-tech industries, including some leading corporations that have located their headquarters along the North First Street and Zanker Road corridors. The area also includes a large number of supporting industrial uses and a smaller amount of commercial and residential development.

Due to regional traffic concerns identified in the mid-1980's, the City adopted policies that restricted the development intensity within the North San José area through a Floor Area Ratio (FAR) cap. Since 1988, this cap has been implemented through the North San José Area Development Policy. As a result of this cap, industrial development in North San José has been fairly uniform and low intensity in nature. In the year 2000 the overall average FAR for North San José industrial development was 0.34. Consequently, North San José industrial park development is characterized architecturally by low to mid-rise office buildings, one or two-story light manufacturing and research & development facilities, surface parking lots and generous amounts of landscaping. Consistent with this type of development, the block pattern is large and irregular and access into North San José is provided mostly from a limited number of regional freeways or expressways.

The North San José Area Development Policy establishes a policy framework to guide the ongoing development of the North San José area as an important employment center for San José. The Policy provides for full development of the previously adopted base Floor Area Ratio (FAR) caps but also provides additional industrial development capacity for 20 million square feet of transferable floor area credits that can be allocated to specific properties within the Policy area. The Policy supports the conversion of specific sites from industrial to high-density residential, using specific criteria compatible with industrial activity. The Policy also identifies necessary transportation improvements to support new development and establishes an equitable funding mechanism for new development to share the cost of those improvements.

Policy Area Boundaries

The Policy area boundaries generally match the current boundaries of the Rincon de Los Esteros Redevelopment Area (see Figure 1), including the area within San José north and west of Interstate 880 or the Coyote Creek, east of the Guadalupe River and south of State Route 237. The Policy area also includes an area east of Interstate 880 along Murphy Avenue as far as Lundy Avenue.

Participating Agencies

The North San José Area Development Policy and Deficiency Plan were written by the City of San José Department of Planning, Building and Code Enforcement, the Department of Transportation, the Redevelopment Agency, the Department of Economic Development, the Department of Public Works and the City Attorney's Office. Input and assistance was also received from Santa Clara County Valley Transportation Authority (VTA).

2. Vision and Purpose

The City of San José is committed to the ongoing development of the North San José area as an important employment center and as a desirable location for high-tech corporations within San José as well as the Bay Area. Managing regional traffic patterns and establishing a framework for “smart growth” are also important goals of the City. This Policy establishes a framework to meet these goals:

- **Promote Economic Activity** – Provide additional long-term development capacity to support the creation of up to 80,000 new jobs along the North San José First Street corridor.
- **Promote Livability** – Add new housing and retail development in close proximity to new jobs, amenities and transit infrastructure.
- **Promote Long-term Vitality** - Establish fair-share funding mechanisms for infrastructure improvements necessary to support new development.

The North San José land area is a critical resource for San José in its continued efforts to grow industrial activity and to add well paying jobs within the City. Increased and improved utilization of this resource is a vital component of this effort. Large corporations have indicated that they want to locate within North San José and build at densities significantly higher than those historically allowed by the City's policies. Some companies already located within San José want to grow on their current sites. Policies that have historically limited development

intensity within North San José create a barrier to that growth and act as a disincentive to the redevelopment of obsolete buildings. North San José provides a strategic location for job growth because of its proximity to the San José Norman Y. Mineta International Airport and the Downtown, along with a high degree of accessibility from several major freeways including Highway 101, Interstate 880, State Route 237 and State Route 87. The area is also well served by other transportation facilities including an existing light rail line and the Guadalupe River and Coyote Creek trail systems. This Policy provides an opportunity for more intensive development within North San José.

Regional growth projections indicate continuing demand for significant amounts of new residential and employment space throughout the County. An important goal of this Policy is to provide the opportunity and a supportive policy framework to allow a portion of this growth to occur within the urbanized North San José area reducing growth pressures at the City's periphery. Concentrating growth through redevelopment within North San José reduces impacts upon the City's cost of providing services and helps to protect environmental resources.

Intensified land use can accommodate the movement of people and goods when development follows an urbanized form and is located within a setting supported by an appropriate system of infrastructure. Urbanized areas are normally developed using a fine grid infrastructure that provides more accessibility and allows a greater number of people and goods to effectively move between residential, industrial and commercial areas than in a suburban setting. While the Policy does not support development intensities typical of San José's Downtown, the Policy does provide a tool for guiding the development in North San José towards such an urbanized form.

The Policy contains two primary land use changes for North San José:

1. Establishment of an industrial **Core Area** designation to support the development of a driving industry corporate center along the North First Street corridor and
2. Establishment of a **Transit/Employment Residential District** overlay to allow expansion of supporting residential and commercial uses to promote livability.

Core Area

A key strategy of the City is to allow and encourage more intense development for "driving industry" businesses along the North First Street Corridor. (Driving industry businesses are businesses that sell goods and/or services outside of the region, bringing in significant revenues that help drive the San Jose economy.) The City envisions a very active corridor of mid-rise (4 - 12 story) industrial office buildings, utilizing headquarters or comparable quality architecture, fronting along North First Street between Brokaw Road and Montague Expressway in a 600-acre Core Area. Intensification of this Core Area will foster a concentration of high-tech businesses located so as to make best use of existing infrastructure resources. The Policy provides for the addition of 16 million square feet of new industrial development within this Core Area, resulting in an overall average 1.2 FAR.

Transit/Employment District Residential

In order to support continued job growth in North San José, the Policy provides for the development of up to 32,000 new residential units, including at least 18,650 developed through the conversion of up to 285 acres of existing industrial lands within a proposed Transit/Employment Residential District Overlay area. New residential units would also be allowed through mixed-use development within the Core Area and on land with residential designations at the time this Policy was adopted. This residential development is intended to provide housing in close proximity to jobs to allow employees the opportunity to reduce their commute travel times, make increased use of transit facilities and to reduce overall traffic congestion. The Policy includes criteria that in conjunction with other City policies are intended to promote the establishment of successful new residential living environments as a result of land use conversions within the Policy area.

Relationship with Downtown

The intensification of North San José envisioned within this Policy is intended to be different from but complementary to development activity within the San José Downtown area. The proposed densities within the Core Area are still considerably lower than those existing or planned in the Downtown. Additionally, the anticipated building and land use types differ in that Downtown will continue to be more attractive for housing ownership and high-rise office development while North San José will continue to provide for heavy and light industrial uses as well as mid-rise office development and primarily rental housing targeting area workers. Furthermore, the Downtown will continue to develop as the City's focal point for cultural and other civic activities.

3. Land Use

Land Use Policies – Industrial Uses

The Policy allows for a net total of 26.7 million square feet of new industrial development within the Policy Area as described below. Build-out of the Base and Transit Oriented Sites Floor Area Ratio (FAR) allowed under previously adopted policies would have potentially resulted in 6.7 million square feet of new industrial development. This Policy maintains this development potential and provides an additional 20 million square feet of industrial development capacity for allocation to properties within the Policy area.

Most of the new industrial/office/R&D development (16 million square feet) will be concentrated in an industrial Core Area located on both sides of North First Street, between

Montague Expressway and US 101. This Core Area will ultimately have an overall average FAR of 1.2 with full implementation of the Policy, as described below. Development within the Core Area will be substantially denser than previous development in North San José. It is intended that the Core Area will be characterized by mid-rise four- to twelve-story structures built close to the street, designed to facilitate pedestrian access to the Light Rail Transit (LRT) stations along North First Street, and with parking structures behind them to serve automobile traffic.

The remaining new industrial/office/R&D development capacity (4 million square feet) plus the development capacity corresponding to build-out under previous policies (6.7 millions square feet) is available for allocation to any property within the Policy area. This amount of development will result in only a small increase (approximately 5%) to the average Floor Area Ratio outside of the Core Area. The intent of this Policy is to use this allocation to support further intensification along the light rail corridors, to create flexibility for minor expansions on any property within the Policy area and to allow for intensification of specific sites that meet the criteria outlined below. In general, the industrial properties outside of the Core Area are anticipated to continue to support the land uses and intensities established under existing policies.

Base Floor Area Ratio (FAR)

In general, any industrial land within the Policy area may be developed up to a maximum FAR of 0.35, utilizing up to 6.7 million square feet of the Policy's industrial capacity. Development beyond this Base FAR is subject to the provisions found below. The FAR of any proposed development is calculated using the ratio of proposed gross building square footage to net site area square footage. (For properties where the square footage of existing buildings or entitlements exceeds 0.35 FAR, the amount of square footage in the existing buildings or entitlements is considered the base allowable FAR for the property. If an entitlement that exceeds the base FAR expires, the base FAR for the property reverts to 0.35 and the additional square footage may be reallocated to other properties per the provisions described below.)

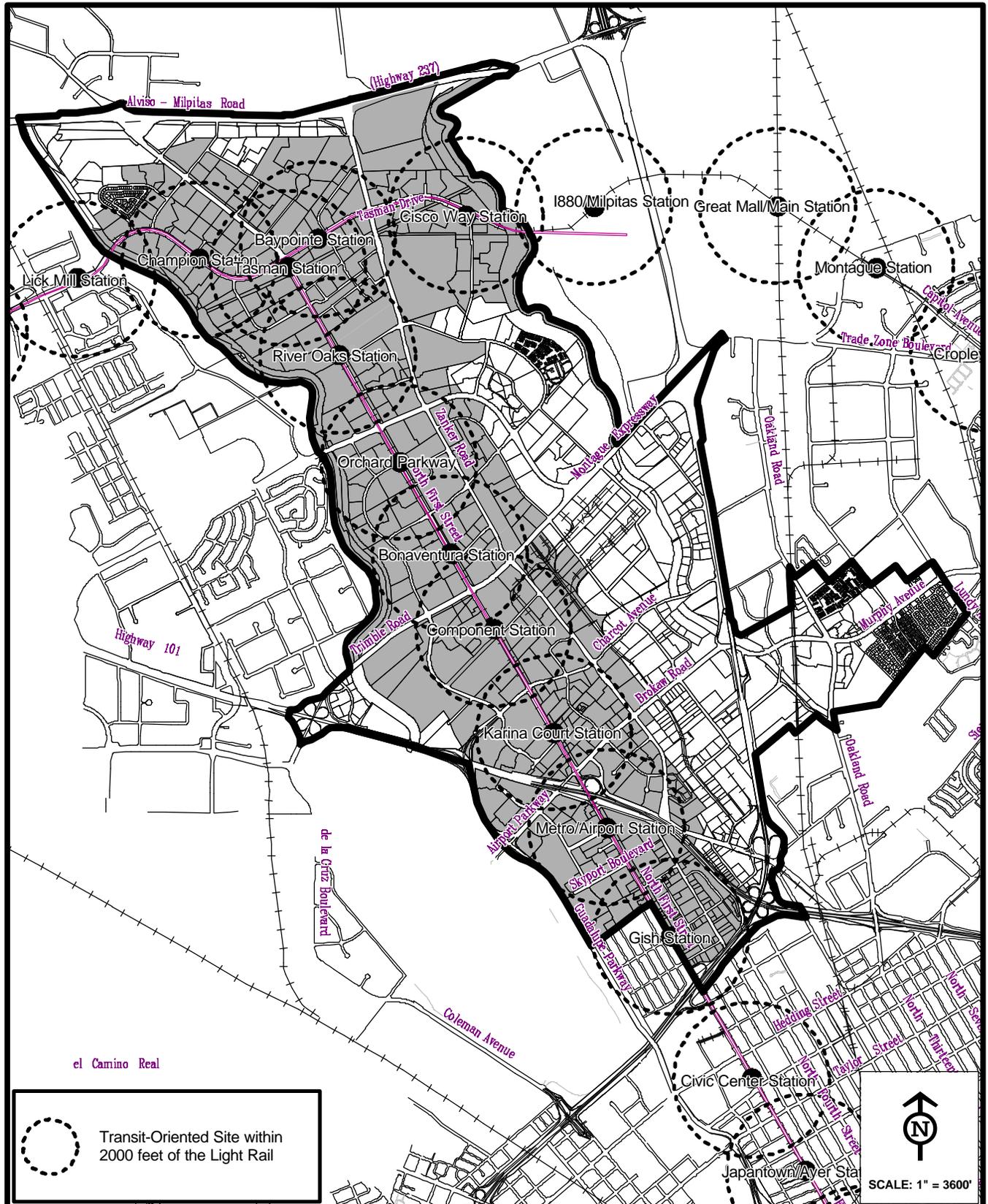
Transit Oriented Sites

Development on sites located within 2000 feet of a light rail station may develop up to a maximum FAR of 0.40 provided that the sites incorporate site design measures to facilitate pedestrian access to nearby transit facilities. In addition to providing sidewalks along all public frontages, new buildings should be placed on the site in order to establish the best possible access from the transit facility to the building. Building entries should be provided at locations to facilitate pedestrian access. Properties that qualify for the base 0.40 FAR are indicated on Figure 2.

Additional Industrial Development Capacity

The Policy provides an additional 20 million square feet of new industrial development that may be allocated to qualifying properties as part of the Planning permit process. Details on how this square footage becomes available and how it may be allocated are provided in the Implementation section below.

Figure 2 Transit Oriented Sites



Low Intensity Industrial Uses

Uses that the City is able to determine have no impact or minimal impact upon peak hour traffic are not subject to a specific FAR cap and are not strictly considered as part of the 26.7 million square feet covered by the Policy. (These uses may require separate traffic analysis to confirm for the City that they are consistent with the Policy.) Low intensity industrial uses potentially include highly automated manufacturing facilities, warehouse, storage and distribution facilities, and buildings built primarily to house machines or utility equipment. As part of a proposed development it must be demonstrated to the satisfaction of the City that such uses generate less than or equivalent amounts of traffic corresponding to the subject property's base square footage and such uses must be developed with a site plan consistent with the proposed intensity of use (e.g. no more than 1.2 parking spaces per 1000 square feet of net site area). The City must be able to confirm that adequate controls are in place through either site design measures or through enforceable permit conditions to ensure that the proposed use or possible future use of the property will not generate traffic levels exceeding those of the base allowable FAR. Low intensity uses are subject to the Traffic Impact Fee discussed below on a per-trip basis.

High Intensity Industrial Uses

It is possible to intensify the use or level of activity on an industrial property without adding building area. Such intensification is indicated when an increase in onsite parking is needed to serve the subject property. Any proposed development that includes a number of parking spaces that exceeds the City's minimum parking requirement for the subject use by more than 5% (e.g. the number of parking spaces exceeds 105% of the amount required by the Zoning Ordinance), shall be considered to be a high intensity industrial use and will require allocation of additional industrial square footage in correlation to the proposed number of additional parking spaces. City staff will evaluate the merits of any proposed intensification of use and parking and determine if such allocation is warranted and consistent with this Policy. Such allocation will be made according to the other provisions established within this Policy, including payment of the Traffic impact fee. Core Area

Core Area

This Policy reserves 16 million square feet of the 26.7 million square feet of industrial development capacity for new projects developed within the 600-acre Core Area designated on the City's General Plan Land Use / Transportation Diagram. To facilitate intensification within this area, rather than reserve an equal amount of development capacity (FAR) for every site, any proposed development within the Core Area may be allocated an unrestricted portion of this capacity per the criteria included elsewhere in this Policy. Full build-out of this square footage will result in an overall average 1.2 FAR. The Core Area designation also allows for ground level supporting commercial uses, which are highly encouraged. The Core Area designation includes restricted provisions for residential development within the Core Area. Such residential development should be integrated into a larger industrial development on the same property and preferably be managed or reserved for use by the industrial property owner. The intent of this

provision is to allow industrial land owners to include residential uses in support of their on site industrial activities. Residential development within the core should have comparable form and density to the residential development allowed within the Overlay areas or be structurally integrated into a larger mixed-use development (e.g. a residential tower may be placed along with office towers on top of a retail podium). The development of large hotels of at least 200 rooms and four or more stories in height is also supported within the Core Area.

Land Use Policies – Residential Uses

The conversion of industrial land to residential use generally is in conflict with the City’s goal of promoting the North San José Policy area as an important employment center for the City. Conversion of industrial land to residential use diminishes the opportunity for new industrial development and can lead to incompatibility issues with regards to land use. The Policy however recognizes that the conversion of some industrial land to residential use within the Policy area is acceptable in order to reduce the impact upon regional traffic conditions caused by additional industrial development. Generally the conversion of an industrial use to a residential use outside of the Policy area boundaries (any property south or east of Interstate 880 or north of State Route 237) does not provide a significant benefit to regional or North San José area traffic conditions and is not supported by this Policy.

This Policy provides for the development of up to 32,000 new residential dwelling units within the Policy area. The Policy allows for the conversion of 285 acres of existing industrial lands to residential use at minimum densities of either 55 DU/AC (utilizing up to 200 acres) or 90 DU/AC (utilizing up to 85 acres) resulting in a minimum of 18,650 new residential units. Additional residential development may occur through development at higher densities within the overlay area, through mixed-use (residential and industrial) development within the Core Area (up to 6,000 units) or through the development of properties in the Policy area with an existing residential General Plan designation. As new residential development also generates traffic within the Policy area, a fair-share traffic impact fee used to fund necessary traffic improvements is collected at the time of Building Permit entitlement for all new residential development in the Policy area.

The Policy supports industrial to residential conversions only within the Transit/Employment Residential District Overlay areas depicted in Figure 3. Proposed conversions within this area may or may not be appropriate based upon existing conditions at the time of the proposed conversion. Because residential conversions should result in the establishment of safe and cohesive residential neighborhoods, it may not be appropriate to convert a site to residential use in light of existing conditions at the time of the proposal. Proposed conversions should be evaluated through the zoning process for conformance with City policy and according to the following criteria.

Limits on Conversion

1. A maximum of 285 acres of land may be converted to residential use within the areas designated as Transit/Employment Residential District on the City’s General Plan Land Use / Transportation Diagram.

2. New residential density must have a minimum net density of 90 DU/AC on at least 85 of those acres. The remainder must have a minimum net density of 55 DU/AC.

Compatibility with Industrial Uses

3. The site must not contain an existing important vital or 'driving' industrial use.
4. The site must not be adjacent to an industrial use that would be significantly adversely impacted by the residential conversion.
5. The site must not be in proximity to an industrial or hazardous use that would create hazardous conditions for the proposed residential development (e.g. an adequate buffer must be provided for new residential uses from existing industrial uses) in order to protect all occupants of the sites and enhance preservation of land use compatibility among sites within the Policy area. A risk assessment may be required to address compatibility issues for any proposed industrial to residential conversions.

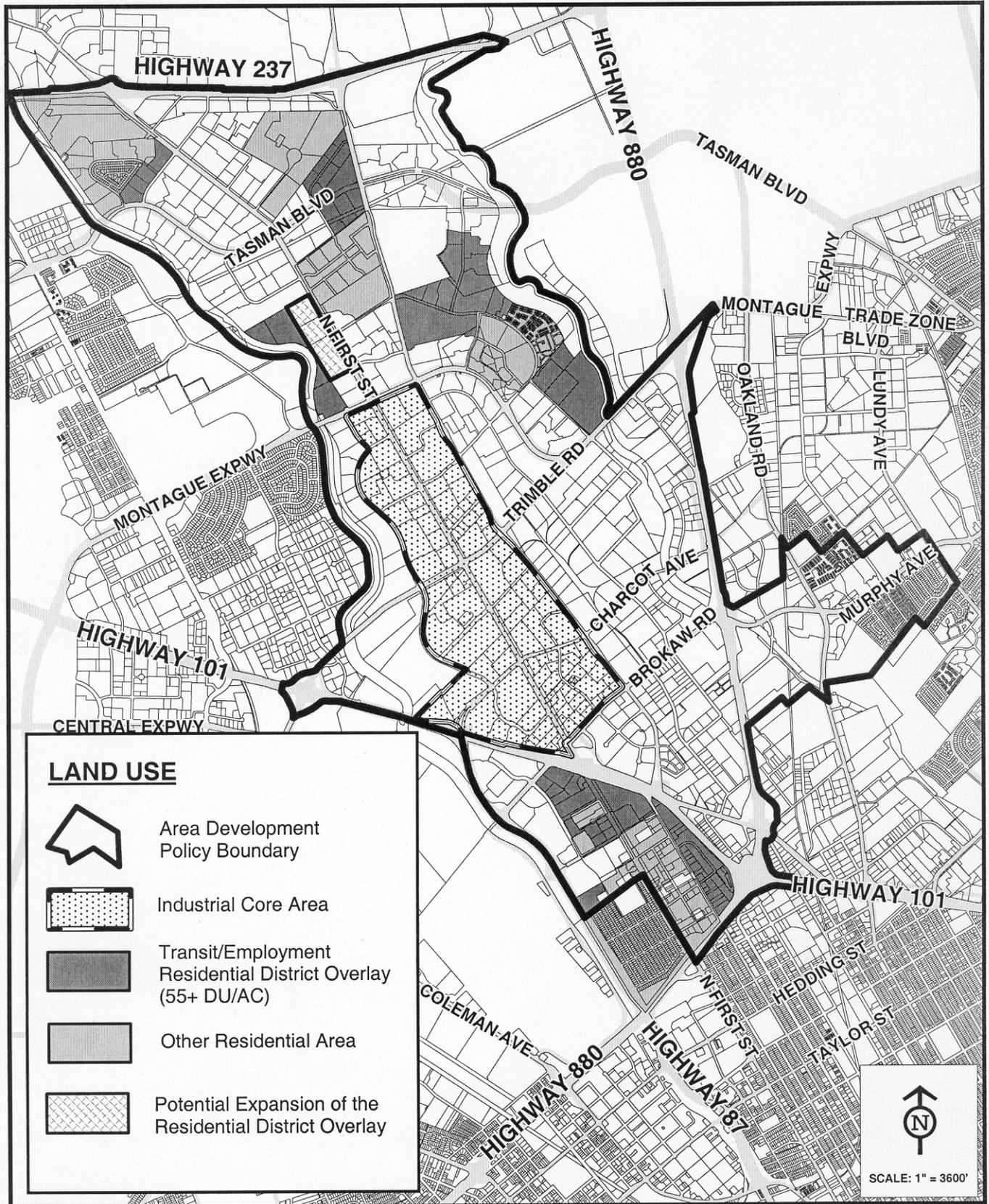
Services and Amenities

6. New parks, schools, community facilities and other supporting uses should be built within the Transit/Employment Residential District overlay area to the extent feasible, but location of public facilities on land outside of the overlay area may be allowable to comply with other laws, policies and regulations. Suitable locations for these uses should be identified and included within a project when appropriate.
7. The site should be within 1,000 feet of an existing neighborhood or community park (at least 3 acres in size) or the proposed development through participation in the provisions of the City's Parkland Dedication Ordinance or voluntary donation would establish or contribute toward the establishment of a new park (at least 3 acres in size) within 1,000 feet of the project site. Staff will determine the most suitable site for a new park within the contiguous overlay area with the intent of identifying a centrally located and accessible park site. In some cases the most suitable site to provide a centrally located park site or to support a joint school-park use within a particular overlay area may be more than 1,000 feet from some properties within that overlay area. All residential projects are subject to the Parkland Dedication Ordinance and land dedication requirements will be consistent with the Ordinance in addition to the proximity requirement established here.
8. Master planning to identify sites for parks, schools and other public facilities as necessary must be completed within each of the seven new residential areas prior to any proposed conversion within that area.

Site Design

9. The proposed project must be designed to support transit use and pedestrian activity.

Figure 3 Residential Districts



Residential Conversions should not take place significantly in advance of the industrial intensification provided for by this Policy. The Phasing section below indicates the minimum amount of new industrial development that should be in place prior to the conversion of industrial land to residential use. In the event that the City receives applications for new residential entitlements that exceed the number of units available per the phasing plan, priority for granting entitlement related to residential development shall be based upon the following criteria listed in order of importance with priority given to the project that most fully meets the highest ranking and the greatest number of these criteria.

Criteria for prioritization of proposed residential conversions:

1. The residential project will directly facilitate or enable the construction of a specific, related industrial development.
2. The proposed project includes on-site parklands that meet or exceed parkland dedication requirements and other applicable City standards or regulations.
3. The proposed project provides for new school site
4. The proposed conversion site is adjacent to existing residential use
5. The proposed project constitutes a vertically mixed-use project incorporating neighborhood serving commercial uses.
6. The proposed project reflects and incorporates strong transit-oriented design elements.
7. The proposed project exceeds the minimum density requirements.

Expansion of the Residential Overlay

Expansion of the residential overlay area is potentially appropriate to include the remainder eastern portion (approximately 32 acres) of the two properties located along the Guadalupe River that have their western portion within the overlay. The eastern portion of these parcels was excluded due to the potential concern that development of these sites, given their specific location, could result in flood blockage concerns affecting the larger Policy area. In the event that it can be established that these properties can be developed for residential use, consistent with the minimum density and other requirements of this Policy, the Policy supports the expansion of the overlay to include these sites.

Residential Services and Amenities

Land will also need to be converted from industrial use for supporting uses including parks, schools and other residential amenities consistent with the City's Parkland Dedication Ordinance and Park Impact Ordinance and other laws, policies and regulations. It is anticipated that implementation of the City's Parkland Dedication and Park Impact ordinances will result in the need for a significant amount of new parkland in the Policy area. A significant number of new park facilities will be necessary to meet the needs generated by the construction of 32,000 new housing units. The proposed amount of new residential development will also generate the need for new schools and other community facilities. As properties within the Overlay area are rezoned for residential use, suitable park sites and school sites should be identified on the subject or adjacent properties, as appropriate, so as to fulfill the Parkland Dedication Ordinance and/or

Park Impact Ordinance requirements and other laws, policies and regulations. Planning for a new school site and/or development of other strategies to address the need for expanded school capacity should be completed prior to the addition of 50 elementary, junior high or high school students within the new residential overlay areas.

Evaluation of the need for a new fire station and new community policing center must be completed prior to the commencement of the third phase as outlined in the Policy's phasing program. Funding sources for land acquisition, design, and construction have yet to be determined but will not include the Traffic Impact Fees levied on property developers and owners. Planning for these facilities should begin once the second development phase has commenced. Findings and recommendations will be brought forward for City Council and Redevelopment Agency consideration when these facilities are evaluated and more fully described based on development needs in North San Jose.

New park facilities within the Policy area will need to include several new Neighborhood and Community Parks and other public recreational facilities. The new Neighborhood Parks should be located on or in proximity to properties within the Transit/Employment Residential District Overlay. Accordingly, the "Floating Park" designation is applied to each of the residential overlay areas. Acquisition of land for park sites, rather than collection of funds, should be given priority in the implementation of the Parkland Dedication Ordinance and/or Park Impact Ordinance. Land dedication will, at a minimum, be required from any development site 15 acres in size or greater. Land dedicated for public park use or other supporting uses is not counted as part of the 285 acres allowed to convert from industrial to residential use.

Parks should be located within convenient walking distance of all new residential development and should generally not be separated from residential areas by 4-lane streets or other significant barriers in order to facilitate pedestrian safety and reasonable access to park facilities for all area residents. Neighborhood Parks should be at least five acres in size, but if the contiguous acreage of a single Residential Overlay area is less than 20 acres, a three-acre park within that area may be acceptable.

This Policy supports the use of innovative strategies to provide park and school facilities, including the development of joint school-park sites. The City will seek opportunities to proactively designate and/or acquire sites for public facilities, including existing Public/Quasi-Public lands within the Policy area. Because of the difficulty of implementing the construction of new parks within flood plane areas, proposed park sites within flood planes should be avoided unless their ultimate construction can be guaranteed.

Private recreational areas should also be included within new residential development to provide additional recreational opportunities for local residents. Common open spaces within new residential development should be programmed with active uses, (e.g. tot-lots, basketball courts, etc.). Private recreational amenities should be linked with public spaces, enhanced streetscape linkages and other open space areas to create a visually connected open space network.

New parklands may also be required within the Core Area. Because the Core Area land uses are primarily industrial, parklands or open spaces within the Core Area should be designed for dual use in support of both industrial and residential development.

Land Use Policies – Commercial Uses

The Policy provides for the development of up to 1.7 million square feet of new commercial uses that support the industrial and residential uses in the Policy area. Supporting commercial uses that would potentially reduce vehicle trips (e.g. food service, financial services, gymnasiums, child care) are strongly encouraged within the Policy area and should be included as a part of all new residential development and also for industrial development within the Core Area, as feasible. The Policy does not limit the FAR of such uses. The Core Area and residential area General Plan designations support such mixed-use development. Limited opportunities for mixed-use commercial development may also arise in other locations within the Policy area.

These commercial uses are generally limited to retail and services activities that support the industrial and residential uses in the Policy Area and that are consistent with the General Retail, Food Service and General Service uses, as defined in the City's Zoning Ordinance. Large format commercial uses, which would potentially draw significant numbers of people from outside of the Policy area, are not supported by this Policy and will require additional environmental review. Qualifying commercial development can be incorporated as a supporting use into a mixed-use industrial or residential development in which the industrial or residential use is the predominant use on the site.

This Policy does not directly address the construction of new hotels within the Policy area. The construction of new hotels or expansion of existing hotels will need to conform to the General Plan and undergo separate environmental review.

4. Traffic Policy and Standards

This Area Development Policy establishes a special area within the City not subject to the City standard Level of Service (LOS) Policy. The Policy instead provides the necessary traffic impact analysis for the development of an additional 26.7 million square feet of industrial use, 1.7 million square feet of supporting commercial use and 32,000 residential units within the Policy area. The specific traffic impacts of this amount of new development have been analyzed and described in the traffic analysis and Environmental Impact Report (EIR) prepared for the Policy. The Policy also includes mitigation measures identified for these impacts and establishes a mechanism for the implementation of these mitigation measures. Any new development within the Policy area that falls within the parameters of the Policy should not typically require additional review for traffic impacts except that additional analysis may be necessary to address site operational issues.

In order to be consistent with the traffic analysis included within the EIR prepared for the Policy, new projects must include design features and programs that support multi-modal commute choices including provision of bicycle and pedestrian facilities and incorporation of transportation demand management (TDM) Measures.

Traffic Impact Fee

The City will collect a Traffic Impact Fee to be used to fund the mitigation measures needed to meet future traffic conditions resulting from implementation of this Policy as described in the traffic analysis and Environmental Impact Report (EIR) and described in the Infrastructure Improvement section below. (Traffic Impact Fees will be spent on projects that have been identified as mitigation measures for the North San Jose area development.) The City conducted a separate impact fee study to ascertain and confirm the scope of the relationship between the implementation of development under this Policy to the creation of the need for the infrastructure improvements. The traffic study and analysis identified infrastructure improvements with a projected cost of approximately \$519 million (in year 2005 cost). Of the total cost, \$30 million is to be funded by the City and \$29 million is anticipated to be obtained through alternative public funding sources, such as State or regional agencies. The Traffic Impact Fee shall be used to fund the remaining \$460 million in improvement costs.

The Traffic Impact Fee will be assessed to all new residential and industrial development within the Policy area and shall be collected at issuance of Building Permits. Traffic Impact Fees will only be levied for new development beyond existing development rights. Only property owners who participate in the redevelopment program and pay the Traffic Impact Fees shall be allowed to exceed their existing development rights. Existing development rights are established through possession of a valid (not expired at the time of approval of the Policy Update, June 21, 2005) Planning Permit, Building Permit, Development Agreement or Vesting Tentative Map. The fee may be paid directly or satisfied through the formation of a Community Financing District (CFD) or similar mechanism that provides a secured source of funding. At the discretion of the Director of Public Works, a development may receive credit for private construction of the identified mitigation measures, including portions of the supporting street system, equivalent to the payment of the Traffic Impact Fee based upon the projected costs of the mitigation as described in Attachment A.

The Traffic Impact Fee fairly distributes the cost of the necessary infrastructure improvements on a cost per trip generated basis amongst the total development addressed through this Policy (e.g. 26.7 million square feet of industrial development and 32,000 residential units). The Fee initially is set at \$10.44 per square foot for all new industrial development, at \$6,994 per unit for new single-family residential development and at \$5,596 per unit for new multi-family residential development within the Policy area. These fees are adjusted automatically every two years according to the following table to address increases in land acquisition and construction costs for the scheduled roadway and intersection improvements anticipated over time based upon standardized construction cost inflation rates for the region. The fee amounts may need to be further adjusted in the future to reflect actual costs and should be reviewed every five years. The precise Traffic Impact Fee for a project is calculated and collected at the time of issuance of a Building Permit.

High-intensity industrial development proposals (that include parking in excess of 105% of the City requirement) will need allocation based upon the City's Zoning Code parking ratio for the proposed use (e.g. for industrial park development, 350 square feet of development capacity will need to be allocated to the property for each additional parking space in excess of 105% of the minimum requirement.) Allocations for high intensity uses will be subject to all of the

provisions of this Policy, including payment of the Traffic Impact Fee. The Fee amount will be based on the square footage allocation amount corresponding to the proposed number of excess parking spaces.

For industrial projects that include replacement of existing industrial square footage on the same site, the existing amount of square footage is considered to be a part of the pre-Policy condition and is not subject to the Traffic Impact Fee. The total net amount of new construction on the site will be subject to the Traffic Impact Fee. For projects that include conversion of industrial to residential use, a similar credit will be given to the property for the displaced industrial use. Credits for existing use are calculated using Table 1 (below) on a per-trip basis for industrial and residential uses. The Traffic impact fee for low-intensity industrial uses can also be calculated using the per-trip cost in Table 1 below. Fee increases are effective on July 1st of the calendar year indicated. Other uses are neither subject to the Traffic Impact Fee nor can receive credit for the existing use against the fee requirement for a new development project.

Table 1: Traffic Impact Fees (based on 3.3% annual escalation)

Year	Trip Fee per PM Peak Hour Trip	Industrial Fee (per sq. ft.)	Residential Fee Single-family (per unit)	Residential Fee Multi-family (per unit)
2005	\$ 9,326	\$ 10.44	\$ 6,994	\$ 5,596
2007	\$ 9,952	\$ 11.14	\$ 7,463	\$ 5,971
2009	\$ 10,619	\$ 11.89	\$ 7,964	\$ 6,372
2011	\$ 11,332	\$ 12.69	\$ 8,498	\$ 6,800
2013	\$ 12,092	\$ 13.54	\$ 9,068	\$ 7,256
2015	\$ 12,903	\$ 14.44	\$ 9,677	\$ 7,742
2017	\$ 13,769	\$ 15.41	\$ 10,326	\$ 8,262
2019	\$ 14,693	\$ 16.45	\$ 11,019	\$ 8,816
2021	\$ 15,678	\$ 17.55	\$ 11,758	\$ 9,408
2023	\$ 16,730	\$ 18.73	\$ 12,547	\$ 10,039
2025	\$ 17,853	\$ 19.99	\$ 13,389	\$ 10,712

Transportation Demand Management (TDM) Measures

All new development within the North San José area is required to incorporate (TDM) elements into facility design in order to promote the use of multi-modal transportation options. These TDM Measures are an integral part of the Policy and must be incorporated into new development projects to the maximum extent feasible. This continues what has long been the City’s standard practice for the North San José area, and is consistent with the implementation requirements of the North San José Deficiency Plan. In some cases specific additional requirements are also set forth in the City’s Zoning Ordinance.

Transportation Demand Management Site Design Actions

Generally new employment-generating development within North San José should include the following site design measures, taking project scale and location into consideration:

- Incorporate physical improvements, such as sidewalk improvements, landscaping and bicycle parking that act as incentives for pedestrian and bicycle modes of travel.
- Provide secure and conveniently located bicycle parking and storage for employees and visitors;
- Provide bicycle and pedestrian connections from the site to the regional bikeway/pedestrian trail system.
- Place assigned car pool and van pool parking spaces at the most desirable on-site locations;
- Provide showers and lockers for employees walking or bicycling to work.
- Incorporate commercial services onsite or in close proximity (e.g. day-care, dry-cleaners, fitness centers, financial services, grocery stores and/or restaurants).

Residential developments should appropriately implement similar measures to minimize traffic impacts. Possible measures, depending upon the location and scope of the particular residential development, could include elements such as the following:

- Construct transit amenities such as bus turnouts/bus bulbs, benches, shelters, etc.
- Provide direct, safe, attractive pedestrian access from project land uses to transit stops and adjacent development.
- Provide bicycle lanes, sidewalks and/or paths, connecting project residences to adjacent schools, parks, the nearest transit stop and nearby commercial areas.
- Provide secure and conveniently placed bicycle parking and storage facilities at parks and other facilities.
- Provide neighborhood-serving shops and services within or adjacent to residential project.
- Provide a satellite telecommute center within or near the development.
- Incorporate commercial services onsite or in close proximity (e.g. day-care, dry-cleaners, fitness centers, financial services, grocery stores and/or restaurant).

Transportation Demand Management Programs

New employment-generating development is required to develop and implement a Transportation Demand Management program that includes, where feasible, the following elements:

- Provide an on-site TDM coordinator;
- Provide transit information kiosks;
- Make transportation available during the day and guaranteed ride home programs for emergency use by employees who commute on alternate transportation. (This service may be provided by access to company vehicles for private errands during the workday and/or combined with contractual or pre-paid use of taxicabs, shuttles, or other privately provided transportation.);

- Provide vans for van pools;
- Implementation of a carpool/vanpool program (e.g., carpool ridematching for employees, assistance with vanpool formation, provision of vanpool vehicles, and carsharing);
- Provide shuttle access to regional rail stations (e.g. Caltrain, ACE, BART);
- Provide or contract for on-site or nearby child care services;
- Offer transit use incentive programs to employees, such as on site distribution of passes and/or subsidized transit passes for a local transit system (e.g. providing VTA EcoPass system or equivalent broad spectrum transit passes to all on-site employees);
- Implementation of parking cash out program for employees (non-driving employees receive transportation allowance equivalent to the value of subsidized parking);
- Encourage use of telecommuting and flexible work schedules;
- Require that deliveries on-site take place during non-peak travel periods.

Residential developments will be required to implement similar measures to minimize traffic impacts. Possible measures include:

- Provide transit information kiosks;
- Provide shuttle access to regional rail stations (e.g. Caltrain, ACE, BART);
- Provide or contract for on-site or nearby child care services;
- Offer transit use incentive programs to residents, such as distribution of passes and/or subsidized transit passes for a local transit system (e.g. providing VTA EcoPass system or equivalent broad spectrum transit passes to all residents).

5. Infrastructure Improvements

North San José is an established urban area that has long been planned for industrial park uses. The new development provided for through this Policy will more fully utilize new and existing infrastructure systems, resulting in a lesser need for new infrastructure in the near and long term than would result from a more sprawling form of growth. The proposed changes in land use and land use intensity will, however, also require some modifications in the planned and built infrastructure, especially in the transportation system. Additional infrastructure that will be provided specifically through the implementation of this Policy will include the intersection and roadway improvements and other utility improvements listed below. Generally these infrastructure improvements will be funded through a Traffic Impact Fee collected at the issuance of Building permits or through the formation of a Community Financing District (CFD) or similar mechanism that provides a secured source of funding.

Improvements will also be necessary to other types of infrastructure, including water supply, storm drain and sanitary sewer systems. In some cases these improvements will be made through on-site extensions of utilities or other services constructed as part of individual development projects. Other improvements will exceed the scope of an individual development project and require City management to implement. These improvements will need to be funded

from separate sources and are not addressed through the Traffic Impact Fee established with this Policy. All development projects within North San José are also subject to other existing development taxes and fees that support Citywide transportation improvements (e.g. the Building and Structure and Construction Excise fees) and infrastructure improvements.

Transportation Improvements

This Policy establishes a mechanism for the construction of transportation improvements necessary to mitigate the traffic impacts associated with the amount of new development also provided for through the Policy. These improvements, listed below, are described in more detail in the Attachment A, the North San José Deficiency Plan.

For any General Plan roadway improvements, including construction of interchanges, developers are required to dedicate the appropriate right-of-way consistent with the development review and entitlement process implemented Citywide. Any such required dedication and/or construction does not provide any transportation impact fee credits towards the requirements established within this Policy.

Major Roadway Projects

The major roadway projects included within the Policy generally serve as gateways and/or major arterials to and within North San José and serve the North San José area as a whole. Each one of these improvements is tied to a specific phase of the development per the phasing plan described below. Each improvement must be built, under construction, or funded and within one year from beginning of construction before the next phase of development can begin. The major roadway projects and their phases are:

- Montague Expressway Widening (Phase 1)
- US 101/Trimble Road Interchange (Phase 1)
- Montague Expressway/Trimble Road Connection (Phase 1)
- Charcot Avenue Extension (Phase 2)
- Zanker Road Widening (Phase 2)
- North First Street & SR 237 Interchange (Phase 3)
- McCarthy Boulevard & Montague Expressway Interchange (Phase 3)
- Zanker Road/Skyport Drive Connection (Phase 4)
- US 101/Mabury Road Interchange (Phase 4)

Transit/Bicycle/Pedestrian Enhancements

In addition to addressing vehicular roadway issues, the City has worked with the VTA to identify specific transit enhancements, that along with continuing implementation of the City's bicycle network and the improvement of pedestrian facilities, are intended to support alternative modes of transportation within the Policy area. These specific improvements are further described in Attachment A, Transportation Improvement Phasing Plan and Attachment B, the North San José Deficiency Plan. These improvements are distributed throughout all four phases of development.

Supporting Street System (Grid Streets)

The Policy provides a mechanism to develop the supporting street infrastructure system necessary to accommodate the movement of people and goods throughout the Core Area. A refined system of streets will provide improved vehicle and pedestrian circulation, on-street parking opportunities, suitable frontages for supporting commercial services and access to internal building service and parking areas. This will include extensions of existing streets, completion of missing segments, and construction of completely new streets. These streets also provide a benefit to traffic conditions throughout the Policy area as documented in the Policy impact fee study. Figure 4 shows the conceptual layout of the new street plan for the Core Area. Implementation of the new grid street system in the Core Area requires dedication of street right-of-way from the property owners. Such dedication will be required of property owners at the time of redevelopment of the affected properties and prior to any subdivision within the Core Area. Construction costs for the new streets are included within the improvements funded through the Traffic Impact Fee. The land cost for the grid streets is not part of the transportation improvement budget. A project that incorporates construction of one these streets may be credited the value as described in Attachment A, the Transportation Improvement Phasing Plan.

In situations where privately initiated development will result in dedication and/or construction of most, but not all of one of the planned grid streets, the City may take action to complete the full build-out of the street as planned. The City may seek reimbursement or grant credit for construction of grid streets in advance of actual development.

Local Intersection Improvements

Improvements will be made to increase capacity at 33 local intersections, either within the Policy area or in surrounding areas. Some of the intersection improvements will be incorporated into the Major Roadway Improvements listed above. Local intersection improvements are distributed through all four phases of development. Additional information on the intersection improvements is included in Attachment A, the Transportation Improvement Phasing Plan and in Attachment B, the North San José Deficiency Plan.

The addition of public streets and limited addition of private streets within the residential Overlay areas will be necessary to support new residential development. The location of these streets is not specifically designated in this Policy. The need for new streets and their precise location will be analyzed as part of any proposed rezoning to convert an industrial use to a residential use. If it is determined that a new street is needed as part of or adjacent to a proposed residential development, then that new street should be dedicated through the entitlement process for the residential project and constructed as a part of the residential project. In addition to providing for vehicle circulation, new streets should be used to create a positive interface or buffer between residential and industrial development or between new residential developments. Streets should also be constructed in anticipation of future development of adjacent properties that would allow for the continuation of the street.

Utilities and Other Infrastructure

In addition to roadway improvement, some improvement to utilities and infrastructure will be necessary in order to serve the level of development allowed through this Policy. These include improvements to the water supply, storm drainage and sanitary sewer systems. This infrastructure will be constructed through a variety of mechanisms, including localized improvements made through the private development review process, construction of new facilities by private utility providers and possible capital improvement projects undertaken by the City of San José. The capacity of these systems will need to be reviewed and improvements made as necessary as development occurs. Expansion of the City's recycled water pipeline is also an important goal of the Policy and opportunities for expansion of the pipeline should be implemented as they are identified, including through the construction of the new grid street system. The City should continue to require that new development include dual plumbing to allow use of recycled water for landscaping and for industrial processes as appropriate.

6. Implementation

The following procedures provide guidance and clarity for the ongoing implementation of the Policy vision and goals. As noted above, this Policy provides for the development of 26.7 million square feet of industrial development, 1.7 million square feet of neighborhood serving commercial development and 32,000 residential units. The supporting commercial development is not subject to any particular restrictions and new development projects may draw upon this capacity as needed. Industrial and residential development projects may be allocated a portion of this development capacity according to the following provisions and phasing plan.

Allocation of Industrial Square Footage or Residential Units

Residential or Industrial development capacity is considered to be reserved for a particular site upon issuance of a Site Development Permit or Planned Development Permit through the Planning Department, or a legally binding mechanism such as a Development Agreement or Vesting Tentative Map. (In order to further the City's economic development policies, the City may enter into Development Agreements with corporate users that include allocations that last for the term of the Development Agreement based upon a demonstration that the project will provide extraordinary benefit to the City.) Development capacity is not reserved for a property through adoption of a zoning or rezoning action. Reserved capacity cannot be allocated to another property. Site Development Permits and Planned Development Permits will have a two-year duration before expiration, but may include provisions for renewal. The Planning Director shall consider extension of development permits issued for which an active Building Permit application is on file. Actual allocation of development capacity will be granted to a site upon issuance of Building Permits, at which time the Traffic Impact Fee is collected to fund the corresponding transportation improvements. The two-year time limit for Planning permits is

necessary in order to prevent speculative entitlements that divert development capacity away from projects ready to develop in the near-term. Once the City has collected the Traffic Impact Fee at issuance of Building Permits, the amount of development equivalent to the fee is allocated to the subject property and cannot be allocated to another property.

Allocation of Industrial Development Capacity

Of the 26.7 million square feet of new industrial development capacity provided through this Policy, 16 million square feet may be allocated only to properties located within the Core Area in order to be consistent the Policy goals of concentrating development along the transit corridor and to be consistent with the traffic analysis prepared for the Policy. The remaining 10.7 million square feet may be allocated to any property within any part of the Policy area except within the designated San Jose International Airport Safety Zone.

It is possible to intensify the use of a site without adding new building area. Any proposed development that includes a number of parking spaces that exceeds the City's minimum parking requirement for the subject use by more than 5% (e.g. the number of parking spaces exceeds 105% of the amount required by the Zoning Ordinance), shall be considered to be a high intensity industrial use and will require allocation of additional industrial square footage in correlation to the proposed number of parking spaces. The amount of allocation required for high-intensity industrial development proposals (that include parking in excess of 105% of the City requirement) is based upon the City's parking ratio for the proposed use (e.g. for industrial park development, 350 square feet of development capacity will need to be allocated to the property for each additional parking space in excess of 105% of the minimum requirement.) Allocations for high intensity uses will be subject to all of the provisions within this Policy, including payment of the Traffic Impact Fee.

Upon issuance of Building Permits for a new residential development within the Policy Area, the displaced industrial development capacity (equal to the greater of the existing industrial square footage on site or the amount allowed under the FAR Cap for that property) can be reallocated to any other industrial property in the Policy Area provided that the existing industrial buildings have been demolished. Any other displaced industrial entitlement (e.g. square footage included within a Permit that expires or Development Agreement that expires or is terminated) is also available for redistribution to any property within the Policy area.

Allocation Criteria

Core Area properties should be given the highest priority for receiving allocation of industrial development capacity with secondary preference given to properties located within 2000 feet of a light rail station but outside of the Core Area. Preference for allocation will also be given to projects making use of allowable reductions in parking

All projects receiving allocation beyond the base levels should be consistent with the Design Criteria set forth below.

The Policy supports allocation for properties within the Core Area to foster intensification within the portion of North San José with the highest degree of accessibility to transit, regional roadways system, the Airport and the Downtown. Any development or redevelopment of properties within the Core Area, including those that receive allocation, should conform to the Core Area Design Criteria below.

Properties located outside of the Core Area may generally be granted allocation up to an FAR of 0.4. In order to receive additional allocation, projects should incorporate exceptional and/or innovative architectural design treatment, transit-oriented site design elements and programs to encourage alternative modes of transportation, including transportation demand management measures. Allocation may be granted to allow intensification within existing buildings for projects that make use of innovative interior site planning designed to concentrate employees in proximity to transit and include on-site amenities designed to reduce the need for workday trips.

Design Criteria and Principles

In general, new development within the Policy area should conform to the applicable Residential, Commercial or Industrial Design Guidelines of the City of San José. Consistent with the Vision and Purpose of this Policy, additional design criteria are included to promote the development of a high-end corporate center within the Core Area and to promote the use of alternative modes of transportation in the Policy area. These criteria are intended to:

- Enhance and reinforce property values and property utility
- Showcase creativity
- Provide for levels of pedestrian and vehicle circulation consistent with increased density
- Promote vibrant, well-designed, pedestrian and bicycle friendly areas
- Establish consistent building orientation
- Provide flexibility
- Accommodate security needs
- Foster long-term sustainability and encourage green building principles

Core Area Design Criteria

The North First Street corridor is the premium location for technology industrial headquarters development in the Silicon Valley. The design criteria set forth in the Policy are intended through public and private cooperation to establish an exciting and unique place symbolic of a leading role in the development and marketing of new technology. The following criteria are intended to address any new development or redevelopment occurring within the Core Area

- Site planning should be compatible with the establishment of new mid-block streets as illustrated in Figure 4. These streets perform a necessary role by providing local vehicle capacity and enhancing pedestrian traffic capacity. They also provide an opportunity for access into the interior areas of a site and should be used for the primary access to parking, services and loading operations. Placement of new driveways should be coordinated with adjacent sites.

- For sites adjacent to North First Street, new buildings should be oriented to the North First Street corridor. Parking structures should not be placed along North First Street. Concentrating buildings along the North First Street frontage will also facilitate the movement of water through the area during flood events.
- New development should meet a minimum density (FAR) consistent with the vision of establishing a high-profile corporate center within the Core Area.
- Use of surface parking lots should be minimized and any large surface parking lots should be placed behind buildings. Small amounts of visitor parking may be appropriate at the front of a site, but their visual impact should be minimized to the maximum extent feasible.
- New development should provide a high level of pedestrian environment amenities, including landscaped pedestrian connections between public streets and building entries, and where feasible enhanced pedestrian areas adjacent to the public sidewalk and attractive outdoor gathering area.
- Architectural treatment should make use of sustainable, high quality and innovative construction materials and techniques.

Multi-modal Transportation Design Criteria

The North San José Area Development Policy provides for continued development in North San José through the construction of new roadway improvements and the ongoing utilization of mass transit and other alternative transportation modes. New development within the Policy area should to the maximum extent feasible be designed and constructed in a manner so as to promote the use of transit, pedestrian and bicycle activity by incorporating elements such as the following:

- New buildings should be located and oriented on the site to promote access to transit facilities. Active use areas and building entrances should be oriented toward the nearest primary street.
- Establishing pedestrian connections to the nearest transit station should be given priority in the site design.
- Projects should incorporate new or additional improvements for pedestrian accessibility (e.g. new street-side entrances, pedestrian sidewalk connection oriented toward the nearest transit facility).
- All new development within the vicinity of light rail stations (e.g. within 2,000 feet) should in particular provide vibrant, well-designed, pedestrian and bicycle friendly areas onsite.
- Projects should include clear, safe and comfortable connections to transit and services from the site and building entries. These include pedestrian pathways, landscaping, canopy trees and pedestrian scale lighting.
- Projects should include adequately sized bicycle facilities.
- Projects should incorporate commercial services onsite or in close proximity or include space suitable for future conversion for commercial use.

Sustainable Building Criteria

Sustainable development practices and use of “green” building techniques are critical to the long-term success of the North San José area. North San José should be a showcase of sustainable building practices, consistent with the area’s role as a technology leader.

- New industrial and residential development should incorporate site design and green building architectural design treatments that reduce energy use, promote water conservation and otherwise reduce impacts environmental impacts. Participation in City resource conservation programs is strongly encouraged.
- New development should utilize recycled water to the extent feasible, particularly to irrigate landscape areas. Landscaping materials with low irrigation needs should be used in areas without access to recycled water.

Phasing

The development anticipated under this Policy is planned to occur over the next ten or more years. The Policy does not require that the infrastructure improvements be completed substantially in advance of the development, but it would be imprudent to allow substantial deterioration in roadway operations before constructing planned infrastructure improvements. Because of the traffic link within North San José among industrial development, residential development and the construction of new infrastructure, it is necessary that the construction of these three elements proceed concurrently. Providing commercial support services is also important to reduce the need for travel to such services. For this reason, the Policy includes a phasing plan that limits how much industrial or residential development may occur in advance of the construction of supporting infrastructure improvements and commercial development.

North San José is primarily an industrial area, a center of employment whose ongoing vitality is critical to the City’s economic health, and from which generated local revenues are essential to maintaining the City’s service levels. While residential development is proposed to support the new job growth, it would be contrary to the City’s planning goals and objectives to encourage or facilitate a substantial conversion of industrial land to residential uses too far in advance of the new job growth due to the resulting service costs, implications and impacts. The proposed Area Development Policy therefore limits the number of dwelling units that can be developed too far in advance of new industrial development. At the other end of the spectrum, development of too much industrial square footage without associated residential development would quickly overload the roadway system, and limit the internalization of commute trips and utilization of other transportation modes. The Area Development Policy also limits the amount of industrial development that could occur without some residential development occurring in the area in order to facilitate appropriate and workable balances in the development occurring under the Policy.

The result of these parameters is a range of residential units that can be developed in parallel with the phased industrial development. The impacts analysis contained in the EIR underlying the Policy evaluates the impacts that would occur as a “worst case,” as a result of the phasing plan. The range of assumed dwelling units for each phase, as summarized below, would limit

the extent of the impacts, and assure the City that the planned-for balance is maintained in North San José.

The total amount of new industrial and residential development capacity is divided into four phases, with 25 percent of the total amount of development in each category of land use assumed for each phase. The proposed transportation improvements are also divided into four phases based upon their cost and relative benefit. A minimum amount of supporting commercial development is also required in each phase to ensure that supporting commercial services are provided as the area develops. New hotel construction does not count toward these minimum amounts. This equates to the following amount of development capacity for each phase linked together as follows:

Table 2: Phasing Plan

Phase	Planning Permit Entitlement for new Industrial Development (Maximum Sq. Ft.)	Planning Permit Entitlement for new Commercial Development (Minimum Sq. Ft.)	Infrastructure Improvements	Planning Permit Entitlement for New Residential Units (Minimum & Maximum)
Phase 1	Up to 7 million	100,000	Group 1 Improvements	4,000 – 8,000
Phase 2	Up to 14 million	200,000	Group 2 Improvements	8,000 – 16,000
Phase 3	Up to 21 million	300,000	Group 3 Improvements	12,000 – 24,000
Phase 4	Up to 26.7 million		Group 4 Improvements	16,000 – 32,000

Phase 1 Up to a maximum of 8,000 dwelling units can be built during Phase 1. At least 4,000 dwelling units and 100,000 square feet of commercial space must be built or under construction before construction of industrial floor area in excess of 7 million square feet, or the beginning of Phase 2, can begin.

Phase 2 Up to a maximum of 16,000 dwelling units can be built through the end of Phase 2. At least 8,000 dwelling units and 200,000 square feet of commercial space must be built or under construction before construction of industrial floor area in excess of 14 million square feet, or the beginning of Phase 3, can begin. Evaluation of the need for a new fire station and new community policing center must also be completed prior to the commencement of Phase 3.

Phase 3 Up to a maximum of 24,000 dwelling units can be built through the end of Phase 3. At least 12,000 dwelling units must and 300,000 square feet of commercial space be built or under construction before construction of industrial floor area in excess of 21 million square feet, or the beginning of Phase 4, can begin.

Phase 4 Up to a maximum of 32,000 dwelling units can be built through the end of Phase 4. Construction of industrial floor area will not exceed 26.7 million square feet at the end of Phase 4.

The Policy does not establish a timeline for these phases. The amount of development and its timing will be determined by the economy, markets, and the decisions made by private sector property owners and developers. Construction of 85% of the infrastructure improvements for each phase must be reasonably assured to the satisfaction of the Director of Public Works and all of the improvements from any proceeding phase must be constructed before the industrial or residential development of the next phase may be issued Building Permits. Similarly, the entire industrial development of one phase and the minimum residential development of one phase must also have Building Permits issued before entitlements begin for the next phase.

Industrial square footage redistributed as a result of residential conversions is considered to be a part of the base development amount and is not subject to phasing requirements. In effect, any displaced industrial development (e.g. demolished as part of a new residential project) is added to the capacity of the current phase and immediately available for allocation to a new project.

As noted in the table above, a particular group of transportation improvements is linked to each phase of development. The specific infrastructure improvements for Group 1, Group 2, Group 3 and Group 4 are listed in Attachment A, the North San José Deficiency Plan. The phasing of the improvements was determined based on both the need for the improvements and the patterns identified in area level of service calculations.

The phase at which the major improvements would be needed was determined based on the extent to which each would serve the North San José area as a whole. Generally, the major improvements serve as gateways and/or major arterials to and within North San José, and can be evaluated as more or less useful for each of the development phases. The following major improvements will be built in conjunction with the phase indicated. This means that the improvement must be built, under construction, or funded and within less than one year of beginning construction before the next phase of development can begin.

The need for specific intersection improvements during each phase of development was determined based on level of service calculations (documented in the EIR for the Policy). Each impacted intersection was evaluated to determine during which phase the project traffic would cause the intersection to be significantly impacted. Minor exceptions were made for intersections for which proposed improvements are minor, and which can readily be completed with the first phase. The timing for intersection improvements must be concurrent with the development of the phase. Development allowed under the subsequent phase cannot, therefore, be approved until all intersection improvements of the current phase are within one year of completion.

Modifications

Modification to this Policy, including any proposed changes to the Phasing Plan, will require an amendment to this Policy and corresponding environmental review. The environmental impacts associated with specific amounts of development and transportation improvements have been analyzed and disclosed for the specific phases described above. Modification to these phases could alter their environmental impacts and so requires additional analysis.

Zoning and Permit Process

Implementation of this Policy occurs through the rezoning and development permit processes. New development may occur either through a Planned Development zoning and permit process or through a site development permit process consistent with the City's zoning ordinance.

Record Keeping

City Planning staff maintains records of the base FAR amounts for each property in the Policy area, the amount of development capacity available in the current phase and other supporting data sets. This information is publicly available upon request.

NORTH SAN JOSÉ DEFICIENCY PLAN (2006)

North San Jose Deficiency Plan

**Prepared for:
City of San Jose**

**Prepared by:
Hexagon Transportation Consultants, Inc.**

January 2006

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Executive Summary

This report sets forth a plan to address existing and anticipated deficiencies in the level of service (LOS) of intersections in North San Jose that are identified as part of the Valley Transportation Authority (VTA) Congestion Management Program (CMP). The deficiencies are projected to occur with the proposed intensification of future development within the North San Jose area. The objective of the North San Jose Deficiency Plan (NSJDP) is to identify and implement a set of measures that will improve transportation conditions and air quality in North San Jose. Further, it is the objective of the NSJDP to set forth a comprehensive solution to LOS deficiencies at CMP intersections in North San Jose to avoid the need for strict adherence to LOS standards at CMP intersections for which no localized mitigation is feasible.

Exceedance of LOS Standards

Nine of the 12 CMP intersections that are the subject of this Deficiency Plan are currently operating within the CMP LOS standard but all are expected to degrade to LOS F at sometime in the future. The City of San Jose has identified improvements for five of these intersections that will improve the level of service at the intersections to LOS E or better. Improvements for six other intersections have been identified that will improve intersection operations but not enough to meet the CMP LOS standard of E. The remaining intersection has been studied to identify possible improvements, but the City of San Jose has determined that the improvements required to meet LOS standards are not feasible. Table ES-1 presents projected intersection levels of service conditions for each of the 12 deficient intersections along with proposed improvement descriptions and estimated costs.

Intersection levels of service calculations were conducted as part of the “*North San Jose Development Policy*” traffic study prepared in January 2005. Results of the analysis indicate that 12 of the 22 CMP designated intersections located within North San Jose are projected to operate at LOS F or worse under project conditions. Improvements have been identified for 11 of the 12 intersections as part of this Deficiency Plan. The proposed improvements would greatly enhance circulation within and to North San Jose. Nevertheless, 8 CMP intersections within North San Jose will continue to operate at unacceptable levels. The deterioration of the identified intersections is projected to occur regardless of the planned development levels of the North San Jose Development Policy. The proposed improvements will serve to support future traffic to the maximum extent feasible. In addition to those improvements described for CMP intersections, improvements to other intersections are proposed to further improve the overall levels of service on the North San Jose transportation system. Table ES-2 presents a summary of operating

levels of each of the CMP within North San Jose.

Offsetting Roadway Improvements

The City of San Jose has identified several physical improvements to non-CMP intersections that will further offset CMP deficiencies. The improvements will serve to improve the overall operations of the North San Jose roadway network. The addition of new streets and physical improvements to non-CMP facilities will help alleviate congestion along the major arterials in North San Jose. Table ES-3 presents the offsetting improvements with cost estimates to non-CMP facilities located within North San Jose. Improvements were also identified at intersections and roadway facilities outside of North San Jose at which the anticipated traffic from North San Jose development will have an adverse effect. These additional facilities are not detailed since they are not located within North San Jose, but the improvements will serve to improve the overall operations in the city.

Transit, Bicycle, Pedestrian, and TDM Actions

The planned growth within the North San Jose area will require that the already extensive transit system within the North San Jose area be enhanced. The high density transit oriented proposed project development plan characterized by mixed land uses and high rise buildings along the North First Street creates opportunities for strong transit demand along with the need to implement pedestrian and bicycle facility improvements to reduce auto travel. The City of San Jose will work with VTA as the North San Jose area develops to find a mutually agreeable process to implement transit improvements. The planned specific transit/bicycle/pedestrian improvements are described in Table ES-4.

Additionally, offsetting actions from Immediate Implementation Action List of the VTA will be implemented by the City of San Jose. The actions will serve to offset deficiencies in the CMP transportation system anticipated by this plan.

Summary of Improvement Costs

In total, approximately \$519 million in needed roadway/intersection and transit/pedestrian/bicycle facility improvements have been identified in North San Jose as well as other parts of the city where it is expected that traffic associated with North San Jose development would have adverse effects. Table ES-5 itemizes the transportation improvement projects identified in this report and associated costs.

Table ES 1

Future Conditions CMP Intersection Levels of Service with Proposed Improvements

	Peak Hour	Future Conditions No Improvements		Future Conditions w/Improvements		Proposed Improvement	Funding	Estimated Cost
		Ave. Delay/a/	LOS	Ave. Delay/a/	LOS			
North First Street and SR 237 (South)	AM	34.7	C	27.9	C	Reconstruct interchange overpass	NSJ Impact Fee	\$7,000,000
	PM	139.6	F	49.8	D			
North First Street and Montague Expressway	AM	216.2	F	100.6	F	Widen Montague Expressway	NSJ Impact Fee	\$18,000,000
	PM	239.3	F	133.1	F			
Zanker Road and Montague Expressway	AM	274.7	F	66.8	E	Widen Zanker Road	NSJ Impact Fee	\$49,000,000
	PM	329.9	F	163.9	F			
Trimble Road and Montague Expressway	AM	47.7	D	21.5	C	Construct eastbound Montague to southbound Trimble Flyover	NSJ Impact Fee	\$30,000,000
	PM	555.6	F	52.5	D			
McCarthy Boulevard and Montague Expressway	AM	191.1	F	34.7	C	Replace at-grade intersection with square-loop interchange	NSJ Impact Fee	\$68,000,000
	PM	389.5	F	57.5	E			
Old Oakland Road and Montague Expressway	AM	233.1	F	173.5	F	Widen Montague Expressway Add second southbound left-turn lane	NSJ Impact Fee	\$500,000
	PM	217.3	F	114.4	F			
North First Street and Trimble Road	AM	118.5	F	86.2	F	Add second eastbound left-turn lane Add exclusive westbound right-turn lane	NSJ Impact Fee	\$1,000,000
	PM	123.4	F	101.0	F			
Zanker Road and Trimble Road	AM	120.3	F	63.7	E	Widen Zanker Road Add second eastbound and southbound left-turn lanes	NSJ Impact Fee	/c/
	PM	294.7	F	210.4	F			
North First Street and Brokaw Road*	AM	89.6	F			No Feasible Improvements		
	PM	96.2	F					
Zanker Road and Brokaw Road	AM	224.7	F	96.1	F	Widen Zanker Road Add second eastbound, northbound and southbound left-turn lanes	NSJ Impact Fee	/c/
	PM	198.2	F	105.2	F			
Old Oakland Road and Brokaw Road	AM	80.7	F	79.0	E	Widen Oakland Road	Funded	/d/
	PM	79.1	E	72.3	E			
Trade Zone Boulevard and Montague Expressway	AM	156.2	F	52.7	D	Add second northbound and southbound left-turn lanes Add westbound free-right turn lane	NSJ Impact Fee	\$2,175,000
	PM	119.6	F	70.0	E			
Total Cost								\$175,675,000

Notes:

/a/ Reported delay based on average control delay as calculated by TRAFFIX using HCM 2000 methodology

/b/ Calculated level of service based on worst case intersection LOS assuming lane configurations for two new intersections of square-loop interchange.

/c/ Part of Zanker Road widening cost of \$49,000,000 presented for Zanker/Montague

/d/ Improvement funding of \$1,000,000 is already in place.

* No feasible improvements

**Table ES 2
CMP Intersection Future Conditions Level of Service Summary**

	Peak Hour	Year 2000 Existing		Future Conditions No Improvements		Future Conditions w/Improvements	
		Ave. Delay/a/	LOS	Ave. Delay/a/	LOS	Ave. Delay/a/	LOS
#3026 North First Street and SR 237 (North)	AM	16.0	B	18.3	B	18.3	B
#3026	PM	16.8	B	21.0	C	21.0	C
#3027 North First Street and SR 237 (South)	AM	23.4	C	34.7	C	27.9	C
#3027	PM	25.0	C	139.6	F	49.8	D
#3030 Zanker Road and SR 237 (North)	AM	8.8	A	9.1	A	9.1	A
#3030	PM	13.4	B	11.6	B	11.6	B
#3031 Zanker Road and SR 237 (South)	AM	18.2	B	19.2	B	19.2	B
#3031	PM	12.4	B	14.6	B	14.6	B
#5807 North First Street and Montague Expressway	AM	63.3	E	216.2	F	100.6	F
#5807	PM	119.7	F	239.3	F	133.1	F
#5812 Zanker Road and Montague Expressway	AM	42.5	D	274.7	F	66.8	E
#5812	PM	54.9	D	329.9	F	163.9	F
#5808 Trimble Road and Montague Expressway	AM	23.5	C	47.7	D	21.5	C
#5808	PM	50.4	D	555.6	F	52.5	D
#5809 McCarthy Boulevard and Montague Expressway	AM	48.2	D	191.1	F	190.5	F
#5809	PM	119.3	F	389.5	F	304.1	F
#5801 Old Oakland Road and Montague Expressway	AM	78.0	E	233.1	F	173.5	F
#5801	PM	88.8	F	217.3	F	114.4	F
#3096 De La Cruz Boulevard and Trimble Road	AM	33.8	C	34.8	C	34.8	C
#3096	PM	53.4	D	53.6	D	63.0	E
#3098 North First Street and Trimble Road	AM	44.7	D	118.5	F	86.2	F
#3098	PM	50.0	D	123.4	F	101.0	F
#3119 Zanker Road and Trimble Road	AM	35.0	D	120.3	F	63.7	E
#3119	PM	53.8	D	294.7	F	210.4	F
#3083 North First Street and Brokaw Road*	AM	46.9	D	89.6	F	89.6	F
#3083	PM	44.6	D	96.2	F	96.2	F
#3020 US 101 and Brokaw Road	AM	28.5	C	42.2	D	42.2	D
#3020	PM	31.9	C	38.1	D	38.1	D
#3085 Zanker Road and Brokaw Road	AM	49.0	D	224.7	F	96.1	F
#3085	PM	59.7	E	198.2	F	105.2	F
#3051 I-880 and Brokaw Road (West)	AM	36.6	D	47.2	D	47.2	D
#3051	PM	28.7	C	43.2	D	34.6	C
#3050 I-880 and Brokaw Road (East)	AM	20.4	C	35.1	D	35.1	D
#3050	PM	19.1	B	25.2	C	19.9	B
#3084 Old Oakland Road and Brokaw Road	AM	52.4	D	80.7	F	79.0	E
#3084	PM	43.5	D	79.1	E	72.3	E
#3054 North First Street and I-880 (North)	AM	15.8	B	8.6	A	8.6	A
#3054	PM	10.5	B	16.9	B	16.9	B
#3055 North First Street and I-880 (South)	AM	22.0	C	27.3	C	27.3	C
#3055	PM	17.4	B	23.8	C	23.8	C
#3106 Lundy Avenue and Murphy Avenue	AM	45.0	D	50.7	D	50.7	D
#3106	PM	43.9	D	60.0	E	60.0	E
#5802 Trade Zone Boulevard and Montague Expressway	AM	45.8	D	156.2	F	52.7	D
#5802	PM	75.8	E	119.6	F	70.0	E

Notes:

/a/ Reported delay based on average control delay as calculated by TRAFFIX using HCM 2000 methodology

**Table ES 3
Future Conditions Intersection Levels of Service with Proposed Improvements -Non-CMP Facilities**

	Peak Hour	Future Conditions No Improvements		Future Conditions w/Improvements		Proposed Improvement	Funding	Estimated Cost
		Ave. Delay/a/	LOS	Ave. Delay/a/	LOS			
Roadway Improvements								
Grid System							NSJ Impact Fee	\$55,000,000
Zanker Rd. Widening							NSJ Impact Fee	See Note /b/
Zanker Rd./Skyport Dr. Connection							NSJ Impact Fee	\$64,000,000
US 101/Trimble Rd. Interchange							NSJ Impact Fee	\$27,000,000
Charcot Avenue Extension							NSJ Impact Fee	\$32,000,000
Mabury Interchange							NSJ Impact Fee	\$43,000,000
							Sub-Total	\$221,000,000
Intersection Improvements								
Zanker Road and Tasman Drive	AM	47.2	D	43.4	D	Add second eastbound and westbound left-turn lanes	NSJ Impact Fee	\$2,000,000
	PM	76.3	E	60.3	E			
North First Street and Charcot Avenue	AM	158.7	F	80.5	F	Add exclusive westbound and eastbound right-turn lanes	NSJ Impact Fee	\$2,000,000
	PM	92.3	F	65.1	E	Add second southbound left-turn lane		
North First Street and Metro Drive	AM	21.2	C	17.6	B	Add second eastbound left-turn lane	NSJ Impact Fee	\$250,000
	PM	58.7	E	28.7	C			
Zanker Road and Charcot Avenue	AM	122.2	F	56.6	E	Add second left-turn lane to all approaches	NSJ Impact Fee	\$2,000,000
	PM	187.3	F	61.0	E	Widen Charcot Avenue to 4-lanes		
Junction Avenue and Charcot Avenue	AM	66.6	E	34.9	C	Add second eastbound and westbound left turn lanes	NSJ Impact Fee	\$1,000,000
	PM	179.6	F	39.6	D	Widen Charcot and Junction Avenues		
Bering Drive and Brokaw Road	AM	83.3	F	41.6	D	Add second northbound left-turn lane	NSJ Impact Fee	\$1,000,000
	PM	44.3	D	43.8	D	Add separate southbound left-turn lane		
							Sub-Total	\$8,250,000
							Total Cost	\$229,250,000

Notes:
/a/ Reported delay based on average control delay as calculated by TRAFFIX using HCM 2000 methodology
/b/ Zanker Road widening cost of \$49,000,000 included with CMP facility costs.

**Table ES 4
Transit, Bicycle and Pedestrian Improvements**

Improvement	Cost
Specialized bus/shuttle passenger shelters and other stop and station improvements and amenities.	\$3.0 million
LRT Station Platform improvements including possible widening or lengthening, new passenger shelters and extending shelters to accommodate three-car trains.	\$7.5 million
Lighting, furniture and landscaping at LRT stations, bus stops and key pedestrian locations.	\$2.0 million
Self-cleaning bathrooms (2-4 locations)	\$1.5 million
Real-time information infrastructure and other intelligent transportation systems enhancements at stations and stop areas.	\$1.0 million
Bus Stop duck outs at up to ten locations (priority at @ Tasman LRT station).	\$500k
Shuttles between residential areas, businesses and transit stops/stations. Shuttle service may be pursued by the City of San Jose as conditions of development approvals.	TBD
New bus/shuttle stop locations (notably around the Tasman LRT station) including dedication of Rights-of-Way dedications (ROW dedications will be pursued by the City of San Jose as conditions of development approvals and are not included in this cost estimate.)	\$500k
Bi-directional full priority with ability to cascade calls for green signals for LRT along North First Street from Santa Clara Street (downtown) to Tasman Drive (up to 28 intersections.)	\$1.0 million
LRT operations capital improvements, including but not limited to: <ul style="list-style-type: none"> • Trackway improvements. • Switches. • Tail/storage/layover tracks. • Other improvements to be determined. 	\$15 million
Guadalupe River Trail.	\$10 million
Coyote Creek Trail.	\$10 million
General Bicycle and Pedestrian Improvements, including but not limited to: <ul style="list-style-type: none"> • Bike Lanes and bike sensitive signal detectors. • Bike Racks and bike storage facilities such as cages or electronic bike lockers. • Pedestrian Scale lighting. • Intersection and Crosswalk improvements including but not limited to special pavers or pavement, bollards, pedestrian-activated in pavement lights, countdown signals for pedestrian crossings, narrowing of pedestrian crossing distance including reduced curve radii and/or curb bulbouts, sidewalks along median from intersections to station platform and other safety and aesthetic enhancement. • Curb Ramps. • Other bicycle and pedestrian improvements to be determined. 	\$10.3 million
Total	\$62.3 million

**Table ES 5
Transportation Improvement Cost Summary**

Location (Type)	Cost
NSJ CMP Intersection Improvements	
North First Street & SR237 (South)	\$7,000,000
North First Street & Montague Expressway	\$18,000,000(a)
Zanker Road & Montague Expressway	\$49,000,000(b)
Trimble Boulevard & Montague Expressway	\$30,000,000
McCarthy Boulevard & Montague Expressway	\$68,000,000
Old Oakland Road & Montague Expressway	\$500,000
North First Street & Trimble Road	\$1,000,000
Zanker Road & Trimble Road	See Note c
Zanker Road & Brokaw Road	See Note c
Old Oakland Road & Brokaw Road	See Note d
Trade Zone Boulevard & Montague Expressway	\$2,175,000
Subtotal CMP Intersection Improvements	\$175,675,000
Offsetting Improvements to NSJ Non-CMP Intersections	
North San Jose Grid Street System	\$55,000,000
Zanker Road Widening	See Note c
Zanker Road/Skyport Drive Connection	\$64,000,000
US 101/Trimble Road Interchange	\$27,000,000
Charcot Avenue Extension	\$32,000,000
Mabury Road Interchange	\$43,000,000
Zanker Road & Tasman Drive	\$2,000,000
North First Street and Charcot Avenue	\$2,000,000
North First Street and Metro Drive	\$250,000
Zanker Road and Charcot Avenue	\$2,000,000
Junction Avenue and Charcot Avenue	\$1,000,000
Bering Drive and Brokaw Road	\$1,000,000
Subtotal NSJ Non-CMP Intersection Improvements	\$229,250,000
Other Intersection Improvements Outside of NSJ	51,775,000
Offsetting Action from VTA CMP Immediate Implementation Action List	
Transit, Bicycle, Pedestrian, and TDM Actions	\$62,300,000
Total	\$519,000,000

Notes:

a – Cost associated with the widening of Montague Expressway

b – Cost associated with the widening of Zanker Road

c – Included as part of the Zanker Widening cost listed at Zanker Rd./Montague Expwy.

d – Improvement funding of \$1,000,000 is already in place.

1. Introduction

The purpose of this document is to set forth a plan to address existing and anticipated deficiencies in the level of service (LOS) of intersections in North San Jose that are identified as part of the VTA's Congestion Management Program (CMP). The objective of the North San Jose Deficiency Plan (NSJDP) is to identify and implement a set of measures that will improve transportation conditions and air quality in North San Jose. Further, it is the objective of the NSJDP to set forth a comprehensive solution to LOS deficiencies at CMP intersections in North San Jose to avoid the need for strict adherence to LOS standards at CMP intersections for which no localized mitigation is feasible.

This plan report is organized into six chapters (including this introduction) and one appendix, as follows:

- ❖ Chapter 2 contains a deficiency analysis of roadways and intersections that will exceed the CMP LOS standard, a list and planning-level cost estimates of the physical improvements necessary to maintain the CMP LOS standard on subject intersections, an explanation of why particular intersections cannot be improved to operate with the CMP LOS standard, and an analysis of system-wide benefits to CMP intersections,
- ❖ Chapter 3 identifies physical improvements to non-CMP intersections designed to provide additional offset and sets forth an action list describing how feasible and appropriate actions on the VTA CMP Immediate Implementation Action List will be implemented as part of the deficiency plan,
- ❖ Chapter 4 contains an action plan that describes how deficiency plan actions will be implemented, who bears responsibility for implementation, the source of funding for individual actions, and the timing of implementation,
- ❖ Chapter 5 contains a monitoring program that describes how the City will evaluate the implementation of deficiency plan actions,
- ❖ Chapter 6 describes the reconciliation of CEQA with actions included in the deficiency plan, and
- ❖ Finally, Appendix A contains VTA's CMP Immediate Implementation Action list.

Background

Deficiency Plan Policy

The California State Congestion Management Program (CMP) legislation requires Member Agencies to prepare deficiency plans for CMP intersections located within their jurisdictions that exceed, or are expected to exceed in the future, the CMP traffic level-of-service (LOS) standard. The CMP standard for Santa Clara County is LOS E. The statute requires that deficiency plans improve system-wide traffic level of service and contribute to a significant improvement in air quality. If a CMP System intersection exceeds the LOS standard and does not have a CMP-approved deficiency plan, then the local jurisdiction in which the intersection is located is at risk of losing gas tax revenues provided from Proposition 111 (1991).

Deficiency plans are a logical addition to CMP LOS standards, because in some situations, meeting LOS standards may be impossible or undesirable. For these situations, deficiency plans allow local jurisdictions to adopt innovative and comprehensive transportation strategies for improving system-wide LOS rather than adhering to strict traffic LOS standards that may contradict other community goals. In short, deficiency plans allow Member Agencies to trade off a LOS violation on one CMP intersection for improvements to other facilities or services (e.g. transit, bicycles, walking, or transportation demand management). For example, it may be impossible to improve a CMP intersection to meet the LOS standard because of insufficient right-of-way. With deficiency plans, offsetting improvements, such as higher-density residential development or improved transit service, can be pursued.

A deficiency plan must identify the cause(s) of a deficiency, demonstrate that all feasible improvements have been made to the deficient intersection, and describe actions that will be implemented to compensate for the deficiency.

North San Jose Deficiency Plan Update

In 1994, a Deficiency Plan for North San José was adopted by both the City of San José and the Santa Clara County Congestion Management Agency (which was later combined with the Santa Clara County Transit District to form VTA). During the past eleven years, the City has adhered to the requirements of the deficiency plan, and has implemented many of the improvements and operational actions identified, and/or required of new development approved within the City of San José's North San Jose Area. The *Deficiency Plan for North San José* is now being updated to be consistent with the revised *North San Jose Area Development Policy* adopted in 2005, and to reflect current and planned infrastructure and land use policies in the City.

Deficiency Plan Actions

Deficiency plan actions are transportation improvements, programs, and actions that are implemented to compensate for violations or potential violations of the CMP traffic LOS standard. Under the statute, the Bay Area Air Quality Management District (Air District) is required to prepare a list of deficiency plan actions, improvements, and programs for use in local deficiency plans. According to the statute, actions included in local deficiency plans must be from this list or be approved by the Air District. Air District staff prepared a Deficiency Plan Action List, and the CMP has used the Air District's Deficiency Plan Action List to develop its own action list tailored to Santa Clara County.

The VTA CMP's action list is divided into two categories—immediate implementation actions and deferred implementation actions. Immediate implementation actions are those that Member Agencies can

implement immediately. Deferred implementation actions are actions that cannot be implemented immediately because they require new institutional arrangements and/or specific implementation techniques that must be developed. The VTA CMP requires Member Agencies to implement all feasible and applicable actions on the most current version of the VTA CMP Deficiency Plan Immediate Implementation Action List. Additionally, to further improve transportation conditions, the CMP recommends that Member Agencies include as many actions from the Deferred Implementation Action List as possible.

Deficiency Plan Area Boundary and Deficient Intersections

The North San Jose Deficiency Plan addresses deficiencies throughout North San Jose in an area also known as the Golden Triangle. Figure 1 shows the location of the deficiency plan area boundary and the 12 CMP intersections that have existing or anticipated deficiencies. The Deficiency Plan area is generally bounded by US 101, I-880, and SR 237. The Deficiency Plan Area contains 22 intersections that are part of the CMP system. According to a traffic report prepared for the City of San Jose entitled: “*North San Jose Development Policy*,” 12 of the 22 CMP intersections are projected to be deficient under the desired development levels for North San Jose.

Description of Base Year and Future Conditions

North San Jose Development Traffic Projections

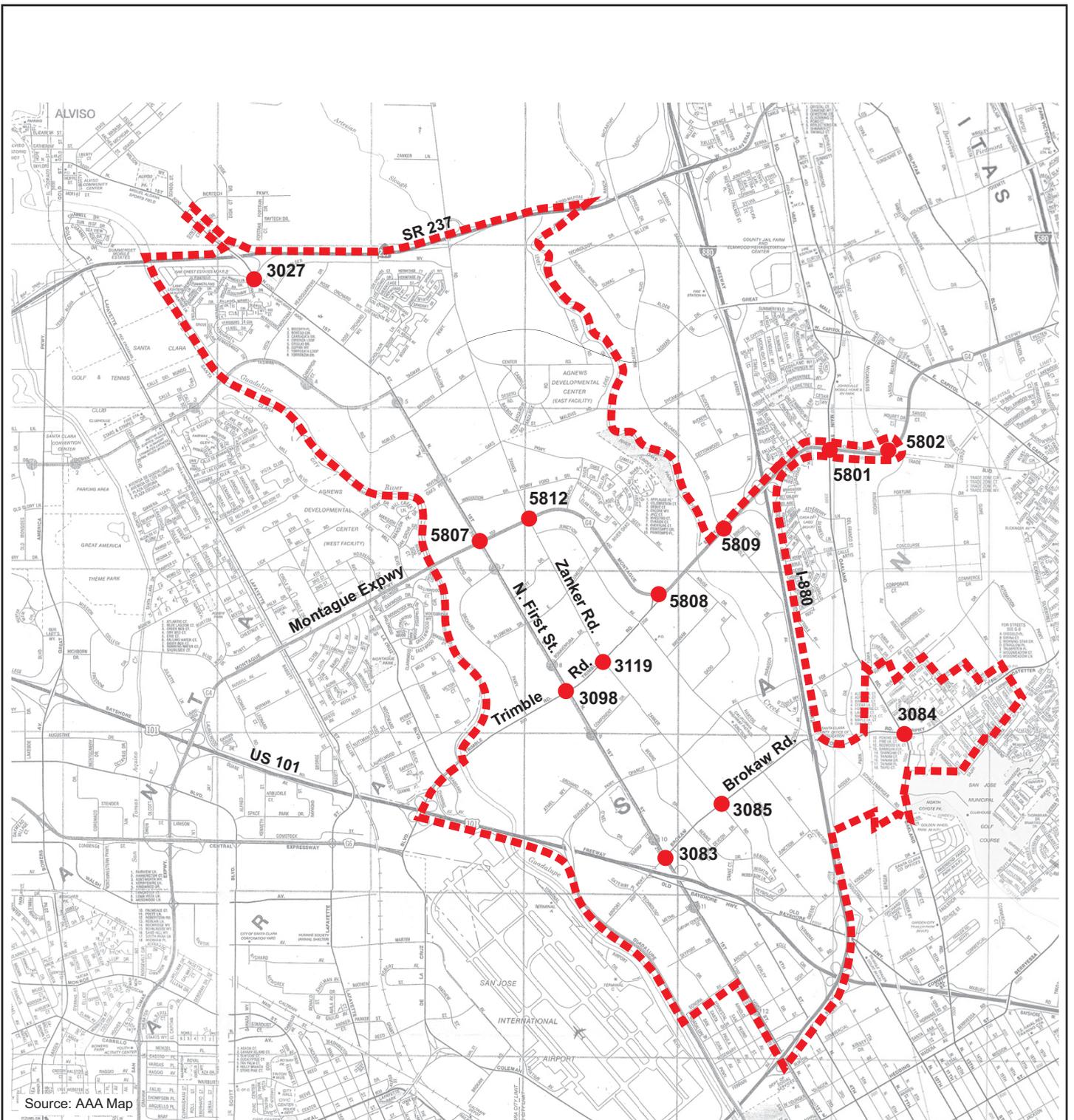
The North San Jose area is primarily an industrial area made up of one to four story buildings housing high-tech companies and other industrial businesses. Though there are some residential developments within the North San Jose area, it has generally been viewed as a major employment center for the city. The proposed North San Jose development levels would allow for the intensification of employment, while also adding additional housing to balance land uses in the North San Jose area. The proposed future development levels for each type of land use, or what is referred to as the “project,” are as follows:

26.7 msf of Industrial Space
1.7 msf of Commercial Space
32,000 residential units

The project’s housing and employment numbers were then aggregated to traffic zones and put into the model to project the future traffic volumes. The project would add approximately 122,000 jobs and 32,000 high-density residential units to the North San Jose area. In addition, the project assumes 18,000 new housing units in potential growth areas within the City of San Jose and other areas within Santa Clara County. Figure 2 presents land uses within the North San Jose Deficiency Plan area.

The VTA Silicon Valley Rapid Transit Corridor (SVRTC) travel demand model, modified by the City’s consultants, was used to estimate the trip making characteristics of the project. There are four major steps in the travel demand forecasting process. First, the trip generation model is applied to calculate the number of (daily) trips produced by the population in the modeled area. Next, the distribution model estimates where the trips are coming from and going to. The mode choice model then estimates which mode of transportation will be chosen for each trip (walk, bike, transit, automobile). And at last, the trip assignment step determines the amount of traffic that will be allocated to each road or transit route.

The model estimated that the project will increase the number of trips within the region by approximately 3% or 622,000 per day. The total number of projected regional trips is approximately 22 million trips. The North



----- = North San Jose Deficiency Plan Area Boundary

● = Deficient Intersection

Figure 1

NORTH SAN JOSE DEFICIENCY PLAN AREA AND DEFICIENT CMP INTERSECTION

North San Jose Deficiency Plan

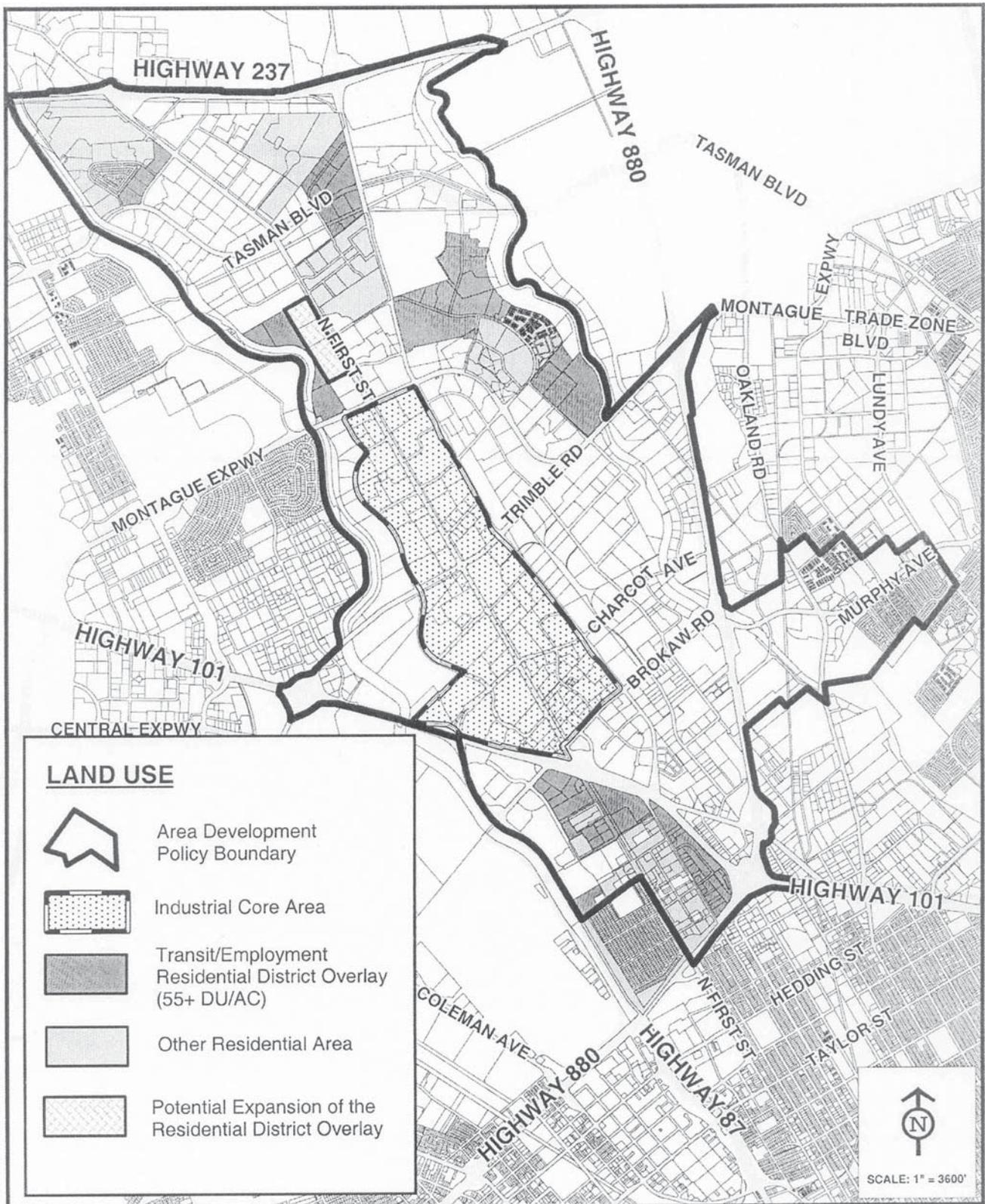


Figure 2

NORTH SAN JOSE DEFICIENCY PLAN AREA LAND USE MAP

San Jose project area will generate about 487,000 new person trips. About 158,000 (or 32%) of these project trips will stay within the North San Jose area. Of all North San Jose project trips, 88% will be made by automobile, six percent will be on transit and six percent will be pedestrian or bike. Of the trips that will stay within the North San Jose area, these mode shares are 75% automobile, 8% transit, and 17% pedestrian/bike. The project will add approximately 34,200 vehicles to the roadways during the AM peak hour and 41,300 vehicles during the PM peak hour.

Intersection Level of Service

Only three of the 12 intersections that are the subject of this deficiency plan currently operate at LOS F, according to Year 2000 conditions (The year 2000 reflects peak traffic conditions in North San Jose since volumes have since decreased slightly). The level of service at the remaining nine intersections will decline to LOS F under future conditions without improvements. Table 1 summarizes existing and future LOS.

Responsible Government Agencies

With the exception of Montague Expressway, all deficient intersections identified in this deficiency plan are located in the City of San Jose. Montague Expressway is within the jurisdiction of the County of Santa Clara. The deficiency plan actions identified in this report will be implemented as part of the North San Jose Development Policy by each applicable jurisdiction in which they are located. With provided funds, each jurisdiction (City of San Jose, County of Santa Clara, VTA) will be responsible for implementing each action. The Valley Transportation Authority (VTA), as the administrator of the county Congestion Management Program, has designated funds for several deficiency plan actions that are also part of the Valley Transportation Plan 2030.

Table 1
NSJ CMP Intersection LOS—Existing and Future Conditions

TRAFFIX Number	Peak Hour	Year 2000 Existing		Future Conditions No Improvements	
		Ave. Delay/a/	LOS	Ave. Delay/a/	LOS
#3026 North First Street and SR 237 (North)	AM	16.0	B	18.3	B
#3026	PM	16.8	B	21.0	C
#3027 North First Street and SR 237 (South)	AM	23.4	C	34.7	C
#3027	PM	25.0	C	139.6	F
#3030 Zanker Road and SR 237 (North)	AM	8.8	A	9.1	A
#3030	PM	13.4	B	11.6	B
#3031 Zanker Road and SR 237 (South)	AM	18.2	B	19.2	B
#3031	PM	12.4	B	14.6	B
#5807 North First Street and Montague Expressway	AM	63.3	E	216.2	F
#5807	PM	119.7	F	239.3	F
#5812 Zanker Road and Montague Expressway	AM	42.5	D	274.7	F
#5812	PM	54.9	D	329.9	F
#5808 Trimble Road and Montague Expressway	AM	23.5	C	47.7	D
#5808	PM	50.4	D	555.6	F
#5809 McCarthy Boulevard and Montague Expressway	AM	48.2	D	191.1	F
#5809	PM	119.3	F	389.5	F
#5801 Old Oakland Road and Montague Expressway	AM	78.0	E	233.1	F
#5801	PM	88.8	F	217.3	F
#3096 De La Cruz Boulevard and Trimble Road	AM	33.8	C	34.8	C
#3096	PM	53.4	D	53.6	D
#3098 North First Street and Trimble Road	AM	44.7	D	118.5	F
#3098	PM	50.0	D	123.4	F
#3119 Zanker Road and Trimble Road	AM	35.0	D	120.3	F
#3119	PM	53.8	D	294.7	F
#3083 North First Street and Brokaw Road	AM	46.9	D	89.6	F
#3083	PM	44.6	D	96.2	F
#3020 US 101 and Brokaw Road	AM	28.5	C	42.2	D
#3020	PM	31.9	C	38.1	D
#3085 Zanker Road and Brokaw Road	AM	49.0	D	224.7	F
#3085	PM	59.7	E	198.2	F
#3051 I-880 and Brokaw Road (West)	AM	36.6	D	47.2	D
#3051	PM	28.7	C	43.2	D
#3050 I-880 and Brokaw Road (East)	AM	20.4	C	35.1	D
#3050	PM	19.1	B	25.2	C
#3084 Old Oakland Road and Brokaw Road	AM	52.4	D	80.7	F
#3084	PM	43.5	D	79.1	E
#3054 North First Street and I-880 (North)	AM	15.8	B	8.6	A
#3054	PM	10.5	B	16.9	B
#3055 North First Street and I-880 (South)	AM	22.0	C	27.3	C
#3055	PM	17.4	B	23.8	C
#3106 Lundy Avenue and Murphy Avenue	AM	45.0	D	50.7	D
#3106	PM	43.9	D	60.0	E
#5802 Trade Zone Boulevard and Montague Expressway	AM	45.8	D	156.2	F
#5802	PM	75.8	E	119.6	F

Notes:

Source: North San Jose Development Policy, Hexagon Transportation Consultants, February 2005

/a/ Reported delay based on average control delay as calculated by TRAFFIX using HCM 2000 methodology and adhering to CMP guidelines.

Box indicates LOS F conditions

2. Deficiency Analysis

The purpose of this chapter is to examine why roadways and intersections in the plan area will exceed the CMP LOS standard, analyze the degree to which roadways and intersections will exceed the CMP LOS standard, and project how development in North San Jose and neighboring cities is expected to impact transportation conditions within the plan area.

Exceedance of LOS Standards

Nine of the 12 CMP intersections that are the subject of this Deficiency Plan are currently operating within the CMP LOS standard but all are expected to degrade to LOS F at sometime in the future. The City of San Jose has identified improvements for five of these intersections that will improve the level of service at the intersections to LOS E or better. Improvements for six other intersections have been identified that will improve intersection operations but not enough to meet the CMP LOS standard. The improvements planned for these intersections, however, are years from programming and completion, and as a result the operation of these intersections may exceed CMP LOS standards in the interim. The remaining intersection has been studied to identify possible improvements, but the City of San Jose has determined that the improvements required to meet LOS standards are not feasible.

Study intersections were evaluated for the revised North San Jose Development Policy and were done so based on traffic forecasts using the Valley Transportation Authority (VTA) Silicon Valley Rapid Transit Corridor (SVRTC) traffic model with refinements implemented by the City's consultants to improve the model's performance in Santa Clara County and North San Jose, specifically. The evaluation is based on intersection levels of service calculations conducted as part of the "*North San Jose Development Policy*" traffic study prepared in January 2005. Table 2 presents projected intersection levels of service conditions for each of the 12 deficient intersections.

Impact of Development on Transportation Conditions

Anticipated deficiencies identified in this plan are the result of development in North San Jose and the surrounding area. For the purposes of this study, growth is measured against 2000 development levels, which are considered worse case compared with current conditions. Anticipated development in North San Jose includes:

- 26.7 million square feet of Industrial Space
- 1.7 million square feet of Commercial Space
- 32,000 Residential Units

Combined, this development will result in 122,000 jobs and 32,000 new high-density residential units in North San Jose. In addition, the analysis assumes 18,000 new housing units in potential growth areas within the City of San Jose and other areas within Santa Clara County. The change in commercial (retail, office, industrial, R & D) square footage under the plan is expected to occur within the existing industrial areas of North San Jose.

Proposed Improvements for Deficient Intersections

The purpose of this section is to describe the physical improvements that are possible at the subject intersections, provide statements explaining why certain intersections cannot be improved to operate within the CMP traffic LOS standard, and summarize an analysis of system-wide benefits to CMP intersections that will result from implementation of the North San Jose Deficiency Plan. The improvements described below are based on the analysis conducted as part of the North San Jose Development policy traffic study and will be necessary to support the projected growth in North San Jose identified in the study. The improvements are preliminary designs only, and details about specific right-of-way and design features will be worked out when the improvements are programmed. Estimated costs are planning-level estimates only. Table 2 summarizes future conditions and improvement costs for the 12 CMP intersections studied in this deficiency plan.

North First Street and SR 237 (South)

A third northbound through lane will be added at the intersection. The addition of the through lane will require widening of the existing overpass of SR 237. This improvement will maintain the level of service at this intersection at LOS D. The estimated cost is \$7,000,000.

North First Street and Montague Expressway

As part of the Tier 1-A improvements to Montague Expressway identified by the County of Santa Clara, Montague Expressway will be widened within North San Jose from six to eight lanes between North First Street and I-880. However, the Montague Expressway widening will not be adequate to improve intersection LOS to the CMP LOS standard. There are no further feasible improvements that can be implemented to improve intersection levels of service to acceptable levels due to right-of-way constraints and the adverse effects further roadway widening will have on transit and pedestrian facilities. Further widening of the roadways will increase vehicular traffic through the intersection that in turn will cause increased delays on buses and the LRT system, and require narrower sidewalks. The estimated cost of the Montague widening is \$18,000,000.

Zanker Road and Montague Expressway

Zanker Road will be widened to six lanes between Old Bayshore Highway and Montague Expressway. As part of the Zanker Road widening, second northbound and southbound left-turn lanes will be constructed at the intersection of Zanker Road and Montague Expressway. However, the intersection improvements will not be adequate to improve intersection LOS to the CMP LOS standard. There are no further feasible improvements that can be implemented to improve intersection levels of service to acceptable levels due to right-of-way constraints and the adverse effects further roadway widening will have on transit and pedestrian facilities. Further widening of the roadways will increase vehicular traffic through the intersection that in turn will cause increased delays on the transit system, and require narrower sidewalks. The estimated cost of the Zanker Road widening is \$49,000,000 that includes improvements at the intersections of Zanker Road and Brokaw Road and Zanker Road and Trimble Road.

Trimble Road and Montague Expressway

The intersection of Trimble Road with Montague Expressway serves as a major access point into and out of North San Jose. It currently experiences large vehicle queues for the westbound Montague Expressway to southbound Trimble Road movement. The movement is currently served by three left-turn lanes. County improvement plans identify the construction of a flyover to serve the movement. With the construction of the flyover all other movements at the intersection will improve. The improvements will maintain the level of service at this intersection at LOS E. The estimated cost is \$30,000,000.

McCarthy Boulevard and Montague Expressway

The intersection of McCarthy Boulevard/O'Toole Avenue with Montague Expressway serves as a major access point into and out of North San Jose to and from I-880. The intersection also serves portions of Milpitas. As such, major congestion is experienced on all approaches to the intersection. County improvement plans identify the construction of a "square-loop" interchange to replace the at-grade intersection as a Tier 1-B improvement. The interchange will eliminate the conflicting movements at the intersection and allow for uninterrupted flow along Montague Expressway to I-880. While specific designs have not been completed yet, it is assumed that the improvements will maintain the level of service at the new facilities at LOS E. The estimated cost of the interchange is \$68,000,000.

Old Oakland Road and Montague Expressway

A second southbound left-turn lane on Old Oakland Road will be added to the intersection. However, the intersection improvement will not be adequate to improve intersection LOS to acceptable levels. There are no further feasible improvements that can be implemented to improve intersection levels of service to the CMP LOS standard due to right-of-way constraints and the adverse effects further roadway widening will have on transit and pedestrian facilities. Further widening of the roadways will increase vehicular traffic through the intersection that in turn will cause increased delays on the transit system, and require narrower sidewalks. The estimated cost of the improvement is \$500,000.

North First Street and Trimble Road

A second eastbound left-turn lane and exclusive westbound right-turn lane on Trimble Road will be added at its intersection with North First Street. The improvements may require acquisition of a minimal amount of right-of-way. However, the intersection improvement will not be adequate to improve intersection LOS to acceptable levels. There are no further feasible improvements that can be implemented to improve intersection levels of service to the CMP LOS standard due to right-of-way constraints and the adverse

effects further roadway widening will have on transit and pedestrian facilities. Further widening of the roadways will increase vehicular traffic through the intersection that in turn will cause increased delays on the transit system, and require narrower sidewalks. The estimated cost of the improvement is \$1,000,000.

Zanker Road and Trimble Road

Second eastbound and southbound left-turn lanes will be added at the intersection. The improvements will be constructed as part of the Zanker Road widening project. The improvements will fit within the existing right-of-way, but will require reconstruction of the existing medians. However, the intersection improvement will not be adequate to improve intersection LOS to acceptable levels. There are no further feasible improvements that can be implemented to improve intersection levels of service to the CMP LOS standard due to right-of-way constraints and the adverse effects further roadway widening will have on transit and pedestrian facilities. Further widening of the roadways will increase vehicular traffic through the intersection that in turn will cause increased delays on the transit system, and require narrower sidewalks. The improvements will be included as part of the Zanker Road widening that has an estimated cost of \$49,000,000.

North First Street and Brokaw Road

This intersection is projected to operate at LOS F into the future. The City of San Jose has determined that there is no feasible improvement for this intersection due to the impacts associated with acquiring additional needed right-of-way. The intersection's proximity to access points to and from US 101 is also a factor in the degraded level of service expected at this intersection.

Zanker Road and Brokaw Road

Second eastbound, northbound and southbound left-turn lanes will be constructed. However, the intersection improvement will not be adequate to improve intersection LOS to acceptable levels. There are no further feasible improvements that can be implemented to improve intersection levels of service to the CMP LOS standard due to right-of-way constraints and the adverse effects further roadway widening will have on transit and pedestrian facilities. Further widening of the roadways will increase vehicular traffic through the intersection that in turn will cause increased delays on the transit system, and require narrower sidewalks. The improvements will be included as part of the Zanker Road widening that has an estimated cost of \$49,000,000.

Old Oakland Road and Brokaw Road

Old Oakland Road will be widened from four to six lanes. This improvement will maintain the level of service at this intersection at LOS E. The improvement is already funded at \$1,000,000.

Trade Zone Boulevard and Montague Expressway

Second northbound and southbound left-turn lanes as well as a westbound free-right-turn lane will be added to the intersection. These improvements will maintain the level of service at this intersection at LOS E. The estimated cost of the improvements is \$2,175,000.

Table 2
Future Conditions CMP Intersection Levels of Service with Proposed Improvements

	Peak Hour	Future Conditions No Improvements		Future Conditions w/Improvements		Proposed Improvement	Funding	Estimated Cost
		Ave. Delay/a/	LOS	Ave. Delay/a/	LOS			
North First Street and SR 237 (South)	AM	34.7	C	27.9	C	Reconstruct interchange overpass	NSJ Impact Fee	\$7,000,000
	PM	139.6	F	49.8	D			
North First Street and Montague Expressway	AM	216.2	F	100.6	F	Widen Montague Expressway	NSJ Impact Fee	\$18,000,000
	PM	239.3	F	133.1	F			
Zanker Road and Montague Expressway	AM	274.7	F	66.8	E	Widen Zanker Road	NSJ Impact Fee	\$49,000,000
	PM	329.9	F	163.9	F			
Trimble Road and Montague Expressway	AM	47.7	D	21.5	C	Construct eastbound Montague to southbound Trimble Flyover	NSJ Impact Fee	\$30,000,000
	PM	555.6	F	52.5	D			
McCarthy Boulevard and Montague Expressway	AM	191.1	F	34.7	C	Replace at-grade intersection with square-loop interchange	NSJ Impact Fee	\$68,000,000
	PM	389.5	F	57.5	E			
Old Oakland Road and Montague Expressway	AM	233.1	F	173.5	F	Widen Montague Expressway Add second southbound left-turn lane	NSJ Impact Fee	\$500,000
	PM	217.3	F	114.4	F			
North First Street and Trimble Road	AM	118.5	F	86.2	F	Add second eastbound left-turn lane Add exclusive westbound right-turn lane	NSJ Impact Fee	\$1,000,000
	PM	123.4	F	101.0	F			
Zanker Road and Trimble Road	AM	120.3	F	63.7	E	Widen Zanker Road Add second eastbound and southbound left-turn lanes	NSJ Impact Fee	/c/
	PM	294.7	F	210.4	F			
North First Street and Brokaw Road*	AM	89.6	F			No Feasible Improvements		
	PM	96.2	F					
Zanker Road and Brokaw Road	AM	224.7	F	96.1	F	Widen Zanker Road Add second eastbound, northbound and southbound left-turn lanes	NSJ Impact Fee	/c/
	PM	198.2	F	105.2	F			
Old Oakland Road and Brokaw Road	AM	80.7	F	79.0	E	Widen Oakland Road	Funded	/d/
	PM	79.1	E	72.3	E			
Trade Zone Boulevard and Montague Expressway	AM	156.2	F	52.7	D	Add second northbound and southbound left-turn lanes Add westbound free-right turn lane	NSJ Impact Fee	\$2,175,000
	PM	119.6	F	70.0	E			
Total Cost								\$175,675,000

Notes:

/a/ Reported delay based on average control delay as calculated by TRAFFIX using HCM 2000 methodology

/b/ Calculated level of service based on worst case intersection LOS assuming lane configurations for two new intersections of square-loop interchange.

/c/ Part of Zanker Road widening cost of \$49,000,000 presented for Zanker/Montague

/d/ Improvement funding of \$1,000,000 is already in place.

* No feasible improvements

3.

Deficiency Plan Action List

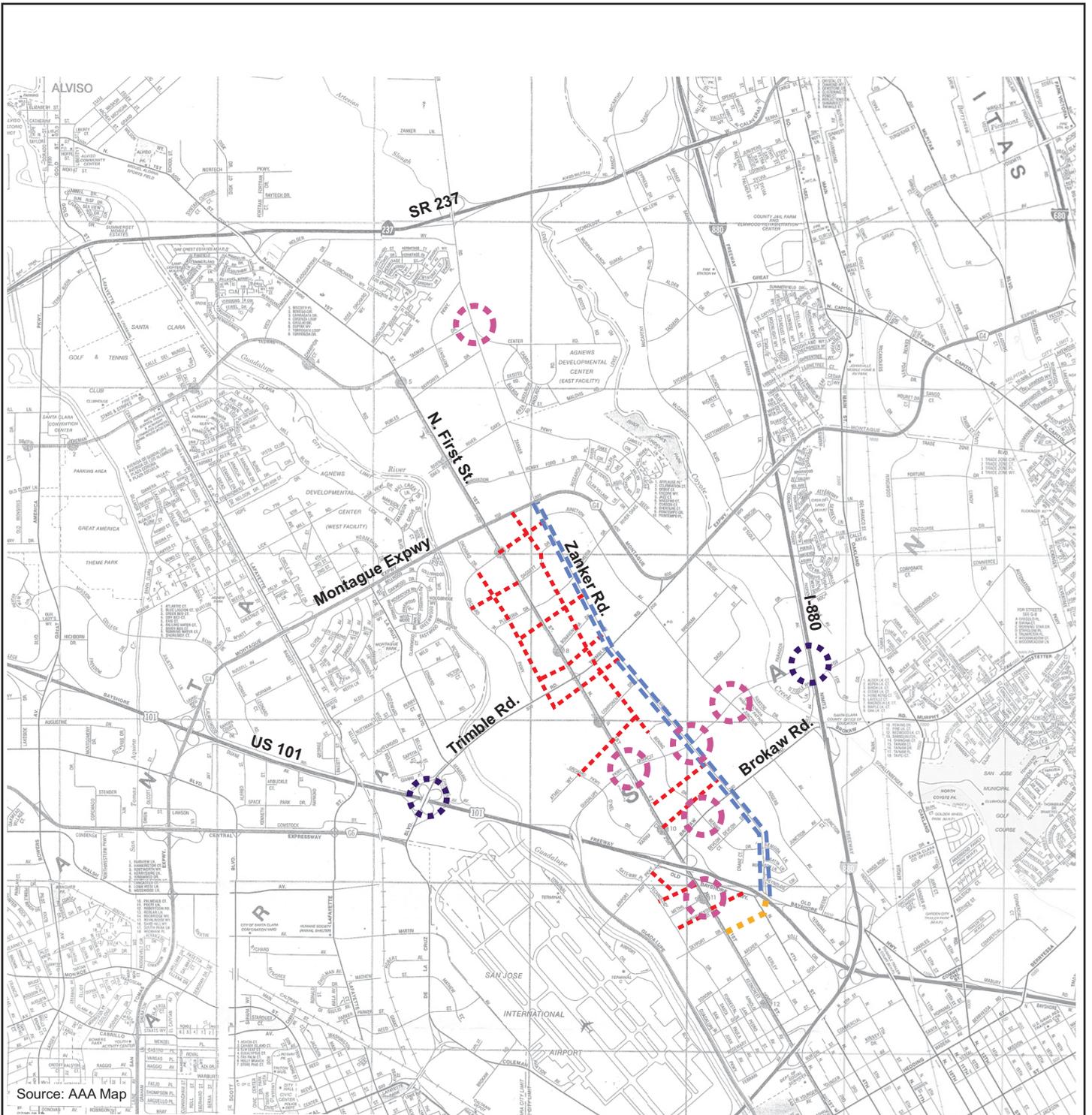
The purpose of this chapter is two-fold: 1) to identify physical improvements to non-CMP facilities designed to provide further offset for CMP deficiencies, and 2) to describe how all feasible and appropriate actions on the VTA's Immediate Implementation Action List will be implemented as part of the deficiency plan.

Offsetting Roadway Improvements

The City of San Jose has identified several physical improvements to non-CMP intersections that will further offset CMP deficiencies. The improvements will serve to improve the overall operations of the North San Jose roadway network. The addition of new streets and physical improvements to non-CMP facilities will help alleviate congestion along the major arterials in North San Jose. As with the CMP intersection improvements, the offsetting improvements described below are preliminary designs only, and details about specific right-of-way and design features will be worked out when the improvements are programmed. Estimated costs are planning-level estimates only. Figure 3 shows offsetting improvements to non-CMP facilities located within North San Jose. Improvements were also identified at intersections and roadway facilities outside of North San Jose at which the anticipated traffic from North San Jose development will have an adverse effect. Improvements at the additional facilities are not described in detail since they are not located within North San Jose, but the improvements will serve to improve the overall operations in the City.

North San Jose Grid Street System

To facilitate the efficient circulation of traffic within North San Jose, several new local streets will be constructed to form a "grid system" of streets. The streets, will serve future development and provide connections to all major arterials in North San Jose. The new streets will generally be two-lane roadways connecting to the major roadways within North San Jose such as Montague Expressway, Trimble Road, North First Street, and Zanker Road. The additional roadways will serve to reduce congestion along the major arterials in the area by providing alternate routes for local trips. Included within the system of streets will be the extensions of Zanker Road to Skyport Drive and Component Drive to Orchard Parkway. Orchard Parkway will also be connected between Trimble Road and Atmel Way. The estimated cost is \$55,000,000.



Source: AAA Map

Legend

- - - - = North San Jose Grid Streets
- - - - = Zanker Widening
- - - - = Zanker Skyport Connection
- ⊙ = Interchange Improvement
- ⊙ = Intersection Improvement

Figure 3

**OFF SETTING IMPROVEMENTS TO
NON-CMP FACILITIES**

Zanker Road Widening

Zanker Road runs from Old Bayshore Highway north into Alviso. It is currently two lanes in each direction between Old Bayshore Highway and Montague Expressway. Between Montague Expressway and SR 237 it widens to six lanes, three lanes in each direction. The planned widening will consist of widening the roadway to a minimum of 120 feet between Old Bayshore Highway and Montague Expressway to accommodate the addition of one through lane in each direction. The widening will promote the use of Zanker Road as the primary north/south route in North San Jose and allow for North First Street to serve as a transit-oriented street with operations of the transit system taking precedent over automobile traffic. The estimated cost is \$49,000,000.

Zanker Road to Skyport Drive Connection

The current intersection of Fourth Street and Old Bayshore Road will be replaced by a new partial interchange with US 101 that will provide for the connection of Zanker Road to Skyport Drive and Fourth Street. Currently, ramps only provide access to southbound US 101 from Fourth Street/Old Bayshore and Old Bayshore/Zanker Road from US 101 northbound with no connection over US 101. The new interchange will allow for the connection of Zanker Road to Skyport Drive as well as access to southbound US 101 from Zanker Road and Fourth Street/Old Bayshore. Access to Fourth Street/Skyport Drive and Zanker Road from US 101 northbound also will be provided. The estimated cost is \$64,000,000.

US 101 and Trimble Road Interchange

Some improvements at the US 101 and Trimble Road interchange currently are under construction and others are planned but unfunded. Several improvements will be made to the existing interchange including the elimination of the southbound loop off-ramp to eastbound Trimble, construction of a new southbound diagonal ramp that will serve both eastbound and westbound Trimble, and reconstruction of the southbound diagonal on-ramp and southbound and northbound loop on-ramps. The northbound US 101 loop-off-ramp to westbound Trimble Road also will be eliminated and replaced by a new northbound diagonal off-ramp that will serve both eastbound and westbound Trimble. The northbound diagonal ramp will be fed by a new collector road that will exit US 101 south of SR 87. The existing exit from US 101 is north of SR 87 and causes operational weaving problems. The estimated cost is \$27,000,000.

Charcot Avenue Extension

Charcot Avenue currently begins at North First Street, as a transition from Guadalupe Parkway, and runs east to its terminus at O'Toole Avenue. The planned overpass will cross I-880 and provide for the extension of Charcot Avenue to Old Oakland Road. The connection of Charcot Avenue to Old Oakland Road will provide an alternative east/west route to the already congested roadways of Brokaw Road and Montague Expressway. In order to provide space for bicycle and pedestrian access the overpass will provide two travel lanes, one in each direction. The estimated cost is \$32,000,000.

Mabury Interchange

To alleviate projected congested conditions at the Old Oakland Road and McKee Road interchanges with US 101, a new interchange are planned at Mabury Road. Mabury Road currently passes over US 101, but no access to the freeway is provided. Additionally, the above described Zanker Road to Skyport Drive connection will also serve to alleviate congestion at the Old Oakland and McKee Road interchanges. The estimated cost is \$43,000,000.

Zanker Road and Tasman Drive

The planned improvement is the addition of second eastbound and westbound left-turn lanes on Tasman Drive. The improvements may require the acquisition of right-of-way due to the LRT line running within the median along Tasman Drive. The estimated cost is \$2,000,000. This improvement will maintain the level of service at this intersection at LOS E.

North First Street and Charcot Avenue

The planned improvement is the addition of exclusive westbound and eastbound right-turn lanes on Charcot Avenue and a second southbound left-turn lane on First Street. The improvements may require the acquisition of right-of-way due to the LRT line running within the median along First Street. The estimated cost is \$2,000,000. While improved, this intersection will continue to operate at LOS F.

North First Street and Metro Drive

The planned improvement is the addition of a second eastbound left-turn lane. The improvement will fit within the existing right-of-way and will only require restriping and possibly signal modifications. The estimated cost is \$250,000. This improvement will maintain the level of service at this intersection at LOS C and will not effect LRT operations along North First Street.

Zanker Road and Charcot Avenue

The planned improvement is the addition of second left-turn lanes on all approaches and the widening of Charcot Avenue from two-lanes to four-lanes. The improvements will not fit within the existing right-of-way, but could be included as part of the Zanker Road widening project. The estimated cost is \$2,000,000. These improvements will maintain the level of service at this intersection at LOS E.

Junction Avenue and Charcot Avenue

The planned improvement is the addition of second eastbound and westbound left-turn lanes and widening of both Charcot Avenue and Junction Avenue from two to four lanes. The estimated cost is \$1,000,000. These improvements will maintain the level of service at this intersection at LOS D.

Bering Avenue and Brokaw Road

The planned improvement is the addition of a second northbound left-turn lane and separate southbound left-turn lane. The improvements may require the acquisition of a minimal amount of right-of-way. The estimated cost is \$1,000,000. These improvements will maintain the level of service at this intersection at LOS D.

Table 3 summarizes future conditions and costs associated with the offsetting improvements to non-CMP facilities included in this deficiency plan.

Table 3
Future Conditions Intersection Levels of Service with Proposed Improvements -Non-CMP Facilities

	Peak Hour	Future Conditions No Improvements		Future Conditions w/Improvements		Proposed Improvement	Funding	Estimated Cost
		Ave. Delay/a/	LOS	Ave. Delay/a/	LOS			
Roadway Improvements								
Grid System							NSJ Impact Fee	\$55,000,000
Zanker Rd. Widening							NSJ Impact Fee	See Note /b/
Zanker Rd./Skyport Dr. Connection							NSJ Impact Fee	\$64,000,000
US 101/Trimble Rd. Interchange							NSJ Impact Fee	\$27,000,000
Charcot Avenue Extension							NSJ Impact Fee	\$32,000,000
Mabury Interchange							NSJ Impact Fee	\$43,000,000
							Sub-Total	\$221,000,000
Intersection Improvements								
Zanker Road and Tasman Drive	AM	47.2	D	43.4	D	Add second eastbound and westbound left-turn lanes	NSJ Impact Fee	\$2,000,000
	PM	76.3	E	60.3	E			
North First Street and Charcot Avenue	AM	158.7	F	80.5	F	Add exclusive westbound and eastbound right-turn lanes	NSJ Impact Fee	\$2,000,000
	PM	92.3	F	65.1	E	Add second southbound left-turn lane		
North First Street and Metro Drive	AM	21.2	C	17.6	B	Add second eastbound left-turn lane	NSJ Impact Fee	\$250,000
	PM	58.7	E	28.7	C			
Zanker Road and Charcot Avenue	AM	122.2	F	56.6	E	Add second left-turn lane to all approaches	NSJ Impact Fee	\$2,000,000
	PM	187.3	F	61.0	E	Widen Charcot Avenue to 4-lanes		
Junction Avenue and Charcot Avenue	AM	66.6	E	34.9	C	Add second eastbound and westbound left turn lanes	NSJ Impact Fee	\$1,000,000
	PM	179.6	F	39.6	D	Widen Charcot and Junction Avenues		
Bering Drive and Brokaw Road	AM	83.3	F	41.6	D	Add second northbound left-turn lane	NSJ Impact Fee	\$1,000,000
	PM	44.3	D	43.8	D	Add separate southbound left-turn lane		
							Sub-Total	\$8,250,000
							Total Cost	\$229,250,000

Notes:
/a/ Reported delay based on average control delay as calculated by TRAFFIX using HCM 2000 methodology
/b/ Zanker Road widening cost of \$49,000,000 included with CMP facility costs.

Transit Service Improvements

The planned growth within the North San Jose area will require that the transit system within the North San Jose area be enhanced. The backbone of the transit service in North San Jose is the light rail system that operates along North First Street and Tasman Drive. In addition, bus service is provided primarily along Tasman Drive, Montague Expressway and Trimble Road. According to model estimates, the demand for transit will greatly increase from about 8,200 without the project to 44,000 riders a day under project conditions.

The high-density transit-oriented proposed project development plan characterized by mixed land uses and high rise buildings along the North First Street creates opportunities for strong transit demand. The VTA will consider improvements as part of its annual service plans and other planning studies. The City of San Jose will work with VTA as the North San Jose area develops to find a mutually agreeable process to implement transit improvements. The following measures will serve to meet anticipated transit service demands and comfort:

- Bus service enhancements to the intensified development areas of North San Jose and along the new grid system streets.
- Widen Zanker Road to accommodate increase its capacity so allow North First Street to serve as a transit oriented street with operations of the transit system taking precedent over automobile traffic.
- Coordination of extensive shuttle services between employment, transit stations, and large residential areas.
- The City of San Jose may elect to implement parking strategies in the future as an action to encourage transit usage.
- Implementation of planned specific improvements as described in Table 4.

Pedestrian and Bicycle Facility Enhancements

With the large amount of planned development, increases in pedestrians and bicyclists are expected along with increased auto traffic. It will be desirable to implement pedestrian bicycle improvements to reduce auto travel. Existing pedestrian facilities will need to be improved and future development designed to better serve pedestrians. As development progresses within North San Jose, the following pedestrian and bicycle facility enhancements will be needed:

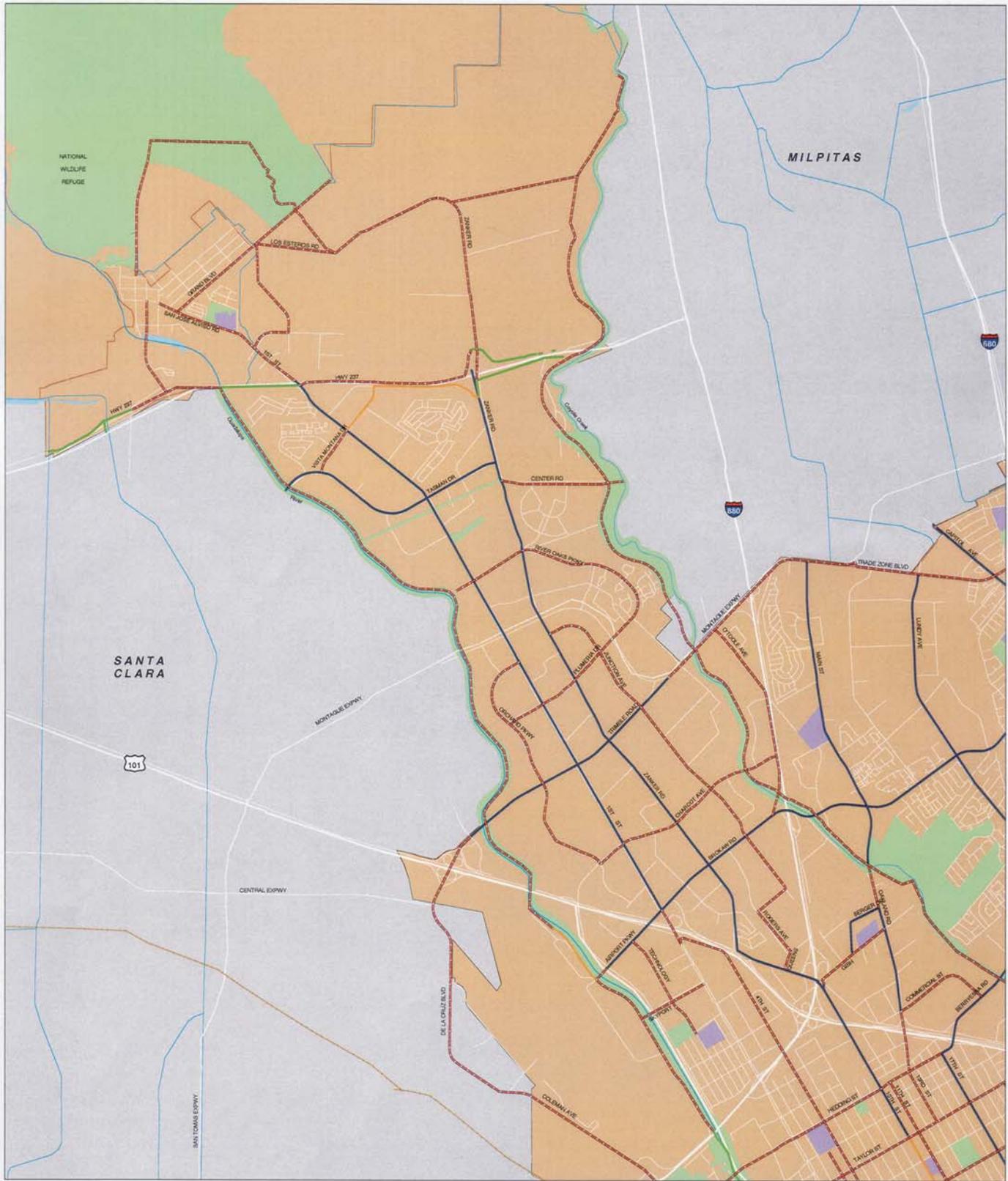
- Construct the new grid streets system to accommodate and encourage bicycles and pedestrians.
- Provide for continuous bicycle connections throughout North San Jose. Provide bicycle facilities on all major streets where feasible as shown in Figure 4. The City of San Jose is pursuing an updated citywide bicycle map.

Offsetting Actions from Immediate Implementation Action List

The Valley Transportation Authority (VTA) has adopted a list of action items for immediate implementation, and this section describes the items from this list that the City of San Jose is planning to undertake to offset the effects of deficiencies in the CMP transportation system anticipated by this plan.

**Table 4
Transit, Bicycle and Pedestrian Improvements**

Improvement	Cost
Specialized bus/shuttle passenger shelters and other stop and station improvements and amenities.	\$3.0 million
LRT Station Platform improvements including possible widening or lengthening, new passenger shelters and extending shelters to accommodate three-car trains.	\$7.5 million
Lighting, furniture and landscaping at LRT stations, bus stops and key pedestrian locations.	\$2.0 million
Self-cleaning bathrooms (2-4 locations)	\$1.5 million
Real-time information infrastructure and other intelligent transportation systems enhancements at stations and stop areas.	\$1.0 million
Bus Stop duck outs at up to ten locations (priority at @ Tasman LRT station).	\$500k
Shuttles between residential areas, businesses and transit stops/stations. Shuttle service may be pursued by the City of San Jose as conditions of development approvals.	TBD
New bus/shuttle stop locations (notably around the Tasman LRT station) including dedication of Rights-of-Way dedications (ROW dedications will be pursued by the City of San Jose as conditions of development approvals and are not included in this cost estimate.)	\$500k
Bi-directional full priority with ability to cascade calls for green signals for LRT along North First Street from Santa Clara Street (downtown) to Tasman Drive (up to 28 intersections.)	\$1.0 million
LRT operations capital improvements, including but not limited to: <ul style="list-style-type: none"> • Trackway improvements. • Switches. • Tail/storage/layover tracks. • Other improvements to be determined. 	\$15 million
Guadalupe River Trail.	\$10 million
Coyote Creek Trail.	\$10 million
General Bicycle and Pedestrian Improvements, including but not limited to: <ul style="list-style-type: none"> • Bike Lanes and bike sensitive signal detectors. • Bike Racks and bike storage facilities such as cages or electronic bike lockers. • Pedestrian Scale lighting. • Intersection and Crosswalk improvements including but not limited to special pavers or pavement, bollards, pedestrian-activated in pavement lights, countdown signals for pedestrian crossings, narrowing of pedestrian crossing distance including reduced curve radii and/or curb bulbouts, sidewalks along median from intersections to station platform and other safety and aesthetic enhancement. • Curb Ramps. • Other bicycle and pedestrian improvements to be determined. 	\$10.3 million
Total	\$62.3 million



Legend

- Existing Trails
- Existing Bicycle Lanes
- Existing Bicycle Routes
- Proposed
- Parks
- Schools



Figure 4

POTENTIAL FUTURE BICYCLE FACILITIES

North San Jose Deficiency Plan

Each of the alternative action items identified is contained in the VTA's Immediate Implementation Action List that can be found in Appendix A. As such, each of these actions has been found to contribute to an improvement of air quality in the region. Table 5 summarizes the VTA CMP Immediate Implementation Action List.

**Table 5
Santa Clara County VTA CMP Immediate Implementation Action List**

CMP Action Item	CMP Action Items Implemented in Deficiency Plan
Bicycle and Pedestrian Actions	
A-2 Bike Lockers, Racks, and Facilities at Transit Centers	<ul style="list-style-type: none"> ❖ The City of San Jose does not have jurisdiction over most transit centers in the City, but it supports and advocates to the VTA and Caltrain for bike parking facilities. ❖ The VTA provides bike racks and access on all buses and LRT's. ❖ The City of San Jose, in consultation with the VTA, will be responsible for ensuring that additional bicycle storage facilities are provided at designated transit centers including park and ride lots, rail transit facilities, and major transit transfer stations. The location of new bicycle storage facilities and the specific style of storage facility will be determined as the action is implemented in conformance with the adopted Deficiency Plan requirements. ❖ General Plan policy calls for the City to provide a bikeway system linking residences, employment, schools, parks, and transit facilities. Priority improvements to the bikeway system including: <ul style="list-style-type: none"> ▪ Bike routes linking LRT stations to neighborhoods. ▪ Bike paths along designated trails and pathway corridors. ❖ The City of San Jose plans to enhance the existing bicycle facilities along the North San Jose roadway network. The enhancements will provide for continuous bicycle connections throughout North San Jose. Bicycle facilities will be provided on all major streets, where feasible. Possible locations of future bicycle facilities are shown in Figure 3.
A-3 Improve Roadside Bicycle Facilities	<ul style="list-style-type: none"> ❖ The City will place priority on implementation of the following identified cross-county bicycle corridors: <ul style="list-style-type: none"> ▪ Highway 880 Corridor & South US 101/Caltrain – that runs along the extent of Zanker Road in North San Jose ▪ State Route 237/Tasman Drive & Capitol Rail – that runs along the extent of Tasman Drive in North San Jose ▪ Bay Trail Corridor – that runs along the bay inlets in Alviso ▪ Alma Street/El Camino Real – that runs just north and parallel to Montague Expressway

CMP Action Item	CMP Action Items Implemented in Deficiency Plan
A-4 Improve Pedestrian Facilities	<ul style="list-style-type: none"> ❖ The San Jose General Plan requires that right-of-way requirements, including provision of bicycle lanes were planned, be considered in conjunction with planning and improvement projects for major streets. ❖ Sidewalks and bicycle facilities will be constructed along the proposed new grid system streets that will serve pedestrians and bicyclists more efficiently than the major arterials that serve large volumes of vehicular traffic. ❖ Sidewalk construction, replacement or repair will be required as part of the entitlement for new construction throughout the North San Jose area. ❖ In order to preserve an acceptable pedestrian environment in conjunction with major roadway widening and to support walking as an alternative for short trips, sidewalks will be constructed along all streets of the proposed North San Jose Grid Street System improvements. The roadways will be of minimal width so as to provide for pedestrian friendly thoroughfares.
Public Transit	
B-3 Shuttle Service (Existing Employment Centers)	<ul style="list-style-type: none"> ❖ The City of San Jose promotes the coordination and operation of shuttle services between employment uses and transit facilities within the North San Jose area. In specific cases the City may require new development involving major employers within North San Jose to operate, not fund, shuttle services through approved development permits. ❖ The City requires the construction of specialized passenger shelters and bus/shuttle stop improvements including curb bulb-outs depending on location and site conditions. The City has implemented the construction of new bus/shuttle stop locations (e.g. around Tasman LRT station) including dedication of ROW. ❖ The City will work with residential developers to explore potential shuttles between residential areas, businesses and transit stops/stations.
B-7 Transit Traffic Signal Preemption	<ul style="list-style-type: none"> ❖ Any traffic signal improvements should at a minimum, maintain the level of priority at traffic signals provided to LRT operations since the inception of the Guadalupe LRT line. ❖ The City of San Jose coordinates with the VTA to implement bus stop and station improvements through the permit review process for new development within North San Jose.
B-8 Bus Stop/Station Improvements	<ul style="list-style-type: none"> ❖ Improvements to be constructed in the vicinity of bus stops and stations include intersection and crosswalk improvements; lane or intersection narrowing, curve radii reductions, curb bulb-outs; and sidewalks along medians from intersections to station platform ❖ Improvements are planned for the LRT shelters within and adjacent to

CMP Action Item	CMP Action Items Implemented in Deficiency Plan
	<p>the North San Jose area</p> <ul style="list-style-type: none"> ❖ Other potential improvements include: <ul style="list-style-type: none"> ▪ Lighting, furniture and landscaping at LRT stations, bus stops and key pedestrian locations ▪ Station platform improvements ▪ Other stop and station amenities such as sidewalks (locations) or sidewalk widening and lengthening ▪ Self-cleaning bathrooms (2-4 locations) ▪ Real-time information infrastructure (on LRTs and at 17 stations and stops.) ▪ Bus duck-outs (most important @ Tasman station)
Carpooling, Bus Pooling, Van Pooling, Taxi Pooling	
C-1 Enhanced Trip Reduction Program	<ul style="list-style-type: none"> ❖ All new significant employment generating development within North San Jose will be required to develop and implement a transportation demand management (TDM) program. The TDM program should address the following actions: ❖ Implement a carpool/vanpool program, e.g., carpool ride-matching for employees, assistance with vanpool formation, provision of vanpool vehicles, etc. ❖ Develop a transit use incentive program for employees, such as on site distribution of passes and/or subsidized transit passes for local transit system (participation in the VTA EcoPass system will satisfy this requirement). ❖ Provide preferential parking for electric or alternatively-fueled vehicles. ❖ Provide a guaranteed ride home program. ❖ Implement a flextime policy. ❖ Implement parking cash out program for employees (non-driving employees receive transportation allowance equivalent to the value of subsidized parking).
High Occupancy Vehicle (HOV) Facilities	
D-1 Arterial HOV/Transit Lanes	<ul style="list-style-type: none"> ❖ It is not the policy of the City of San Jose to pursue HOV-type improvements on city streets. With regard to Montague Expressway, the City has supported HOV-type improvements on selected portions of the facility that could support future Bus Rapid Transit facilities.

CMP Action Item	CMP Action Items Implemented in Deficiency Plan
D-2 Implement MTC's 2005 HOV Plan	❖ See above
D-3 Construct HOV Support Facilities	❖ See above
D-4 Construct HOV Connections and Ramps	❖ See above
D-5 Construct HOV Bypass Facilities	❖ See above

Transportation Demand Management (TDM) Programs

E-2 Public Information Programs	❖ Transportation Demand Management (TDM) programs required for new development and permit approvals within North San Jose include public information elements such as designation of a on-site TDM manager and education of employees regarding alternative transportation options.
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Traffic Flow Improvements

F-2 Peak-Hour Parking and Delivery Restrictions	❖ It is not the policy of the City of San Jose to pursue these types of capacity enhancements on city streets, although such improvements could be proposed by large development as part of a TDM program.
F-3 Traffic Signal Timing and Synchronization Program	❖ Any traffic signal improvements should at a minimum, maintain the level of priority at traffic signals provided to LRT operations since the inception of the Guadalupe LRT line. Traffic signal improvements should provide for "cascading greens" along North First Street to serve the LRT line.
F-4 Traffic Flow Improvements in Urban Areas	❖ The City has planned various improvements at CMP and non-CMP intersections within the North San Jose area as described in Chapters 2 and 3.

Site Design Guidelines for New Development

G-1 HOV Parking Preference Program	<p>❖ San Jose typically requires that assigned car pool and van pool parking be placed at the most desirable on-site locations. The City's Industrial Design Guidelines include the following standards:</p> <ul style="list-style-type: none"> ▪ A minimum of 10 percent of parking spaces should be reserved and clearly marked for the exclusive use of carpool/vanpool vehicles. ▪ Convenient access to building entrances from carpool/vanpool parking should be provided. ▪ The most convenient parking spaces should be prioritized for handicapped persons, visitors, carpool/vanpools and motorcycles.
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CMP Action Item	CMP Action Items Implemented in Deficiency Plan
G-2 Bike Facilities at Development Projects	<ul style="list-style-type: none"> ▪ For projects with 50 or more employees, a carpool/vanpool waiting area should be provided. This waiting area should provide visibility for arriving carpool/vanpool vehicles. It should be covered, well lit and located within 50 feet of carpool/vanpool vehicles. ❖ The City of San Jose Zoning Ordinance requires that all new residential, commercial and industrial development provide bicycle parking spaces at rates depending upon the specific proposed use. ❖ The City of San Jose Zoning Ordinance requires that all new general industrial or office and research and development projects of 30,000 feet or greater incorporate showers for use by employees to encourage bicycle use by employees. ❖ Through the North San Jose Area Development Policy, all new employment generating development within North San Jose will be required to include the following facilities that encourage the use of bicycles: <ul style="list-style-type: none"> ▪ On-site bicycle racks and secure lockers ▪ Physical improvements, such as sidewalk improvements, landscaping and bicycle parking that will act as incentives for pedestrian and bicycle modes of travel. ▪ On-site improvements to support connection from the site to regional bikeway/pedestrian trail system. ▪ Secure and conveniently located bicycle parking and storage for workers. ❖ All new residential development within North San Jose will be required to implement similar measures for bicyclists including: <ul style="list-style-type: none"> ▪ Bicycle lanes, sidewalks and/or paths, connecting project residences to adjacent schools, parks, the nearest transit stop and nearby commercial areas. ▪ Satellite telecommute center within or near the development (where appropriate).
G-3 Building Orientation/ Placement at Employment Sites	<ul style="list-style-type: none"> ❖ The San Jose General Plan contains numerous policies that promote new development within transit corridors to encourage alternate modes of transportation through building placement and site design. These policies are implemented through the City's Residential, Industrial and Commercial Design Guidelines. Specific Policies within the General Plan include: <ul style="list-style-type: none"> ▪ High density residential and mixed residential/commercial development located along transit corridors should be designed to maximize transit useage and allow residents to conduct routine

CMP Action Item	CMP Action Items Implemented in Deficiency Plan
G-4 Pedestrian Circulation System	errands close to their residence.
	<ul style="list-style-type: none"> <li data-bbox="574 321 1406 499">▪ New commercial development should be located near existing centers of employment or population or in close proximity to transit facilities and should be designed to encourage pedestrian and bicycle access through techniques such as minimizing building separation from the street, providing safe, accessible, convenient and pleasant pedestrian connections, secure bike storage, etc. <li data-bbox="526 535 1300 594">❖ The North San Jose Area Development Policy establishes the following design guidelines: <ul style="list-style-type: none"> <li data-bbox="574 627 1365 686">▪ New buildings to be located along street edges with active uses and building entrances oriented toward the street. <li data-bbox="574 720 1398 837">▪ Establishing pedestrian connections to the nearest transit station should be given priority in site design for all new commercial, industrial or residential development located within 2000 feet of an existing or planned transit station. <li data-bbox="574 871 1390 1022">▪ Within the Corporate Center Core Area, new development should be concentrated along the North First Street corridor. Parking structures should not be placed along North First Street. Use of surface parking lots should be minimized and any surface parking lots should be placed behind buildings. <li data-bbox="526 1056 1382 1207">❖ The San Jose General Plan contains numerous policies that promote the development of high quality, safe pedestrian facilities throughout the City. These policies are implemented through the City's Residential, Industrial and Commercial Design Guidelines. Specific Policies within the General Plan include: <ul style="list-style-type: none"> <li data-bbox="574 1241 1382 1392">▪ New industrial and residential development should create a pedestrian friendly environment by connecting the features of the development with safe, convenient, accessible and pleasant pedestrian facilities. Such connections should also be made between the new development and adjacent public streets. <li data-bbox="574 1425 1382 1543">▪ For new residential development, pedestrian connections should also be made between the new development, the adjoining neighborhood, transit access points, and nearby commercial areas. <li data-bbox="574 1577 1398 1694">▪ High density residential and mixed residential/commercial development located along transit corridors should be designed to create a pleasant walking environment to encourage pedestrian activity, particularly to the nearest transit stop. <li data-bbox="574 1728 1365 1820">▪ In order to provide pedestrian comfort and safety, all pedestrian pathways and public sidewalks should provide buffers between moving vehicles and pedestrians where feasible. <li data-bbox="526 1854 1300 1885">❖ City of San Jose Municipal Code (Section 19.36.030) requires

CMP Action Item	CMP Action Items Implemented in Deficiency Plan
	construction of sidewalks as part of new industrial development.
G-5 Bike Storage at Residential Development Projects	<ul style="list-style-type: none"> ❖ The City of San Jose Zoning Ordinance requires that new multi-family residential development provide bicycle parking spaces or bicycle storage at a ratio of one space per four units. A minimum of three spaces must be provided. Bicycle parking facilities must be located in a convenient, highly visible and well lighted area to minimize theft and vandalism, generally within fifty feet of a building entrance and within view of pedestrian traffic.
G-6 Shuttle Service (New Development)	<ul style="list-style-type: none"> ❖ The City of San Jose works with the developers of new, large employment generating uses to provide shuttle services as a traffic mitigation measure as part of the development review process. Several such shuttles are currently under private operation. ❖ The City of San Jose cooperates with the VTA, the California Department of Transportation and other transportation agencies to maximize access to transit facilities for all segments of the City's population.
G-7 Transit Stop Improvements	<ul style="list-style-type: none"> ❖ The City of San Jose requires that new development install indented curbs and bulb-outs if appropriate for bus pullouts, bus shelters and other transit-related public improvements where appropriate through the entitlement process for new development projects. This action is currently implemented through the City's Residential, Industrial and Commercial Design Guidelines.
G-8 Multi-Tenant Complex TDM Program	<ul style="list-style-type: none"> ❖ All new development within North San Jose will be required to incorporate transportation demand management (TDM) elements into facility design. Improvements may include, but are not limited to: <ul style="list-style-type: none"> ▪ Assigned car pool and van pool parking at the most desirable on-site locations ▪ Make available transportation during the day for emergency use by employees who commute on alternate transportation. (This service may be provided by access to company vehicles for private errands during the workday and/or combined with contractual or pre-paid use of taxicabs, shuttles, or other privately provided transportation.); ▪ Provide shuttle access to CalTrain stations; ▪ Provide or contract for on-site or nearby child care services; ▪ Provide Eco-passes (or equivalent broad spectrum transit passes) to all on-site employees; ▪ Encourage use of telecommuting and flexible work schedules; ▪ Incorporate on-site support services (food service, ATM, dry

CMP Action Item	CMP Action Items Implemented in Deficiency Plan
	<p>cleaner, gymnasium, etc.);</p> <ul style="list-style-type: none"> ▪ Designate an on-site TDM coordinator; ▪ Provide or contract for on-site or nearby child care services; ▪ Provide vans for van pools; ▪ Provide on-site showers and lockers.
Land-Use Program	
H-1 Mixed-Use Development	<ul style="list-style-type: none"> ❖ The City of San Jose General Plan identifies Transit-Oriented Development corridors as a suitable location for mixed-use development and provides specific land use designations and strategies for the implementation of mixed-use projects. ❖ The North San Jose Area Development Policy includes provisions to support mixed-use development within the North San Jose area through the adoption of two new General Plan Land Use Designations. The Industrial Core Area designation allows for supporting commercial and residential uses to be combined with industrial park uses within a 600-acre along the North First Street light rail corridor. The Transit/Employment Residential District Overlay designation allows for supporting commercial uses to be combined with residential development on various sites totaling 400 acres in area. ❖ Mixed-use development will continue to be allowed or encouraged on properties within the North San Jose area with a Transit Corridor Residential designation
H-2 Childcare Facilities near Transit and Worksites	<ul style="list-style-type: none"> ❖ The City of San Jose promotes the location of childcare facilities and other services where appropriate near light rail transit stations, major transportation hubs and major employment centers. ❖ The North San Jose Area Development Policy allows for the conversion of up to 285 acres of existing industrial land to residential use. A minimum density of 55 DU/AC will be required for 200 of those acres and a minimum density of 90 DU/AC will be required for the remaining 85 acres, yielding a minimum of 18,700 new residential units. Residential development in the form of mixed-use industrial office and residential projects will be allowed within a 590 acre Corporate Industrial Core Area. Up to 6,000 new residential units are anticipated to occur through this provision. In combination with existing lands planned for residential, up to 32,000 new residential units are anticipated throughout the Policy area. ❖ All new residential development within North San Jose is subject to the affordability policy for Redevelopment areas requiring 15% or 20% of new units to be marketed at affordable rates.
H-3 Affordable Housing near Worksites	
H-4 High Density	<ul style="list-style-type: none"> ❖ The General Plan includes several policies that encourage the

CMP Action Item	CMP Action Items Implemented in Deficiency Plan
Development near Transit	<p data-bbox="574 258 1382 310">development of high-density projects near existing or planned transit facilities.</p> <ul style="list-style-type: none"> <li data-bbox="526 348 1382 499">❖ The North San Jose Area Development Policy establishes a Corporate Industrial Core Area along the North First Street light rail corridor encouraging the intensification of employment uses in proximity to transit. The height limit for new development within the Core Area is 250 feet. <li data-bbox="526 533 1382 653">❖ The North San Jose Area Development Policy establishes potential new residential areas with a minimum density of 55 DU/AC on approximately 200 acres in close proximity to transit. The height limit for new development within 2000 feet of a light rail station is 150 feet.
H-5 Establish Telecommuting Centers	<ul style="list-style-type: none"> <li data-bbox="526 701 1393 758">❖ This program is an optional traffic mitigation measure included among the TDM measures in the project CEQA document.
H-6 Auto-Free/Transit Only Zone	<ul style="list-style-type: none"> <li data-bbox="526 812 1373 898">❖ It is not the policy of the City of San Jose to pursue these types of transit enhancements on city streets, although such improvements could be proposed by large development as part of a TDM program.

Source: Requirements for Deficiency Plans, VTA CMP, November 1992; City of San Jose

4. **Action Plan**

The purpose of this chapter is to describe how deficiency plan action items will be implemented, identify the responsible agency for implementing each action, and identify the funding source for each action.

Development Review Process

Proposals for individual development projects within the North San Jose Development Area will be required to provide operational analyses and improvements plans as necessary, to ensure that specific design, on-site circulation, driveway locations, and infrastructure (including right-of-way) improvements are consistent with the overall plans for the area and meet appropriate design criteria. All proposals will go through the City review process including review and comments by VTA and other agencies. The City of San Jose has endorsed VTA's Community Design and Transportation (CDT) Program and will incorporate guidelines and recommendations of the VTA, CMP, and CDT Program when appropriate and applicable.

Summary of Improvement Costs

The City of San Jose has identified approximately \$519 million in needed roadway/intersection and transit/pedestrian/bicycle facility improvements in North San Jose as well as other parts of the city where it is expected that traffic associated with North San Jose development would have adverse effects. The identified improvements will be funded largely by the City of San Jose's new traffic impact fee for North San Jose, but a portion of these costs are planned to be funded by the City of San Jose and other funding sources totaling approximately \$59 million. Table 6 itemizes the transportation improvement projects identified by the City of San Jose and associated costs.

**Table 6
Transportation Improvement Cost Summary**

Location (Type)	Cost
NSJ CMP Intersection Improvements	
North First Street & SR237 (South)	\$7,000,000
North First Street & Montague Expressway	\$18,000,000(a)
Zanker Road & Montague Expressway	\$49,000,000(b)
Trimble Boulevard & Montague Expressway	\$30,000,000
McCarthy Boulevard & Montague Expressway	\$68,000,000
Old Oakland Road & Montague Expressway	\$500,000
North First Street & Trimble Road	\$1,000,000
Zanker Road & Trimble Road	See Note c
Zanker Road & Brokaw Road	See Note c
Old Oakland Road & Brokaw Road	See Note d
Trade Zone Boulevard & Montague Expressway	\$2,175,000
Subtotal CMP Intersection Improvements	\$175,675,000
Offsetting Improvements to NSJ Non-CMP Intersections	
North San Jose Grid Street System	\$55,000,000
Zanker Road Widening	See Note c
Zanker Road/Skyport Drive Connection	\$64,000,000
US 101/Trimble Road Interchange	\$27,000,000
Charcot Avenue Extension	\$32,000,000
Mabury Road Interchange	\$43,000,000
Zanker Road & Tasman Drive	\$2,000,000
North First Street and Charcot Avenue	\$2,000,000
North First Street and Metro Drive	\$250,000
Zanker Road and Charcot Avenue	\$2,000,000
Junction Avenue and Charcot Avenue	\$1,000,000
Bering Drive and Brokaw Road	\$1,000,000
Subtotal NSJ Non-CMP Intersection Improvements	\$229,250,000
Other Intersection Improvements Outside of NSJ	51,775,000
Offsetting Action from VTA CMP Immediate Implementation Action List	
Transit, Bicycle, Pedestrian, and TDM Actions	\$62,300,000
Total	\$519,000,000

Notes:

a – Cost associated with the widening of Montague Expressway

b – Cost associated with the widening of Zanker Road

c – Included as part of the Zanker Road Widening cost listed at Zanker Rd./Montague Expwy.

d – Improvement funding of \$1,000,000 is already in place.

Summary of San Jose Traffic Impact Fees

The North San Jose Deficiency Plan Policy traffic impact fee is funding approximately \$460 million in improvements. The fee is based on PM peak-hour trip-making characteristics of the particular land use proposed for development in North San Jose. The PM peak hour is used because it is the PM peak hour during which traffic conditions are the worst. The total increase in PM peak hour vehicle trips with the anticipated development was estimated to be 41,300. The traffic impact fee is determined by calculating the cost per vehicle trip for the anticipated growth by dividing the total cost of improvements (\$519 million minus \$59 million (the amount funded by other sources) = \$460 million) by the increase in peak hour vehicle trips (41,300) to come up with \$11,138 per trip. The cost is then distributed upon each of the land uses based on their trip generating characteristics determined based on the following rates:

Single-Family Residential	0.6279 trips per unit
Multi-Family Residential	0.5024 trips per unit
Industrial Uses	0.9371 trips per 1,000 s.f.

Multiplying the cost per trip figure times each of the rates determines the applicable fee for each land use. Traffic impact fees by land use type are presented in Tables 7 and 8.

**Table 7
North San Jose Trip Estimates**

Land Use	Size	Trip Rate
SF Detached	3,530 units	.6279 per unit
MF Attached	28,470 units	.5024 per unit
Industrial	26.7 m.s.f	.9371 per 1,000 s.f.

**Table 8
North San Jose Land Use Impact Fees**

Land Use	Fee	Unit of Measure
SF Detached	\$6,994.00	Per dwelling unit
MF Attached	\$5,596.00	Per dwelling unit
Industrial	\$10.44	Per sq. ft.

5. **Deficiency Plan Monitoring**

The purpose of this chapter is to describe how the City of San Jose will monitor and evaluate the implementation of the Action Plan set forth in this Deficiency Plan. The timing and implementation of each of the identified improvements in the previous chapter are described in this chapter. As development within North San Jose progresses, the construction of each of the identified improvements will be necessary. Table 9 sets forth a schedule for implementation of the Action Plan.

Evaluation of CMP levels of service will be accomplished through periodic updates to the City's traffic model and impact fee system. Deficiency plans must be monitored as part of the CMP annual monitoring program and updated as needed. The City of San Jose will monitor implementation of the deficiency action plan by preparing a Deficiency Plan Implementation Status Report. This report will be submitted to VTA and will be based upon the implementation schedule included in the deficiency plan. The City of San Jose will also be required to include in their status reports a financial element that includes a description of and status of funds collected and expenditures made in implementing deficiency plan actions. The status report will include a review of possible additions from the Deferred Implementation Action List.

Development Phasing

The implementation of each of the identified improvements will be established as the development levels planned for North San Jose proceed. Since the development planned for North San Jose will not occur immediately, it is not necessary to construct all improvements at the initiation of development. Rather the improvements will be constructed concurrently with development as deemed necessary. The deficiency plan actions identified in this report will be implemented as part of the North San Jose Development Policy by each applicable jurisdiction in which they are located. With provided funds, each jurisdiction (City of San Jose, County of Santa Clara, VTA) will be responsible for implementing each action.

Generally, the implementation of each of the intersection improvements was determined based on level of service calculations with incremental phases of development. The planned development was divided into 25% increments to develop the following four phases of development:

Phase 1	6.675 msf of Industrial Space 425 ksf of Commercial Space 8,000 Residential Units	Phase 3	20.025 msf of Industrial Space 1.275 msf of Commercial Space 24,000 Residential Units
Phase 2	13.35 msf of Industrial Space 850 ksf of Commercial Space 16,000 Residential Units	Phase 4	26.7 msf of Industrial Space 1.7 msf of Commercial Space 32,000 Residential Unit

North San Jose Development Policy

According to the North San Jose Development Policy, development will not be able to proceed to the next phase until the improvements associated with each phase are completed. For example, development of industrial/office space beyond 6.675 msf will require that the following improvements be completed:

- Montague Expressway Widening
- US 101/Trimble Road Interchange
- Montague Expressway/Trimble Road
- Various intersection improvements
- Various transit, bicycle, and pedestrian improvements

The transit, bicycle, and pedestrian improvements will be more specifically detailed in subsequent analyses and review of specific site development projects.

Improvement Phasing

The need for specific intersection improvements during each phase of development was determined based on current level of service calculations. Each intersection was evaluated to determine during which phase the addition of project traffic would cause the intersection to fall below CMP standards. A few exceptions to the level of service criteria include intersections for which the proposed improvements are minor and can be completed within the first phase of development. The phase at which each of the identified improvements will be implemented is outlined below.

The phasing of the major roadway improvements was determined based on judgement of necessity of the improvements and level of service calculations. The phase at which the major roadway improvements were needed was determined based on their need to serve the North San Jose area as a whole. The major roadway improvements serve as gateways and/or major arterials to and within North San Jose, and therefore are needed to serve each of the development phases. The phase at which each of the major roadway improvements will be implemented is outlined below.

**Table 9
Action Plan Implementation Schedule**

Location (Type)	Schedule for Improvement
NSJ CMP Intersection Improvements	
North First Street & SR237 (South)	Phase 3
North First Street & Montague Expressway	Phase 1
Zanker Road & Montague Expressway	Phase 2
Trimble Boulevard & Montague Expressway	Phase 1
McCarthy Boulevard & Montague Expressway	Phase 3
Old Oakland Road & Montague Expressway	Phase 1
North First Street & Trimble Road	Phase 1
Zanker Road & Trimble Road	Phase 2
Zanker Road & Brokaw Road	Phase 2
Trade Zone Boulevard & Montague Expressway	Phase 1
Offsetting Improvements to NSJ Non-CMP Facilities	
North San Jose Grid Street System	All Phases
Zanker Road Widening	Phase 2
Zanker Road/Skyport Drive Connection	Phase 4
US 101/Trimble Road Interchange	Phase 1
Charcot Avenue Extension	Phase 2
Mabury Road Interchange	Phase 4
Zanker Road & Tasman Drive	Phase 3
North First Street and Charcot Avenue	Phase 1
North First Street and Metro Drive	Phase 1
Zanker Road and Charcot Avenue	Phase 3
Junction Avenue and Charcot Avenue	Phase 3
Bering Drive and Brokaw Road	Phase 1
Other Intersection Improvements Outside of NSJ	All Phases
Offsetting Action from VTACMP Immediate Implementation Action List	
Bicycle, Pedestrian Actions, TDM and Transit Actions	All Phases

6. Environmental Documentation

The purpose of this chapter is to describe the reconciliation of CEQA with actions included in the deficiency plan. Per Public Resources Code § 21080 (b)(13), congestion management programs are exempt by statute from the provisions of the California Environmental Quality Act (CEQA). As established in Government Code §§ 65089 et seq., a deficiency plan is a required part of a congestion management program when certain conditions are met. As such and within certain parameters, a deficiency plan enjoys the same statutory exemption as the CMP.

The purpose of the deficiency plan is to identify and implement measures that will improve traffic conditions in a locality, and as such implementation of the plan will lead to improved environmental conditions. Furthermore, items identified from the VTA CMP's Immediate Implementation Action List have also been identified by the Bay Area Air Quality Management District as actions that when implemented will have a positive impact on air quality in the region. To the degree that individual projects identified in the North San Jose Deficiency Plan have the potential for creating ancillary (i.e., localized) impacts to the environment, such impacts will be evaluated as individual projects come forward for design and construction.

Appendix A
Valley Transportation Authority
Immediate Implementation Action list

VTA Action Item Summary

A. Bicycle and Pedestrian Actions

A-2 Bike Lockers, Racks, and Facilities at Transit Centers

A-3 Improve Roadside Bicycle Facilities

A-4 Improve Pedestrian Facilities

B. Public Transit

B-3 Shuttle Service (Existing Employment Centers)

B-8 Bus Stop Improvements

C. Carpooling, Bus Pooling, Van Pooling, Taxi Pooling

(All actions on deferred list.)

D High Occupancy Vehicle (HOV) Facilities

(All actions on deferred list.)

E. Transportation Demand Management (TDM) Programs

E-2 Public Information Programs

F. Traffic Flow Improvements

F-2 Peak-Hour Parking and Delivery Restrictions

F-3 Traffic Signal Timing and Synchronization Program

F-4 Traffic Flow Improvements in Urban Areas

G Site Design Guidelines for New Development

G-1 HOV Parking Preference Program

G-2 Bike Facilities at Development Projects

G-3 Building Orientation Placement at Employment Sites

G-4 Pedestrian Circulation System

G-5 Bike Storage at Residential Development Projects

G-6 Shuttle Service (New Development)

G-7 Transit Stop Improvements

G-8 Multi-Tenant Complex TDM Program

H Land-Use Program

(All actions on deferred list.)

A. BICYCLE AND PEDESTRIAN ACTIONS

A-2: Bicycle Storage Facilities at Transit Centers -- IMMEDIATE ACTION

Description: This action consists of adding bicycle storage facilities at designated transit centers including:

- ❖ Park-and-ride lots
- ❖ Rail transit stations
- ❖ Major transit transfer stations

The SCCTD will work with Member Agencies in designating transit centers appropriate for adding bicycle storage facilities within the Deficiency Plan area. In some cases, bicycle storage facilities might more appropriately be added at existing transit stations outside the deficiency plan area to better achieve the deficiency plan goals. For example: if the deficiency plan area contained all employment centers with few transit centers, it would be appropriate to include storage facilities at transit centers in existing residential areas, where workers live, as part of the deficiency plan.

Bicycle storage facilities shall include bicycle lockers, bike racks, and equipment storage lockers for bicyclists.

Intent: To facilitate the use of bicycles for commute and other trips.

Standards¹:

1. A minimum of 10 bicycle lockers shall be provided at all designated transit centers within the deficiency plan area, and at identified transit centers outside the deficiency plan area.
2. Secure and protected bicycle racks shall be provided at transit centers where necessary and feasible. Bicycle racks shall allow use of U-type locks.
3. Storage lockers for bicyclists shall be provided at transit centers when possible.

Timing: The deficiency plan must include a list of all transit centers that will be improved as part of the deficiency plan and an implementation plan (including funding sources and schedule) for installing the bike storage facilities.

Approval Criteria: The CMP will require that these actions be implemented at all appropriate transit centers as quickly as possible. The plan should include installing equipment at all transit centers in the deficiency plan within 1-to-2 years.

¹ The CMP will work with the SCCTD, other Member Agencies, and representatives of bicycle advocacy organizations to develop common equipment standards for bike lockers, racks and storage lockers. In the interim, Member Agencies are urged to work with SCCTD, Caltrans, and local bicycle advocacy groups to obtain appropriate equipment for bike facilities.

A-3: Improved Roadside Bicycle Facilities-- IMMEDIATE ACTION

Description: This action consists of improving roadside bicycle facilities throughout the deficiency plan area as well as connections to bicycle routes outside the deficiency plan area.

Intent: To facilitate the use of bicycles for all types of trips. **Standards:**

1. The deficiency plan must include a Bicycle Facilities Improvement Element. This element must include all bicycle improvements on an official city (or county) bicycle plan within the deficiency plan area including:
 - ❖ Widening roadway shoulders for bicycle facilities (or adding bicycle lanes);
 - ❖ Installing and marking bike detection loops at traffic signals; and
 - ❖ Implementing the city's bicycle circulation plan.
2. The initial deficiency plan must include a schedule for constructing all bicycle facilities in the Bicycle Facilities Improvement Element. If there is no official bike plan for the deficiency plan area, a Bicycle Facility Improvement Element for the deficiency plan area must be developed as part of the initial deficiency plan.
3. All cities must develop an implementation program for their Citywide Bicycle Circulation Plan. (Cities that do not have a Citywide Bicycle Circulation Plan must develop a Citywide Bicycle Circulation Plan.²)

Timing: The Deficiency Plan must include a bicycle facilities improvement element. This element must:

- ❖ List all locations where facilities will be improved;
- ❖ Outline the type of improvements that will be implemented; and
- ❖ Present an implementation plan that describes the funding sources and the schedule for the improvements.

Approval Criteria: The CMP will require that Member Agencies implement a program to strongly encourage bicycle use. Therefore, the City of San Jose should include an aggressive implementation program for bicycle facility improvements.

For cities without Citywide Bicycle Circulation plans, the CMP will also require that these plans be completed within one year of deficiency plan approval.

² Note that all cities must have Citywide Bicycle Circulation Plan to receive funds from the State's Transit Development Act (TDA).

A-4: **Improve Pedestrian Circulation -- IMMEDIATE ACTION**

Description: This action consists of improving public sidewalks and pathways within existing commercial, employment and mixed-use centers located in the Deficiency Plan area. Improvements may include: constructing new sidewalks and pathways, providing lighting, improving landscaping, and adding signage.

Intent: To encourage walking between neighboring land uses and to support the use of alternative transportation by providing an integrated and functional pedestrian circulation system in major commercial, employment and mixed use centers.

Standards:

1. The deficiency plan must include a Pedestrian Facility Improvement Element for existing commercial, employment and mixed use centers in the Deficiency Plan area. The element may include:
 - ❖ Constructing new sidewalks between adjoining uses;
 - ❖ Constructing new sidewalks to transit stops in existing industrial areas;
 - ❖ Providing lighting for existing sidewalks and paths,
 - ❖ Improving landscaping;
 - ❖ Adding pedestrian phases/actuation for traffic signals;
 - ❖ Adding signage.
2. This Pedestrian Facility Improvement Element must include an implementation plan describing how and when the improvements will be made.

Timing: The Deficiency Plan must include a pedestrian facility improvement element. This element must:

- ❖ List all locations where facilities will be improved;
- ❖ Outline the type of improvements that will be implemented; and
- ❖ Present an implementation plan that describes the funding sources and the schedule for the improvements.

Approval Criteria: The CMP will require that pedestrian facilities in all existing activity centers within the deficiency plan area be upgraded.

The pedestrian circulation improvements in the Deficiency Plan's Pedestrian Facility Improvement Element should include as many improvements as possible and must be implemented consistent with the implementation plan.

B. TRANSIT

B-3: Shuttle Service to Rail Transit Stations -- IMMEDIATE ACTION

Description: This action consists of providing shuttle transit service to rail transit stations and other locations or assisting in the financing of existing shuttle services.

Intent: To encourage transit use.

Standards:

1. The city must perform an initial rail station shuttle feasibility study as part of the deficiency plan. This study must include:
 - ❖ A list of all major employment centers in the deficiency plan area (defined as having over 750 employees or 300,000 gross square feet of building area) located over 2,500 feet from a rail transit station.
 - ❖ A description of all existing public or private shuttle services in the deficiency plan area.
 - ❖ A basic analysis for implementing new shuttle services from a rail station to each employment center. In the initial deficiency plan this analysis may be a relatively simple analysis evaluating the cost of providing shuttle service to each employment center, identifying the shuttle route, identifying the distance from the rail station to the employment center, identifying opportunities for serving multiple employment centers with the same shuttle route (including those with less than 750 employees), and estimating the number of potential shuttle passengers along the route. This basic analysis must also consider the feasibility of extending any existing shuttle services in the area to the employment center.
2. The city must develop a prioritized list of potential shuttle routes based upon the initial feasibility study. During the first year, the city must complete a more detailed feasibility study on the three highest priority shuttle routes. The feasibility study shall examine potential strategies for implementing and sustaining the operation of shuttle services. This feasibility study should include an implementation plan for any routes that are found to be cost effective. This detailed feasibility study must be submitted to the CMP with the city's monitoring report.
3. In future years, the city must perform detailed feasibility studies on the other routes identified on the priority list. These studies must be included in future monitoring reports.
4. The city must encourage implementation of the shuttle services found to be most effective in the feasibility study.

Timing: The City of San Jose must include the initial rail station shuttle feasibility study as part of the list of employment centers and the feasibility study the original deficiency plan.

The city must include the more detailed shuttle feasibility studies in the future year deficiency plan monitoring reports.

The city must make a clear effort to develop innovative schemes to implement private shuttle service from existing employment centers during the next several years.

Approval Criteria: The CMP will require that cities include the list and initial feasibility study with their original deficiency plan. The city must include the more detailed shuttle feasibility studies, as well

as a brief report documenting its progress at implementing and sustaining shuttle service in the future year deficiency plan monitoring reports.

B-8: Transit Stop Improvements -- IMMEDIATE ACTION

Description: This action consists of improving transit stops to encourage transit use as well as improving adjoining roadways to improve traffic flow and/or reduce delays to transit vehicles entering the traffic flow.

Intent: To improve traffic LOS and increase the efficiency and the safety of the public transit system.

Standards:

Member Agencies must work with SCCTD to prepare a transit stop improvement element for transit stops in the deficiency plan area. This element must include the following:

1. A list of all transit stops in the deficiency plan area
2. An evaluation of each transit stop on the list in terms of its need for:
 - ❖ Relocation;
 - ❖ Elimination;
 - ❖ Traffic flow improvements (to assist the transit vehicle in entering the stream of traffic);
 - ❖ Passenger amenities including: shelter, seating, lighting, maps, schedules, pay telephone, and landscaping.
3. A program for implementing the improvements identified in the element.

Timing: The original Deficiency Plan must include the Transit Stop Improvement Element. Within one year after CMP approval of the Deficiency Plan, the City of San Jose must begin implementation of the Transit Stop Improvement Element.

Approval Criteria: The CMP will require that all transit stops in the Deficiency Plan area be upgraded to include all feasible passenger amenities and traffic flow improvements. This program must be implemented according to the schedule included in the Deficiency Plan.

C. CARPOOLING, BUSPOOLING, VANPOOLING, AND TAXIPOOLING (All actions on Deferred List)

D. HIGH OCCUPANCY VEHICLE (HOV) FACILITIES (All actions on Deferred List)

E. TRANSPORTATION DEMAND MANAGEMENT (TDM) PROGRAMS

E-2: Public Information Programs - IMMEDIATE ACTION

Description: This action consists of providing public information on availability and benefits of transportation alternatives to the single occupant automobile as well as the air and water quality impacts of transportation decisions.

Intent: To encourage using alternatives to the single occupant automobile by including agencies such as municipal libraries and public schools, as well as employers, in the distribution of this type of information.

Standards:

1. The deficiency plan must include a plan for increasing the distribution of alternative transportation information developed by the SCCTD, the Commuter Network, MTC, Santa Clara Valley Non-point Source Program and the Air District—beyond employers included in the Air District's Trip Reduction Ordinance—within the county. Information could include:
 - ❖ Health effects of air pollution and traffic congestion;
 - ❖ Air pollution effects of older vehicles and poorly tuned vehicles;
 - ❖ Benefits of trip linking;
 - ❖ Benefits of compact/mixed-use development, especially near transit;
 - ❖ Educational materials designed for use in schools.
2. The Commuter Network and the Santa Clara Valley Non-point Source Program will assist their member cities in this effort.

Timing: The original deficiency plan must include a description of the City of San Jose's plan for implementing this action. The City of San Jose must begin implementation upon CMP approval of the Deficiency Plan.

Approval Criteria: The CMP will require that a comprehensive implementation program be developed by each City of San Jose for this action. The CMP will require that this action be implemented immediately.

F. TRAFFIC FLOW IMPROVEMENTS

F-2: Peak-period Parking and Delivery Restrictions -- IMMEDIATE ACTION

Description: This action consists of restricting curbside parking and deliveries during peak periods to improve traffic flow.

Intent: To improve traffic flow thereby reducing vehicle emissions.

Standards:

1. City of San Jose must evaluate the feasibility of this action on all CMP Roadway System arterials within the Deficiency Plan area (whether or not the City of San Jose is responsible for operating the arterial). Member Agencies may extend this plan to non-CMP arterials within the Deficiency Plan area.
2. In locations where it is feasible to restrict curbside parking and deliveries during peak periods, the Member Agencies must evaluate whether implementing this action will improve traffic flow. For locations where traffic flow can be improved by implementation of parking and delivery restrictions (and the restrictions are feasible) the City of San Jose must include an implementation plan describing how and when Se restrictions will be made.
3. City of San Jose must implement feasible and effective parking restrictions.

Timing: The original Deficiency Plan must include a study of the feasibility and effectiveness of these parking and delivery restrictions. If the restrictions are found to be effective, the Deficiency Plan must also indicate when feasible projects will be implemented.

The City of San Jose must implement the parking and delivery restrictions identified in the Deficiency Plan according to the schedule set forth in the Deficiency Plan.

Approval Criteria: The CMP will require that parking and delivery restrictions during the peak hour are implemented at all feasible locations where a traffic evaluation shows that they will be effective at improving traffic flow and reducing vehicle emissions.

F-3: Traffic Signal Timing and Synchronization Program -- IMMEDIATE ACTION

Description: This action consists of optimizing the timing of traffic signals to reduce vehicle delay and vehicle emissions at intersections.

Intent: To reduce vehicle idling and traffic delay at intersections.

Standards:

City of San Jose must develop a program for optimizing traffic signal timing at all CMP Roadway System intersections within the Deficiency Plan area (whether or not the City of San Jose is responsible for operating the traffic signal). Member Agencies may extend this plan to non-CMP arterial intersections within the Deficiency Plan area.

The program must include an implementation plan describing how and when the improvements will be made. Improvements could include: synchronizing sets of traffic signals on an arterial through an interconnection program, simply improving individual traffic signal timing, or other similar improvements.

Timing: The Deficiency Plan must include a Traffic Signal Timing Optimization Program. This program must:

- ❖ List all locations where traffic signal timing will be improved;
- ❖ Outline the type of improvements to be implemented (e.g. timing changes, interconnection projects, or synchronization); and
- ❖ Present an implementation plan that describes the funding sources and the schedule for the improvements.

Approval Criteria: The CMP will require that traffic signal timing at all traffic signals on CMP Roadway System facilities within the deficiency plan area be improved.

The Traffic Signal Timing Optimization Program must be implemented consistent with the schedule included in the Deficiency Plan.

Note: In general, traffic signals should be re-timed on a regular basis to ensure optimum operation. The deficiency plan should recognize this need and require a regular analysis of traffic signal timing in the deficiency plan area. (This analysis could be done by the city traffic engineering staff in conjunction with the annual CMP Traffic LOS Monitoring program.)

F-4: Urban Area Traffic Flow Improvements -- IMMEDIATE ACTION

Description: This action consists of making traffic flow improvements within congested urbanized areas to control traffic flows rather than to add capacity. These improvements may include items such as the following:

- ❖ Additional Turn lanes at intersections;
- ❖ HOV lanes;
- ❖ Turning two-way streets into one-way streets;
- ❖ Computerized traffic & transit control and management on arterials;
- ❖ Turn restrictions at intersections (peak period and all day);
- ❖ Designating reversible lanes to serve peak direction traffic flows.

Intent: The intent of these improvements is to improve traffic flows and reduce emissions in urbanized areas. These traffic flow improvements should be used to encourage infill development in urbanized areas.

Standards: The City of San Jose must evaluate the benefit of these types of traffic flow improvements in the Deficiency Plan area.

Timing: Cities will be responsible for planning and financing these traffic flow improvements. New development projects located within the Deficiency Plan area or impacting deficient facilities may be required to help fund the improvements. The improvements should be implemented concurrent with development. Member Agencies are encouraged to evaluate the potential for these actions at improving traffic flow when they complete transportation analyses for Specific Plan areas and General Plan revisions. The original deficiency Plan must include an Urban Area Traffic Flow Improvement Plan. This plan must:

- ❖ List all locations where facilities will be improved;
- ❖ Outline the type of improvements that will be implemented; and
- ❖ Present an implementation plan that describes the funding sources and the schedule for the improvements.

Approval Criteria: The CMP will require that all feasible and desirable traffic flow improvements consistent with this action be made to the deficiency plan area's CMP Roadway System.

The original Deficiency Plan must include an implementation plan for all urban area traffic flow improvements included in the Deficiency Plan.

G. SITE DESIGN GUIDELINES for NEW DEVELOPMENT and ADDITIONS The Deficiency Plan actions included in the Site Design Guidelines category are intended to be implemented by all new development that takes place within the City of San Jose's jurisdiction. Implementation will be required by Member Agencies as a condition of project approval.

Many Deficiency Plan Site Design Guideline actions are currently required by CMP Member Agencies; the intent of placing these actions within the Deficiency Plan is to ensure that these actions be applied to all new development project in Santa Clara County. Finally, it should be noted that these standards are minimums; Member Agencies may require additional actions as part of their own development regulations.

The Deficiency Plan Site Design Guideline actions apply to all new development projects with the following minimum gross square footages³:

• Office	30,000 gross square feet
• R&D	30,000 gross square feet
• Industrial	40,000 gross square feet
• Warehouse	85,000 gross square feet
• Residential	100 PM peak hour trips
• Retail Centers ⁴	50,000 gross square feet

Site Design Guideline actions will also apply to major additions to existing development. Major additions are defined as either (1) additions of at least 10,000 gross square feet which, when added to the existing building area that will bring the facility up to the square footage threshold defined above; or (2) as additions of at least 10,000 gross square feet to facilities that already meet the applicable square footage threshold.

³ Unless local occupancy standards vary significantly, these square footages for employment purposes house approximately 100 employees.

⁴ Only action items F-4, F-7, F-8, and F-2 (storage only) will apply to retail centers

G-1: Parking Preference for HOVs -- IMMEDIATE ACTION

Description: This action consists of providing preferential parking for high occupancy vehicles (HOVs) at employment and activity centers.

Intent: To encourage ridesharing.

Standards:

1. All new development projects subject to the Deficiency Plan must designate at least 10% of their parking spaces closest to the employee building entrances for exclusive use of employees who are ridesharing.
2. All new buildings subject to the Deficiency Plan must provide drop-off areas convenient to main employee building entrances in order to encourage ridesharing. Drop-off areas should have direct access to the street.

Timing: The City of San Jose must begin implementing these actions in all appropriate development immediately.

These actions must be applied to all new development projects subject to the Deficiency Plan under the jurisdiction of the City of San Jose within one year after CMP approval of the Deficiency Plan.

Approval Criteria: The CMP will require that these actions be implemented immediately on all projects requiring discretionary review. Consistency with this requirement must be indicated in a development project's TIA Report.

Member Agencies must also include a schedule in the original Deficiency Plan for changing its development regulations to require these actions to apply to all development projects subject to the Deficiency Plan.

G-2: Bicycle Facilities at Development Projects -- IMMEDIATE ACTION

Description: This action consists of requiring bicycle storage facilities and showers / changing areas for all new employment centers that have 100 or more employees. This action also must be implemented for additions for facilities when the total number of employees is over 100.

Intent: To facilitate the use of bicycles for commute trips.

Standards:

1. Bicycle Storage: All bicycle storage shall be secure and sheltered.

First 900 Employees 1 bike space for every 20 auto spaces
Over 900 Employees 1 bike space for every 40 auto spaces
Minimum 5 bike spaces
Retail Centers..... 1 bike space for every 20 auto spaces

2. Showers & Changing Rooms: Showers and changing rooms must be accessible for all employees working at the site.

100 to 150 Employees 1 shower
151-to-225 Employees 2 showers
226-to-300 Employees 3 showers, -one additional shower shall be provided for every 200 employees.

Note: This requirement is not applicable to retail centers.

Timing: The City of San Jose must begin implementing these actions in all appropriate development immediately.

These actions must be applied to all new development projects subject to the Deficiency Plan under the jurisdiction of the City of San Jose within one year after CMP approval of the Deficiency Plan.

Approval Criteria: The CMP will require that these actions be implemented immediately on all projects requiring discretionary review. Consistency with this requirement must be indicated in a development project's TIA Report.

Member Agencies must also include a schedule in the original Deficiency Plan for changing its development regulations to require these actions to apply to all development projects subject to the Deficiency Plan.

G-3: Building Placement on Site -- IMMEDIATE ACTION

Description: This action consists of placing new buildings on their sites in a manner designed to encourage alternative forms of transportation.

Intent: To encourage transit use, ridesharing, bicycling, and walking by placing buildings on their sites to make it convenient and attractive to use these alternatives to the automobile.

Standards:

1. All new development projects must include an analysis of the building orientation with respect to transportation as part of the project's Transportation Impact Analysis.⁵
2. All new buildings must have entrances oriented to adjoining transit stop(s) and/or sidewalks. They must also have direct pedestrian routes from the building entrance to the street or transit stop (see Action F-4).
3. All new buildings located within 2,000 feet of an existing or proposed rail transit station must be located within 150 feet of the street curb. Parking for these buildings should be limited in the area between the street and new buildings. Instead, parking should be provided at the sides and backs of new buildings. Member Agencies may modify this requirement for selected buildings in campus developments.

Timing: The City of San Jose must begin implementing these actions in all appropriate development immediately.

These actions must be applied to r new development projects subject to the Deficiency Plan under the jurisdiction of the City of San Jose within one year after CMP approval of the Deficiency Plan.

Approval Criteria: The CMP will require that these actions be implemented immediately on all projects requiring discretionary review. Consistency with this requirement must be indicated in a development project's TIA Report.

Member Agencies must also include a schedule in the original Deficiency Plan for changing its development regulations to require these actions to apply to all development projects subject to the Deficiency Plan.

⁵ This requirement is included as Section 2.17 of the CMP's Transportation Impact Analysis Methodology (1991 CMP - Exhibit C).

G-4: Pedestrian Circulation System: New Development -- IMMEDIATE ACTION

Description: This action consists of building safe, attractive, and useful public sidewalks and pathways in all new development projects.

Intent: To encourage walking between neighboring land uses and to support the use of alternative transportation by providing an integrated and functional pedestrian circulation system.

Standards:

1. All new development projects must include a pedestrian circulation system that provides direct access from building entrances to transit stops, adjoining public sidewalks, neighboring land uses, nearby commercial areas, and to important locations within the project site.
2. All pedestrian paths and sidewalks must be designed with adequate lighting, landscaping, and signage for convenience and security. Where paths or sidewalks cross internal streets or parking lots, the pedestrian way shall be designated using special paving or other indication that it is a pedestrian way. Pedestrian paths through parking must provide adequate buffer between sidewalks and parked cars. All pedestrian paths must be fully accessible to the disabled.

Timing: The City of San Jose must begin implementing these actions in all appropriate development immediately.

These actions must be applied to all new development projects subject to the Deficiency Plan under the jurisdiction of the City of San Jose within one year after CMP approval of the Deficiency Plan.

Approval Criteria: The CMP will require that these actions be implemented immediately on all projects requiring discretionary review. Consistency with this requirement must be indicated in a development project's TIA Report.

Member Agencies must also include a schedule in the original Deficiency Plan for changing its development regulations to require these actions to apply to all development projects subject to the Deficiency Plan.

G-5: Bicycle Facilities at New Residential Development -- IMMEDIATE ACTION

Description: This action consists of requiring secure bicycle storage facilities at all new residential development projects that do not have private garages.

Intent: To facilitate bicycle use by occupants of new multi-family structures for all types of trips.

Standards:

1. All new residential development projects that do not provide separate garages for each unit shall provide secure and sheltered parking for bicycles. Projects must provide at least 1/2 space per dwelling unit.

Timing: The City of San Jose must begin implementing this action in all appropriate development immediately.

This action must be applied to all new development projects subject to the Deficiency Plan under the jurisdiction of the City of San Jose within one year after CMP approval of the Deficiency Plan.

Approval Criteria: The CMP will require that this action be implemented immediately on all projects requiring discretionary review. Consistency with this requirement must be indicated in a development project's TIA Report.

Member Agencies must also include a schedule in the original Deficiency Plan for changing its development regulations to require this action to apply to all development projects subject to the Deficiency Plan.

G-6: Shuttle Service -- IMMEDIATE ACTION

Description: This action consists of providing shuttle transit service to rail transit stations and other locations.

Intent: To encourage transit use.

Standards:

1. All new employment center development projects with either a minimum of 750 employees or 300,000 gross square feet must provide shuttle service to and from a rail transit station, unless the city has performed a feasibility study and determined that this action is infeasible for a particular development project. The shuttle service operating plan must be described in the development project's Transportation Impact Analysis Report and should be reviewed with SCCTD staff. The employment center may contribute to an existing shuttle service in the area or extend an existing shuttle into the area if such a service exists.
2. New employment center development projects with a size from 100-to-750 employees may be required to contribute to existing shuttle services (if they exist) in the deficiency plan area on a pro-rata basis.
3. New employment centers located within 2,500 feet of an existing transit station may construct safe, convenient, and attractive pedestrian walkways from their site to the transit station in-lieu of providing the shuttle service. (If there is an existing pedestrian way, the City of San Jose may require the project to make improvements to the facility to make it safer and more attractive.)

Timing: The City of San Jose must require shuttle transit service in all appropriate development upon building occupancy.

The shuttle service must be provided until such time as it is no longer required. The CMP must approve discontinuing any shuttle service included in an approved Deficiency Plan. An acceptable reason for discontinuing shuttle service is that a transit station is constructed within 2,500 feet of the development project.

Approval Criteria: The CMP will require that these actions be implemented immediately on all projects requiring discretionary review. Consistency with this requirement must be indicated in a development project's TIA Report.

Member Agencies must also include a schedule in the original Deficiency Plan for changing its development regulations to require these actions to apply to all development projects subject to the Deficiency Plan.

G-7: Transit Stop Improvements -- IMMEDIATE ACTION

Description: This action consists of improving transit stops to encourage transit use as well as improving adjoining roadways to improve traffic flow and/or reduce delays to transit vehicle entering the traffic flow.

Intent: To improve traffic LOS and increase the efficiency and the safety of the public transit system.

Standards:

1. Member Agencies must work with SCCTD to require new development projects to assist in provision of roadway improvements (including bus turnouts and bus bulbs) at bus stops affected by the development project. (Bus-bulbs are extensions of the sidewalk into the traffic lane; bus bulbs reduce the difficulty buses have in re-entering the stream of traffic thereby reducing delays to transit passengers.)
2. Member Agencies must work with the SCCTD to require new development projects to assist in provision of transit station amenities (such as shelters, signs, maps, schedules, public telephones, and lighting) at transit stops affected by the development project.

Timing: The City of San Jose must begin implementing these actions in all appropriate development immediately.

These actions must be applied to all new development projects subject to the Deficiency Plan under the jurisdiction of the City of San Jose within one year after CMP approval of the Deficiency Plan.

Approval Criteria: The CMP will require that these actions be implemented immediately on all projects requiring discretionary review. Consistency with this requirement must be indicated in a development project's TIA Report.

Member Agencies must also include a schedule in the original Deficiency Plan for changing its development regulations to require these actions to apply to all development projects subject to the Deficiency Plan.

G-8: Multi-tenant Complex TDM Program -- IMMEDIATE ACTION

Description: This action consists of requiring all businesses in new employment complexes with over 500 employees to participate in the Commuter Network's Transportation Demand Management (TDM) program (even those businesses not currently covered by the Air District's Trip Reduction Rule or Commuter Network TDM ordinance).

Intent: To encourage using alternatives to the single occupant automobile for travel to and from work.

Standards:

1. Member Agencies must ensure that all new multi-employer complexes with over 500 total employees in the deficiency plan area participate in the TDM program.
2. The Commuter Network will assist its member cities in the planning and implementation of this action.

Timing: The City of San Jose must begin implementing these actions in all appropriate development immediately.

These actions must be applied to all, new development projects subject to the Deficiency Plan under the jurisdiction of the City of San Jose within one year after CMP approval of the Deficiency Plan.

Approval Criteria: The CMP will require that these actions be implemented immediately on all projects requiring discretionary review. Consistency with this requirement must be indicated in a development project's TIA Report.

Member Agencies must also include a schedule in the original Deficiency Plan for changing its development regulations to require these actions to apply to all development projects subject to the Deficiency Plan.

C. CARPOOLING, BUS POOLING, VARPOOLING, AND TAXIPOOLING

C-1: Enhanced Trip Reduction Program -- DEFERRED ACTION

Description: This action consists of implementing an enhanced trip reduction program.

Intent: To improve the effectiveness of the trip reduction programs required under the Air Quality Management District's Trip Reduction Rule.

Standards:

Member Agencies should work with CMP staff to develop an enhanced trip reduction program for the deficiency plan area. Implementation of this program should be coordinated with the Air District's Trip Reduction Rule.

Timing: The original deficiency plan must include a program for developing an enhanced trip reduction program for the deficiency plan area.

Approval Criteria: The CMP will require that all feasible enhancements be made to the deficiency plan area's trip reduction program. This program must be implemented according to the schedule included in the Deficiency Plan. This schedule should be coordinated with implementation of the Air District's Trip Reduction Rule.

D. HIGH OCCUPANCY VEHICLE (HOV) FACILITIES

D-1: Arterial HOV/Transit Lanes -- DEFERRED ACTION

D-2: Implement MTC 2005 HOV Plan -- DEFERRED ACTION

D-3: Construct HOV Support Facilities -- DEFERRED ACTION

D-4: Construct HOV to HOV Connections and Ramps - DEFERRED ACTION

D-5: Construct HOV Bypass Facilities -- DEFERRED ACTION

Description: These actions are major capital improvements for the regional HOV system.

Intent: These actions are intended to encourage the use of transit and ridesharing.

Standards: To be developed.

Timing: Deferred Action -- Sub-regional Deficiency Plan Element.

Approval Criteria: To be developed.

Reason for Deferral: Most of these actions consist of implementation of major transportation improvements. The CMP, working with Member Agencies must develop a comprehensive program for implementing individual actions in a coordinated and equitable fashion.

G. NEW DEVELOPMENT SITE DESIGN GUIDELINES

All New Development Site Design Guidelines Actions are on the immediate implementation list.

H. LAND USE ACTIONS -- DEFERRED ACTIONS -- (See Note)

The following actions all address land use planning and for purposes of Deficiency Plans are categorized as deferred. The CMP is developing a land-use planning study that will discuss specific implementation techniques for these actions. Until these techniques are approved, the CMP recommends that these actions be implemented by Member Agencies when they revise their General Plan or develop an areawide plan using commonly accepted transportation planning practice.

H-1: Mixed Use Development

H-2: Childcare Facilities near Transit & Employment Centers

H-3: Development of Affordable Housing Near Worksites

H-4: High Density Housing near Rail Transit

H-5: Establish Telecommuting Centers

H-6: Auto Free / Transit Only Zone

Description: These actions are land use measures designed to increase transit ridership, reduce vehicle miles traveled, improve overall air quality, and improve traffic LOS on the overall CMP roadway system. Where feasible and consistent with other community goals the City of San Jose will implement these actions.

Intent: The intent of these actions is to improve overall CMP System transportation conditions.

Standards: Specific standards will be developed as part of the CMP's Land Use Element.

Timing: Deferred Action.

Note: These actions should be implemented by Member Agencies when they revise their General Plan or develop a Specific Plan. Member Agencies should use commonly accepted transportation and land-use planning practice in these situations.

Approval Criteria: To be developed.

Reason for Deferral: The CMP, working with Member Agencies, must develop specific implementation standards for land use actions.

US-101/OAKLAND/MABURY TRANSPORTATION
DEVELOPMENT POLICY (2008)

US-101/Oakland/Mabury Transportation Development Policy

1. Purpose

This Transportation Development Policy (“TDP”) serves as the Area Development Policy for the US-101/Oakland/Mabury area in conformance with and in furtherance of the provisions of the San José 2020 General Plan (“General Plan”) Level of Service (“LOS”) Policy #5 for Traffic, which states that the minimum overall performance of City Streets during peak travel periods should be LOS “D”. This TDP is intended to achieve all of the following: (1) management of traffic congestion generated by near-term new development in the vicinity of the US-101/Oakland interchange; (2) promotion of General Plan goals for economic development and housing; and (3) improvement of the US-101/Oakland Road interchange and construction of the new US-101/Mabury Road interchange to accommodate new development.

This TDP recognizes and allows for interim traffic congestion levels resulting from ongoing development, but provides for opportunities for and encourages new mixed-use, commercial and residential development, and also provides incentives for new industrial development in the area. Key elements of this TDP are to:

- Define the interchange capacity available to accommodate the projected development in the area.
- Identify existing operations and the required improvements for future development in the US-101/Oakland Road and US-101/Mabury Road corridor; and explain the funding and steps needed to complete those required improvements.
- Ensure the improvement and construction of the required transportation infrastructure for new development by establishing a traffic impact fee program on new development in that area to fund that infrastructure.
- Promote new industrial land use or intensification of existing industrial land use in the US-101/Oakland Road and US-101/Mabury Road corridor by exempting a certain amount of new industrial development from the traffic impact fee program where other sources of funding for that development’s proportionate share of the required traffic improvements have been identified.
- Allow the LOS of signalized intersections covered by the TDP to temporarily exceed City’s LOS standards until the required improvements are constructed.

2. Existing Operations

Due to limited access points for the US-101 freeway in the US-101/Oakland Road and US-101/Mabury Road corridor, future LOS impacts caused by new development are expected to occur at: (1) the US-101/Oakland (N) intersection; (2) the US-101/Oakland Road (S) intersection; and (3) the Oakland Road/Commercial Road intersection.

Studies of traffic flow and field observations at these intersections indicate that two primary causes for the future operational deficiencies are: (1) US-101 freeway-bound traffic, and (2)

Oakland Road local through traffic, because the two traffic streams compete for limited intersection capacity. Table 1 provides a summary of the existing Level of Service at these intersections in fall, 2006. [Ref. 1]

Table 1: Existing LOS

INTERSECTION	AM		PM	
	Delay*	LOS	Delay*	LOS
US-101/Oakland Road (N)	62	E	23	C
US-101/Oakland Road (S)	22	C	34	C
Oakland Road/Commercial Street	38	D	45	D
US-101/Mabury Road (E) **	35	E	400	F
US-101/Mabury Road (W) **	16	C	22	C
* Average Control Delay in seconds per vehicle (Sec/Veh)				
** Two-way stop controlled, LOS and delay are for the worst movement				

3. Planned Improvements

This TDP recognizes and identifies that two major regional transportation projects noted below are necessary in this area to provide adequate access to the US-101 freeway for new development and the planned BART station. [Ref. 1] The locations of the regional transportation projects along with the BART station are illustrated in Figure 1 on page 10, and the two regional transportation projects are as follows:

- Modification of the US-101/Oakland Road interchange - Upgrade of the facility to maximize capacity.
- Construction of the US-101/Mabury Road interchange - The US-101/Mabury Road interchange has long been identified in the City's General Plan as a needed freeway gateway to alleviate congestion at the US-101/Oakland Road interchange.

The improvements summaries and the cost estimates for the completion of both of these interchanges are as follows: [Ref. 2]

US-101/Oakland Road Interchange

- Widening of Oakland Road between Commercial Street and US-101 freeway, including the US-101 over-crossing to 8 lanes across, including dual left turn lanes for both northbound and southbound directions.
- Widening of US-101 on-ramps and off-ramps to accommodate additional turning lanes.
- Widening of eastbound Commercial Street to provide additional lanes.
- Signal modifications at intersections of the US-101/Oakland Road (N), the US-101/Oakland Road (S), and the Oakland Road/Commercial Street.
- Intersection improvement at Berryessa Road and Commercial Street intersection for an

additional westbound to northbound right turn lane.

- Total Improvement cost of the US-101/Oakland Road modifications are estimated at \$20 million (in 2007 dollars)

US-101/Mabury Road Interchange

- Construction of a new northbound US-101 diagonal off-ramp and a new US-101 loop on-ramp on the southeast quadrant of the US-101/Mabury Road interchange.
- Construction of a new southbound US-101 diagonal off ramp and a new US-101 loop on-ramp on the southwest quadrant of the US-101/Mabury Road interchange.
- Installation of new traffic signals at the Mabury Road intersections with the northbound ramps and southbound ramps.
- Total improvement cost of the US-101/Mabury Road interchange construction projects are estimated at \$49 million (in 2007 dollars).

The two interchanges are referred to in this TDP as the “Policy Interchanges” that are illustrated in Figure 1 on page 10. The five signalized intersections located within the sphere of influence of the Policy Interchanges are collectively referred to as the “Policy Interchange Intersections”. These five intersections are: (1) US-101/Oakland (N); (2) US-101/Oakland (S); (3) Oakland/Commercial; (4) US-101/Mabury (E); and (5) US-101/Mabury (W); that are illustrated in Figure 1 on page 10. The Policy Interchange Intersections are considered within the sphere of influence of the Policy Interchanges from the perspective of traffic capacity analysis. The improvements described above in this section at and around the Policy Intersections are referred to as the “Planned Improvements.”

4. Interchange Capacity

This TDP establishes PM peak hour vehicle trips as the measurement for interchange capacity at the Policy Interchanges because the capacity constraints at the Policy Interchanges are projected to be more severe in the PM peak hour than in the AM peak hour. [Ref. 1] For the purpose of this TDP, any trip traversing through one or more Policy Interchange Intersections during the PM peak hour is regarded as one interchange trip. A through trip is not counted more than once if traversing through more than one Policy Interchange Intersection. All trips using the Policy Interchange Intersections are treated as one interchange trip whether they access the US-101 freeway or not.

Construction of the Planned Improvements will increase the interchange capacity at all five Policy Interchange Intersections. Table 2 below provides a summary of the interchange capacities: [Ref. 1, 3]

Table 2: Available Interchange Capacity

IMPROVEMENT	CAPACITY (PM TRIPS)		
	Total	Allocated to BART Station	Allocated to development
US-101/Oakland only	785	0	785
US-101/Mabury only	677	309	368
US-101/Oakland & US-101/Mabury	1462	309	1153

By constructing the Planned Improvements to the Policy Interchange Intersections, a total of 1462 PM peak trips will be available to accommodate traffic from future growth. A portion (309 trips) of the acquired capacity at the US-101/Mabury Road interchange is allocated to accommodate BART station access traffic. The remaining 1153 trips will be available to accommodate new development.

5. Funding

This TDP identifies various sources of funding to support the construction of the Planned Improvements. A total of \$69 million is required to fund the construction of the Planned Improvements with two funding sources already identified to contribute a total of \$38 million. One source is the regional funds pursued by the City and the Valley Transportation Authority (VTA) as part of the Valley Transportation Plan 2030 (VTP 2030) toward the construction of the US-101/Mabury Road interchange. This regional contribution is expected to be a \$30 million allocation. The other source is the contribution toward the Planned Improvements by the City and/or its Redevelopment Agency as described in (1) the North San José Area Development Policy EIR; and (2) the Downtown Strategy 2000 EIR, which is expected to be an \$8 million contribution.

Along with the adoption of this TDP, the City Council established a Traffic Impact Fee program to fund the balance of the \$31 million cost for the Planned Improvements. The Traffic Impact Fee Program requires new development that generates demands for the Policy Interchange Intersections to make fair share financial contributions as determined by the Nexus Study [Ref. 3] prepared as a part of this Traffic Impact Fee program. The City will administer the traffic impact fees it collects and conduct appropriate studies, design, environmental clearance, and construction of the Planned Improvements as funds become available from payment of the impact fee by new development and other funding sources identified above.

According to the fee studies performed, an equitable share for every interchange trip would be \$47,000, which amount is achieved at by dividing the total improvement cost of \$69 million by the total acquired PM peak hour capacity of 1462 trips [Ref. 3]. However, with the expected \$8 million and \$30 million contributions from the City and regional funding sources, respectively, only the balance of \$31million will be funded through the Traffic Impact Fee Program.

The breakdown of funding is shown in Table 3 below.

Table 3: Proposed Finance Plan

FUNDING SOURCE	AMOUNT
Traffic Impact Fee	\$31 million
Regional Funding	\$30 million
Downtown/NSJ	\$8 million
TOTAL	\$69 million

6. Traffic Impact Fee

This TDP requires new residential and commercial development to make a fair-share contribution toward the construction cost of \$31 million based on the development capacity and the related trips generated by the development. The maximum available capacity at the Policy Interchange Intersections for all future development projects is 1153 PM peak hour trips. Of the 1153 trips, 10% or 115 trips, are allocated to the trips generated by future industrial growth that are exempt from the Traffic Impact Fee Program. [Ref. 1, 3] The remaining 1038 trips are allocated to new residential and commercial development and are subjected to the Traffic Impact Fee. The fair share Traffic Impact Fee for each interchange trip is \$30,000, calculated by apportioning \$31 million of un-committed funding needs across the 1038 trips. Further, to ensure the amount remains at a consistent value over time, the amount of the Traffic Impact Fee will be increased annually on January 1 per the Engineering News-Record (ENR) Construction Cost Index for San Francisco published by the McGraw Hill. [Ref. 5]

7. Previously Approved Projects (The Flea Market Site)

As of June 30, 2007, the Flea Market site (Figure 1) has completed a development zoning for new development that will impact the Policy Interchange Intersections when implemented/developed. If the Flea Market project develops in accordance with its current proposal and conditions of approval, the Flea Market project is required to fund/construct the Planned Improvements for the US-101/Oakland Road interchange per the development approvals. The Flea Market project generates approximately 730 interchange trips and is a major contributor to the Traffic Impact Fee Program under this TDP [Ref. 1]. The Flea Market project could apply to the City to modify its current environmental clearance to participate in the Traffic Impact Fee program pursuant to this TDP. The Flea Market project could be implemented under its existing conditions of approval by fully funding and constructing the Planned Improvements for the US-101/Oakland Road interchange as mitigations, or under this TDP by participating in the Traffic Impact Fee program, and the substance and analysis of this TDP would remain intact.

8. Applicability and Implementation

This TDP and its Traffic Impact Fee program apply to all new residential and commercial development that generates vehicular trips at either of the Policy Interchanges. Future developments are required to prepare and submit Traffic Impact Analysis (TIA) reports following all relevant City's Policies and guidelines. The Traffic Impact Fees shall be determined as part of the TIA report and collected prior to issuance of Building Permit. Upon collection of the Traffic Impact Fee, the TDP considers a development to have addressed the transportation impact mitigation requirements of the project at the Policy Interchanges. Each new development project, however, will still be required to mitigate any impacts at other transportation facilities, if any, following relevant City's Policies and guidelines.

The TDP exempts future industrial development activities from the Traffic Impact Fee program. The \$30,000 per trip impact fee reflects a beneficial \$17,000 offset compared to the equitable share of \$47,000 per trip when all trips are considered. [Ref. 3] The beneficial offset is the result of larger than equitable share financial contributions by the City and regional funding pursued by the City. Industrial developments create or preserve desirable Driving Industry employments, therefore, the TDP exempts up to 115 trips related to future industrial developments from the Traffic Impact Fee requirement to promote the General Plan Economic Development Major Strategy, the Industrial Land Use goal and policies, and to help improve the jobs/housing balance in the City. In the situation when the exempt trip allowance for industrial development is exhausted, new trips from industrial development will be required to pay the Traffic Impact Fee for the trips in excess of the allowance.

9. Interim Congestion

This TDP allows interim congestion at the following three Policy Interchange Intersections and 4 additional City intersections to temporarily exceed the LOS standards of the Citywide LOS Policy. However, the conditions of the transportation system will be restored ultimately to a level that is consistent with the General Plan Level of Service Policy Standard for Traffic, once the Planned Improvements are constructed. The intersections that will experience temporary congestion are:

- US-101/Oakland Road (N) intersection
- US-101/Oakland Road (S) intersection
- Oakland Road/Commercial Road intersection
- Commercial Street/Berryessa Road intersection
- Lundy Avenue/Berryessa Road intersection
- King Road/McKee Road intersection
- I-880/Old Bayshore Highway (E) intersection

Traffic LOS is expected to degrade at the existing US-101/Oakland Road interchange, as approved and anticipated developments are constructed in the future. In the absence of the Planned Improvements, the three Policy Interchange Intersections within the US-101/Oakland Road interchange are expected to operate at LOS F in one or both peak hours. [Ref. 1] The detailed LOS is provided in Table 4 below

Table 4: Future LOS Without Improvements

INTERSECTION	AM		PM	
	Delay*	LOS	Delay*	LOS
US-101/Oakland Road (N)	291	F	98	F
US-101/Oakland Road (S)	35	C	141	F
Oakland Road/Commercial Street	189	F	75	E
* Average Control Delay in seconds per vehicle (Sec/Veh)				

The LOS shown in Table 4 represents the theoretical worst case condition, in that all future development traffic is assumed to use the US-101/Oakland Road interchange without any Planned Improvements. With such high predicted delays, in reality some traffic that would otherwise use those intersections is anticipated to redistribute to alternative routes to access US-101 freeway. A total of 7 intersections are expected to experience interim traffic congestion with the redistribution [Ref. 4] as summarized in Table 5.

Table 5: Interim LOS Without Improvements

INTERSECTION	AM		PM	
	Delay*	LOS	Delay*	LOS
US-101/Oakland Road (N)	147	F	47	D
US-101/Oakland Road (S)	24	C	85	F
Oakland Road/Commercial Street	77	E	55	D
Commercial St./Berryessa Road	71	E	27	C
Lundy Ave./Berryessa Road	52	D	70	E
King Road/McKee Road	72	E	76	E
I-880/Old Bayshore (E)	76	E	27	C
* Average Control Delay in seconds per vehicle (Sec/Veh)				

The Policy Interchange Intersections are expected to operate within or right on Citywide LOS standard once the Planned Improvements are completed along with the construction of all new development under this TDP. The expected LOS of the Policy Interchange Intersections are summarized in Table 6 below. Additional intersection modifications beyond the Policy Interchange are required at the Commercial Street/Berryessa Road and the Lundy Avenue/Berryessa Road intersections to conform to Citywide LOS standard. These modifications are therefore to be funded by this TDP.

Table 6: Future LOS With Planned Improvements

INTERSECTION	AM		PM	
	Delay*	LOS	Delay*	LOS
US-101/Oakland Road (N)	43	D	20	B
US-101/Oakland Road (S)	29	C	30	C
Oakland Road/Commercial Street	55	D	55	D
US-101/Mabury Road (E)	55	D	55	D
US-101/Mabury Road (W)	36	D	50	D
* Average Control Delay in seconds per vehicle (Sec/Veh)				

10. Schedule for Implementation

Timing of funding availability is the key for the implementation of the Planned Improvements in the long term to achieve the General Plan Level of Service Policy Standard for Traffic. The TDP allows the Level of Service of seven intersections to deteriorate to levels in excess of the City's Traffic Level of Service Policy for a temporary period of time. The duration of time traffic will operate below the City's standard Traffic LOS of "D" depends on funding availability and time needed for the Planned Improvements to be designed and constructed. Timing of funding availability is driven by different factors. For example, the financial contribution by the City and/or its Redevelopment Agency for North San José and Downtown development is connected to the timing of new development in those areas, while the Traffic Impact Fees required by this TDP that are collected as individual development projects are approved and constructed. In order to provide traffic operation benefits sooner, the City may accelerate construction of the Planned Improvements with public funds. The advanced public funds shall be reimbursed by the Traffic Impact Fees collected from new development.

As of June 30, 2007, work for a Project Study Report & Project Report (PSR/PR) is already underway with City funding for the Planned Improvements. To ensure the ultimate construction of the required infrastructure set forth in this TDP, the City should apply funding promptly in the sequence of (1) environmental review conducted jointly by the City, VTA, and Caltrans; (2) design (PS&E); (3) property acquisition (ROW); and (4) construction; as additional funding becomes available.

Traffic Impact Fee requirement of this TDP expires when all Planned Improvements are fully funded and constructed. In the event that public funds are advanced to accelerate the construction of the Planned Improvements, the Traffic Impact Fee requirement expires when advanced public funds are fully reimbursed.

References:

1. “US-101/Oakland Road & US-101/Mabury Road Interchange Capacity Analysis, Final Report”, June 2007, by the Department of Transportation, City of San José
2. “U.S. Route 101 North Corridor Study, Final Report”, May 2005, prepared for the Valley Transportation Authority by Nolte and DKS
3. “US-101/Oakland Road & US-101/Mabury Road Interchanges Traffic Impact Fee Analysis”, July 2007, by the Department of Transportation, City of San José
4. “Dobbin Drive Residential Development Traffic Impact Analysis”, September 10, 2007, prepared for David J. Powers and Associates by Hexagon Transportation Consultants
5. <<http://enr.construction.com/features/conEco/default-city.asp>>, Engineering News-Record, McGraw Hill



Figure 1: Policy Interchanges and Policy Interchange Intersections

Attachment:

**US-101/Oakland Road & US-101/Mabury Road Interchanges Traffic Impact Fee
Analysis, July 2007**

***US-101/Oakland Road &
US-101/Mabury Road Interchanges
Traffic Impact Fee Analysis
(Nexus Study)***

Final Report

July 2007



Department of Transportation

Executive Summary

This report documents cost of planned improvements at the US-101/Oakland Road interchange and the US-101/Mabury Road interchange, and provide a basis to determine financial contributions from new development toward the constructions of the planned improvements. This report identifies the Level of Services (LOS) and ultimate capacity of the planned improvements at the two interchanges, total costs for the planned improvements, and source of funding for the improvements. The traffic impact fee is calculated by identifying City and regional contributions and apportioning total unfunded improvement costs across improved capacity in terms of vehicular trips available to new development.

Introduction

US-101 is a major freeway corridor connecting residential communities in the east and the south of Santa Clara County to employment centers in the north and the west of Santa Clara County. In the areas general along the Berryessa Road, Mabury Road/Taylor Street, and Oakland Road, access to the US-101 freeway is limited to the US-101/Oakland Road interchange. Oakland Road is a major north-south arterial. Therefore, the US-101/Oakland Road interchange capacity is shared by both freeway-bound traffic and local through traffic. In order to provide more capacity to accommodate new developments along Berryesa Road, Mabury Road and Taylor Street, and to improve efficiency of traffic operations at the US-101/Oakland Road interchange, two key capital improvements have been identified in the City of San José Department of Transportation's long range improvement. The first improvement is the modification of the US-101/Oakland Road interchange including operational improvements at Oakland Road and Commercial Street intersection. The second key improvement is to add a new freeway access by constructing a new US-101/Mabury Road interchange. It is expected that both improvements will create additional capacity for accessing US-101, mitigating future development impacts, and facilitating local through traffic movements.

The purpose of this study is to analyze interchange capacity and provide quantitative information in support of the US-101/Oakland/Mabury Transportation Development Policy. The Department of Transportation completed a capacity analysis at the US-101/Oakland Road and US-101/Mabury Road interchange consistent with relevant City's transportation LOS Policy and guidelines. The report titled "US-101/Oakland Road & US-101/Mabury Road Interchange Capacity Analysis – Final Report" (the Interchange Capacity Analysis) concluded that the improvements will ultimately acquire a total of 1462 trips in development capacity. The proposed improvements, on the other hand, have been studied jointly by VTA and the City and been documented in the report titled "U.S. Route 101 North Corridor Study Report" (the North Corridor Study). This nexus study adopts conclusions from both the Interchange Capacity Analysis and the North Corridor Study and provides a financial analysis for new development in the vicinity of the US-101/Oakland Road interchange and the US-101/Mabury Road interchange.

Infrastructure Improvements

There are two major improvements identified in the DOT's long range plan to improve the US-101 access and operations. At the US-101/Oakland Road interchange, an ultimate intersection configuration developed in the North Corridor Study includes intersection improvements at US-101/Oakland Road (N), US-101/Oakland Road (S), Oakland Road/Commercial Street, and widening of the Oakland Road overcrossing. The improvements at the US-101/Oakland Road interchange add or extend turning lanes that are critical to signal operations and, thus, improve intersection average delays and LOS. Improvements proposed for the US-101/Oakland Road interchange include constructing double left-turn lanes from northbound Oakland Road to northbound US-101 on-ramp, extending left-turn storages for both southbound and northbound Oakland Road to US-101 on-ramps, adding one right-turn lane each to both northbound and southbound US-101 off-ramps, adding one exclusive right-turn lane from southbound Oakland Road to northbound US-101 on-ramp, and adding one left-turn lane from westbound Commercial Street to southbound Oakland Road.

The second improvement is construction of a new US-101 freeway interchange at Mabury Road. The US-101/Mabury Road interchange has long been identified as a freeway gateway in the City's General Plan Land Use and Transportation Diagram. In this study, configuration of the US-101/Mabury Road interchange is taken from the preferred alternative in the latest Project Study Report (PSR) by the California Department of Transportation (Caltrans) as well as the North Corridor Study. This new interchange consists of one pair of ramps on each side of the freeway. Each pair of ramps consists of one diagonal ramp and one loop ramp, both on the south side of Mabury Road. On the east side, the pair of northbound ramps will connect the existing unsignalized Mabury/Mabury intersection as the south leg to form the US-101/Mabury (E) intersection. On the west side, the pair of southbound ramps will connect to the existing unsignalized intersection at Mabury/23rd as the south leg to form the US-101/Mabury (W) intersection. The two new intersections would require a traffic signal to function operationally.

Engineering and construction costs for completing the improvements of US-101/Oakland Road interchange are estimated at \$20 million. Engineering and construction costs for the US-101/Mabury Road interchange is estimated at \$69 million. Both estimates are in 2007 dollars. They add up to a total of \$89 million in engineering and constructions to complete both improvements.

Interchange Capacity

Interchange capacity is the total number of vehicular trips that are available to accommodate additional traffic resulted from future growth. The base unit of interchange capacity is number of vehicular trips. According to the Interchange Capacity Analysis, construction of both

improvements at the US-101/Oakland Road and the US-101/Mabury Road interchanges will acquire a total of 1462 trips in development capacity. Out of the 1462 trips, 739 trips are available to new development at the US-101/Oakland Road interchange. Of the remaining 723 trips, the future Berryessa BART station is anticipated to take 309 trips, and leave 414 to new development at the US-101/Mabury Road interchange. Various scenarios are studied in the Interchange Capacity Analysis. The breakdowns of acquired development capacity are summarized in Table 7 below.

Table 7 Development Capacity by Improvement Scenario

Improvement Scenario	Development Capacity (PM Peak Hour Trip)		
	Oakland/101 only	Mabury/101 only	Oakland/101 & Mabury/101
Development Trips @ Oakland/101	902	23	739
Development Trips @ Mabury/101	0	380	414
BART Trips @ Mabury/101	0	309	309
Total Trips	902	712	1462

The development capacity is defined as the PM peak hour trips generated by new development or other trip generators that traverse through one or more interchange intersections listed in the next section. The development capacity can be directly applied to trips from new development for capacity monitoring and fee collection without adjustment. The Interchange Capacity Analysis also studied reserved capacity for LOS purpose that is not applicable to this study.

Special consideration was given to the future Berryessa BART station. The City of San José and the Valley Transportation Authority are pursuing the SVRTC project that will extend the BART system from Fremont in Alameda County to San José Downtown and Santa Clara. The BART extension proposes a Berryessa BART Station in the Flea Market area. Taylor Street/Mabury Road is expected to be a major access route to this future BART Station for local as well as freeway traffic according BART’s EIR/EIS traffic study. Therefore, the BART station is identified as a major stakeholder of the future US-101/Mabury interchange. Automobile trips accessing the BART station are considered in the background LOS calculation of the Interchange Capacity Analysis for its tie to regional funding sources (see Financing Analysis below).

Assessment Unit

The PM peak hour interchange trip is selected as the unit for impact fee assessment because future operations and capacity constraints are expected to be more severe in the PM peak hour than in the AM peak hour. An interchange trip is a trip generated by new development that was assigned through one or more of the intersections below regardless of its origin or destination.

The intersections that are considered part of the interchanges are:

- 1) US-101/Oakland Road (N)
- 2) US-101/Oakland Road (S)
- 3) Oakland Road/Commercial Street
- 4) US-101/Mabury Road (E)
- 5) US-101/Mabury Road (W)

Use of interchange trip as the assessment unit has several advantages including (1) is easy to understand; (2) is studied in the TIA of new development; (2) is easy to keep track of available capacity; (3) is proportional to impacts caused by new development. Where size of development (i.e., residential units and commercial square footages), would require consideration of distance to the interchange in the impact fees, that is often confusing and complex. Therefore, the interchange trip is chosen as the base unit for impact fee assessment over size of development.

Financing Analysis

It is the goal of the City to construct both the US-101/Oakland Road interchange improvement and the new US-101/Mabury Road interchange ultimately. Any implementation plan for partial improvement (i.e., construct the US-101/Oakland Road interchange to its maximum capacity only) would not acquire enough development capacity to accommodate trips from new development in this area. Therefore, the financing analysis is set to include an impact fee assessment for the total costs of the planned improvements of the US-101/Oakland Road interchange and the US-101/Mabury Road interchange.

Two scenarios are considered in the financing analysis – the Equitable-Share and the Fair-Share. In the Equitable-Share scenario, the total improvement costs are spread evenly over the acquired capacity by the improvements. This Equitable-Share represent the financial contribution required for each interchange trip needed to construct the improvement without additional funding sources. In the Fair-Share scenario, the total improvement costs are offset by other funding sources already identified by the City, and the net balance of the costs are spread evenly over the trips that are not related to other funding sources. The analysis of both financing scenarios is depicted in Table 8 Trip Cost Analysis below:

Table 8 Trip Cost Analysis

	Equitable-Share	Fair-Share
Total Improvement Costs	\$69 million	\$69 million
Total Acquired Capacity (trip)	1462	1462
Other Funding Sources		
1. Regional Funding	\$0	\$30 million
2. San José/RDA	\$0	\$8 million
Net Cost	\$69 million	\$31 million

Non-cost Sharing Trip		
1. BART Station Trip	0	309
2. New Industrial Trip (10%)	0	115
Net Cost Sharing Trip	1462	1038
Net Cost per Trip	\$47,000	\$30,000

The \$30,000 Fair-Share cost per trip should be used as the target of traffic impact fee, as City and VTA are jointly pursuing other funding sources. The City and the VTA have identified \$30 million regional funding toward the construction of the US-101/Mabury Road interchange as is documented in the VTP 2030 countywide transportation plan. Separately, the City and/or its Redevelopment Agency will contribute \$8 million toward the improvement of the US-101/Oakland Road interchange and construction of the US-101/Mabury Road interchange, as described in the North San José Area Development Policy and Downtown Strategy 2000 development plan.

As clearly depicted in Table 8 Trip Cost Analysis, the Fair-Share cost reflects a \$17,000 saving over the Equitable-Share cost per trip, because of the large financial contributions of other funding source pursued by the City and the VTA, the total improvement costs are reduced by 55% (\$38 million) in the Fair-Share scenario. However, trips for the BART station are excluded from cost sharing calculation because it is an approved project, and trips for new industrial development are excluded from cost sharing calculation at City discretion. The BART to San José Extension is an approved project that promotes transit use over vehicular transportation. The BART extension project is one of the reasons and justifications for pursuing and applying regional funding to the improvements. The construction of the Berryessa BART station is part of the BART Extension that would in the long run reduce automobile traffic on City streets. Industrial development, on the other hand, creates Driving Industry employments and helps improve job/housing balance in the City. It is estimated that 10% of new development trips are associated with industrial development as studied in the Interchange Capacity Analysis.

Finally, using the 0.18 reserved capacity equivalent per residential unit concluded in the Interchange Capacity Analysis, the average contribution by each future residential unit is calculated as $\$30,000 * 0.18 = \$5,400$. A per unit fee of \$6,000 represents a more conservative estimate. For future developments that are closer to the US-101 freeway than the Flea Market project, their fair share contributions are expected to be higher up to \$7,000 per unit. Therefore, it is reasonable to conclude that the expected average contribution by a future residential development would be between \$6,000 and \$7,000 per dwelling unit.

Finally, using the 0.18 reserved capacity equivalent per residential unit concluded in the Interchange Capacity Analysis, the average contribution by each future residential unit is calculated as $\$30,000 * 0.18 = \$5,400$. A per unit fee of \$6,000 represents a more conservative estimate. For future developments that are closer to the US-101 freeway than the Flea Market project, their fair share contributions are expected to be higher up to \$7,000 per unit. Therefore, it is reasonable to conclude that the expected average contribution by a future residential development would be between \$6,000 and \$7,000 per dwelling unit.

METHODOLOGY FOR TRANSPORTATION NETWORK
MODELING AND ANALYSIS (2007)

**CITY OF SAN JOSÉ:
METHODOLOGY FOR TRANSPORTATION
NETWORK MODELING & ANALYSIS**

City of San José
Department of Transportation

August 2007

OVERVIEW

The City of San José has, for approximately 30 years, used a computerized travel demand model to evaluate its planned transportation system relative to the planned land uses in its adopted General Plan. Because San José is a large and diverse city whose Sphere of Influence encompasses 280 square miles and because it is located in a heavily urbanized county within a much larger urbanized region, using a transportation computer model meets numerous planning needs. The model helps the City determine the general adequacy of the planned transportation system relative to the demands of the existing and planned land uses; it identifies long term constraints internally, at the interfaces with other jurisdictions, and within the regional transportation system. Using a model also allows decision-makers to evaluate the comparative traffic effects of land use changes over time.

From time to time, as may be deemed advisable by the City's Directors of Transportation and Planning, modifications are made to the methodology used to model and/or evaluate General Plan transportation impacts. These changes are made for the purpose of ensuring that the City is using the best and most accurate information available, and to ensure that the information is presented in a form that best meets the following objectives:

- 1) Is understandable to the general public;
- 2) Can be used to evaluate project impacts under the requirements of the California Environmental Quality Act (CEQA);
- 3) Can be compared to impacts from other General Plan amendments over time;
- 4) Relates to other City policies;
- 5) Meets relevant professional principles and/or standards.

Over time, the amount of information that must be modeled, the increasing complexity of the transportation system (including modes other than automobiles), greater levels of congestion, and the creation of multiple Area Development Policies have all been reflected in the evolution and management of the City's model and the information it produces.

Prior to July 2005, the Department of Transportation used a forecasting model built on the "TRANPLAN" transportation planning software to evaluate the outcome of transportation system and land use planning decisions. In response to the growing influence of the Silicon Valley economy and additional available travel options in and around the county, staff of the City and the Santa Clara Valley Transportation Authority (VTA) formed a Model Working Group in 2000 to develop a new travel demand forecasting model. The Model Working Group included staff from the City's Department of Transportation and the VTA Congestion Management Program (CMP). Staff from several other CMP member agencies including the Cities of Sunnyvale, Milpitas, Santa Clara, and Palo Alto also participated. The Model Working Group evaluated personal computer based transportation modeling software, explored innovative forecasting algorithms, and compiled and made use of the latest travel survey data to create a new travel demand forecasting model. This new model is known as the CUBE model in the City of San José (per the software the model is built on) and is more completely described in a later section of this Methodology.

For each Review of the General Plan, the analysis of transportation impacts focuses on the information most clearly related to the City's transportation policies. Consistent with past practice, small infill projects are generally exempt from preparing CUBE analyses. The criteria for exempting proposed General Plan Amendments from preparing CUBE analyses were identified through an iterative process. Land use changes which could generate traffic that substantially increases peak direction congestion require CUBE runs. Land use changes that generate traffic which would primarily utilize off-peak roadway capacity can be of a greater size before a CUBE run is required.

The numbers of trips reflected in the exemptions represent projects that would clearly not create significant long term impacts by themselves. Even exempt projects will, however, be included in the cumulative run.

This document defines and describes the CUBE model methodology and the necessary context for preparing a Long Term Transportation Impact Analysis (TIA). In most cases, a Long Term TIA will be incorporated into a CEQA document (Initial Study or Environmental Impact Report) prepared for a General Plan Amendment. This Methodology therefore includes the necessary tools for ensuring that the TIA provides information relevant to the CEQA processes.

Described in greater detail below are the thresholds of significance used to evaluate transportation impacts for CEQA purposes. The thresholds are designed to reflect impacts from increases in localized congestion where there are known constraints in system capacity, and to clearly identify the extent to which a proposed change would contribute to existing peak hour congestion. For easy reference, all of the thresholds of significance are summarized at the end of this methodology, in Table 5.

As discussed in the City's General Plan, the primary source of transportation congestion in San José is the directionality of traffic movement in Santa Clara County, and in San José specifically. Throughout the roadway network, weekday peak hour conditions result in significant congestion in one direction and underutilized capacity in the other. It has been the City's experience that redesignating property for land uses which increase traffic in the peak direction results in much greater roadway congestion and the impacts from congestion such as noise and air pollution, than approving land uses that do not generate additional peak direction traffic.

In certain subareas of the City circumstances sometimes combine to exacerbate traffic congestion and/or limit available solutions. The circumstances can include historic development patterns, adjacency of other jurisdictions, geographic constraints, infrastructure constraints, and various combinations thereof. The City's General Plan includes appropriate planning policies and strategies to correct problems that can be resolved through the City's actions, including working with other agencies. Within subareas of the City where long term focused effort will be necessary to balance the City's level of service goals for traffic with other goals and policies, localized Area Development Policies are considered appropriate.

Area Development Policies

Because of the geographic jobs/housing imbalance within Santa Clara County, the City of San José's General Plan policies have long identified the need to encourage more dwelling units within select areas that contain a concentration of jobs, and more jobs in areas that contain a high concentration of housing. The City has longstanding Area Development Policies in North San José and Evergreen that were engendered by severe peak hour congestion resulting from traffic moving generally from south to north in the morning and from north to south in the afternoon.¹ In addition, an Area Development Policy for Edenvale was adopted because of delays in completing planned improvements that will expand the capacity of the regional transportation network surrounding the Edenvale Redevelopment Project Area.

General Plan Annual Reviews since 1995 have identified localized congestion along the screenlines which provide access to North San José (the role of screenlines in evaluating traffic impacts is discussed later in this Methodology). Near term traffic impact studies of that area identified

¹ In recent years, peak hour traffic in the northern half of Santa Clara County has been compounded by commuters traveling to and from Alameda County.

significant volumes of through traffic on both the local and regional roadway systems that cannot be substantially reduced, nor can the impacts be mitigated by San José's planned transportation improvements alone. In 2005, the City adopted a revised North San José Area Development Policy that acknowledges the increasing levels of traffic congestion that will continue to exist throughout the Golden Triangle of northern Santa Clara County, and created a long term strategy for managing the conditions. These actions included planning for a substantial number of new dwelling units proximate to the existing and increased employment centers of the area, physical improvements to achieve better interfaces with transit, and incremental improvements to the transportation infrastructure.

Development in Evergreen has long been constrained by limited access. The City has adopted stringent requirements in conjunction with approving a significant quantity of residential development that is still being built, and campus industrial development. Most entitlements approved for the campus industrial lands were not implemented due to the economic slowdown. Until most of that development is completed and the system has stabilized, it is believed that localized congestion will continue to be a problem. The presently planned mix of land uses will ultimately be supported by existing and planned infrastructure. Land use amendments that contribute to the existing peak period congestion would be inconsistent with General Plan policies, pending the completion of the City's updated long term plan for the area.

In Edenvale, significant expansion of the regional infrastructure is being constructed over the next several years. As the Edenvale Redevelopment Area and North Coyote Valley develop over the next decade, it will be increasingly important to monitor the capacity of the infrastructure serving the southerly area of the City (south of SR 85) to ensure that transportation behavior assumptions and analytic methodologies are sufficient to maintain service capacities in that area.

The City's Downtown Core Area is exempted by the General Plan from the Traffic Level of Service Policy due to its unique geographic and functional characteristics. Downtown also has excellent access to multi-modal transportation facilities. General Plan amendments within Downtown, however, are evaluated for transportation planning purposes consistent with the process described in this Methodology for the rest of the City.

CITY OF SAN JOSÉ CUBE MODEL & ANALYTIC METHODOLOGY

The following discussion summarizes the preparation and analysis of a CUBE model run for a General Plan amendment, including a brief explanation of how the model operates, the information that can be gained from the results, and direction for organizing and evaluating the information provided. Not all of the specific information generated by a model run will be used in a CEQA report, although this Methodology is organized to facilitate preparation of such a report. The information is generated for multiple purposes, including use by the City to monitor and evaluate the performance of various elements of the transportation system and, on occasion, to answer questions from the public on performance elements not necessarily measured for the purposes of identifying CEQA impacts.

Description of the Model

The City's CUBE model reflects the refinements in knowledge and capacity associated with traffic modeling in recent years. Compared to the TRANPLAN model used in the past, the CUBE model is both more powerful and more detailed in the information it can provide. The CUBE model can evaluate conditions during AM and PM one-hour peak periods, and for AM and PM three-hour peak periods, the latter option reflecting changes in travel behavior. Transit can be evaluated during peak and off-peak periods.

The City of San José's traffic forecasting model was developed to help the City project peak hour traffic impacts attributable to changes proposed to the City's General Plan. The model uses the CUBE transportation planning software system and is consistent with the structures of the Metropolitan Transportation Commission's (MTC) BAYCAST regional model and VTA's VTP2030 model. The San José model includes the four elements traditionally associated with models of this kind. These elements include:

- Trip Generation,
- Trip Distribution,
- Mode Choice, and
- Traffic Assignment.

The fundamental structure of the model includes a computer readable representation of the street system (roadway network) that defines street segments (links) identified by end points (nodes). Each roadway link is further represented by key characteristics (link attributes) that describe the length, travel speeds, and vehicular capacity of the roadway segment. Small geographic areas (traffic analysis zones, also called **TAZs**) are used to quantify the planned land use activity throughout the City's planning area. The boundaries of these small geographic areas are typically defined by the modeled street system, as well as natural and man made barriers that have an effect on traffic access to the modeled network. Within the City's planning area, the TAZs are small in size. In outlying areas of the modeled network (such as in distant counties), the TAZs will typically be larger.

Transit systems are represented in the model by transit networks that are also identifiable by links and nodes. Unlike the roadway network, the key link attributes of a transit link are operating speed and headways – elapsed time between successive transit services. Transit stops and “dwelling times” (the time allowed for passengers embarking and disembarking transit vehicles) are described as transit node attributes. Transit networks are further grouped by type of transit (rail versus bus) and operator (VTA bus versus AC Transit bus). Transit accessibility for each TAZ is evaluated by proximity to transit stops or stations, and the connectivity of transit lines to destinations.

The socioeconomic data for each TAZ in the model includes information about the number of households (stratified by household income and structure type), population, average income, age distribution, and employment (stratified by groupings of Standard Industrial Codes). Both the number of workers per household and the auto ownership within a TAZ are calculated based on these factors, as well as the types and densities of residences. The model projects trip generation rates and the traffic attributable to residents and resident workers, categorized by trip purposes, using a set trip generation formula. The trip generation formulae were originally created by the Metropolitan Transportation Commission in 1997 based on 1990 U.S. Census data and 1994 San Francisco Bay Region Travel Survey, and are calibrated to 2000 U.S. Census data to more accurately reflect travel frequency for Bay Area residents.

Travel times within and between TAZs (intra-zonal and inter-zonal, and terminal times) are developed from the network being modeled. Travel times within zones (intra-zonal travel times) are derived for each zone based on half its average travel time to the nearest three adjacent zones. Time to walk to and from the trip maker's car (terminal times) are also added.

The projected daily trips are distributed using a standard gravity model and friction factors calibrated for the modeling region, which presently consists of 13 counties. Shares of transportation modes are then assigned to the daily trip distributions (or trip tables) utilizing a nested-Logit methodology. The City of San José CUBE Model is capable of estimating up to 7 modes of transportation – auto drive alone, auto shared ride 2+ occupants, auto shared ride 3+ occupants, rail transit, bus transit, bicycle, and walk. For school trip purposes, auto driver and auto passenger are assumed for automobile travel. Time-of-day factors and directionality factors are then applied to automobile trips occurring during the AM peak hour, AM 3-hour peak period, PM peak hour, and PM 3-hour peak period before the traffic is assigned to the roadway networks. The assignment of the trip tables to the roadway network uses a route selection procedure based on minimum travel time paths (as opposed to minimum travel distance paths) between TAZs and is done using a capacity-constrained user equilibrium-seeking process. This capacity-constrained traffic assignment process enables the model to reflect diversion of traffic around congested areas of the overall street system.

High Occupancy Vehicle (HOV) lanes on freeways, expressways, and on-ramps are specifically dealt with in the model network, with access restricted to auto-shared-ride mode trips only, similar to real world operations of roadway facilities with HOV lanes.

Transit use is modeled for peak and non-peak periods, based on computed transit levels of services (speeds and wait times). The model includes a feedback loop. Based on the conditions that influence transit speeds and wait times (such as traffic congestion), transit use numbers are modified to reflect the likelihood of transit use, based on the constraints to the system. This loop is a modern enhancement in the model to address the dynamics of transit ridership related to the expansion or contraction of roadway capacities. The model is also calibrated to project freight truck and delivery truck traffic in 2-axle, 3-axle, and 4+ axle categories. Truck volumes are assigned to those segments of the roadway network where truck traffic is permitted. Truck traffic is not, for example, permitted on SR 85.

In addition to providing projected peak hour and peak period volumes and ratios comparing projected traffic volume to available roadway capacity (V/C ratios) on each roadway segment, the model provides information on vehicle-miles and vehicle-hours of travel by facility type (freeway, expressways, arterial streets, etc.). This information can be used to compare projected conditions under the current General Plan with the impacts of proposed land use amendments. The San José traffic forecasting model is intended for use as a "macro analysis tool," that projects probable future conditions and is best used when comparing alternative future scenarios. It is not designed to answer "micro analysis" level questions about the operations of individual links and intersections.

Analytic Definitions

Some of the analytic tools used in this Methodology are defined below. The terms are not listed in alphabetical order, but in the order they can best be understood (*i.e.*, the first listed terms are used to define subsequent items in the list.)

Base Condition – Because the CUBE model is used to evaluate amendments to the City’s adopted General Plan, the *Base Condition* is the modeled traffic conditions assuming the approved General Plan as it exists at the time of the analysis, without any proposed amendments. The time frame for the *Base Condition* is the then-current General Plan horizon (*i.e.*, with the land uses projected for that horizon year).²

Screenline – This is an imaginary line drawn across several parallel roadways in order to evaluate the combined capacity and travel demand crossing the screenline. In San José, the screenlines often represent existing physical constrictions on travel at that location – such as a freeway or a creek. The screenline analysis summarizes the capacity of those few roadways that cross the freeway or creek within a defined stretch. Figure 2 (at the end of the document) illustrates the location of the screenlines used by the CUBE model for San José. Ideally, Figure 2 would be included in all CUBE TIA’s; this must be included in TIA’s that identify a significant screenline impact.

Level of Service (LOS) – *Level of Service (LOS)* is a widely-used qualitative description of operating conditions ranging from *LOS A* or free-flow conditions with little or no delay to *LOS F*, or oversaturated conditions with excessive delays and the complete breakdown of traffic flows. Level of service is generally used for near term analysis of congestion at intersections. Operating conditions under each of the *LOS* designations shall be the same as those reflected in the City Council’s adopted Policy 5-3, its Transportation Impact Policy. (See also the definition of *V/C*, below.)

V/C	LOS
≤ 0.6	A
≤ 0.8	B
≤ 0.8	C
≤ 0.9	D
≤ 1.0	E
> 1.0	F

Volume to Capacity Ratio (V/C) – *Volume-to-Capacity ratio* or *V/C* is defined as the mathematical ratio of the volume of traffic on a roadway segment (or link) to its capacity. (Example: if there were 500 vehicles on a roadway link whose capacity was 1,000 vehicles, then the ratio would be one-half the volume of its capacity, and the *V/C* would 0.5.) In model analysis, *V/C* is used to represent a level of congestion for street links that is equivalent to levels of service for intersections. For the purposes of a CUBE analysis, volume to capacity ratios (*V/C*) for roadway links are defined as the equivalent of levels of service, as shown in Table 1 above. As stated above, the operating conditions

² At the time of this revision to the Methodology, the City’s General Plan horizon year is 2020.

represented by each of these levels of service is that already reflected in the City Council's adopted Policy 5-3.

Aggregated Volume to Capacity Ratio – Abbreviated as “*Agg. V/C*” represents the combined volume of traffic on multiple roadway links expressed, with the combined capacity of the same links, as a ratio. Generally, the *Agg. V/C* identified for a proposed General Plan Amendment would be the combined volume to capacity ratio of all of the individual roadway links that cross a regional screenline impacted by the proposed Amendment. A General Plan Amendment usually has four *Agg. V/C* numbers representing the conditions at the nearest regional screenline in each direction (north, south, east and west).

Vehicle Hours Traveled (VHT) – *Vehicle Hours Traveled* or *VHT* are calculated by the model for the entire geographic area modeled (which includes the entire Bay Area).³ This analysis can also be used to evaluate increased travel time within defined geographic areas (such as within the City of San José or within a *Proximity Area* as defined below). *VHT* calculated with and without a specific land use amendment would therefore reflect the extent to which a particular change in land use could be expected to increase or decrease the time spent driving on the regional or subregional roadway system by all vehicles.

Vehicle Miles Traveled (VMT) – *Vehicle Miles Traveled* or *VMT* are also calculated by the model for the entire area modeled. This analysis can also be used to evaluate increased travel within defined geographic areas (such as within the City of San José or within a *Proximity Area* as defined below). *VMT* calculated with and without a specific land use amendment would therefore reflect the extent to which a particular change in land use could be expected to increase or decrease the distances traveled on the regional or subregional roadway system by all vehicles.

Congested Link (E/F Link) – Consistent with General Plan policies, a single-direction roadway link is defined as a *Congested Link* if its *V/C* ratio is greater than 0.9, which would be *LOS E* or *F*. The term is abbreviated *E/F Link*.

Aggregated Congested V/C – Abbreviated as *Agg. E/F V/C*, this *Volume to Capacity Ratio* is calculated using all of the *Congested Links*.

Congested VMT (E/F VMT) – Consistent with General Plan policies, a single-direction roadway link is defined as a *Congested Link* if its *V/C* ratio is greater than 0.9, which would be *LOS E* or *F*. The quantity of *Vehicle Miles Traveled* on just the congested links is therefore defined as *Congested VMT* which may be abbreviated *E/F VMT*. This information tells the reader the extent to which a proposed amendment increases the amount of travel on congested roadway segments.

Proximity Area – This term is used to refer to the geographic area near the site of a proposed General Plan amendment; the boundary of the *Proximity Area* will be defined to include the area within which the model identifies approximately 20,000 *VMT* occurring within a peak hour under the previously defined *Base Condition*. The *Proximity Area* will usually be within an approximate 0.75 to one mile radius, measured from the centroid of the TAZ in which the project is located; the radius may actually vary from 0.5 to 1.5 miles, depending on the density of the roadway network and the amount of vehicular travel activity near the project site. The same *Proximity Area* is defined and used in both the AM and PM peak hour analyses for any individual project site; because *VMT* may

³ Because the City of San José's CUBE model is derived from the model developed by MTC, it reflects regional assumptions for the entire MTC planning area.

vary during the AM and PM peak hours, some minor adjustment may be necessary to define a *Proximity Area* for a particular location.

Scopes of Analysis

The following section briefly describes the types of analysis that are done for various categories of General Plan Amendments. Not all of these steps need to be taken for every amendment. Depending on the location and type of amendment proposed, different analytic tools may be used to identify information that is relevant to the circumstances. Each type of analysis is described below both in terms of what information it provides City staff, the public, and decision-makers, and in terms of analytic process(es) the model performs.

Proximity Analysis – **What it tells you:** Whether the project is likely to increase traffic by a measurable amount on roadways near the project site.

What the model does: Changes in VMT over base conditions within the defined proximity area of a proposed amendment are measured to identify local area traffic changes. *Proximity Analysis* is a supplement to, not a substitute for more regional analyses, and is done for all (non-exempt) amendments regardless of project location. Proximity analysis provides information on local traffic changes at a macro level; it is also not a substitute for near term operational analysis done for development-level entitlements.

Screenline Analysis – **What it tells you:** Would the proposed project cause measurable changes in the total traffic on *all* roadways that cross a screenline? Would the project cause measurable increases in the total traffic on all *congested* roadways that cross those same screenlines?

What the model does: Aggregated volume-to-capacity ratios (Agg. V/C) for all links and aggregated volume-to-capacity ratios for congested links (Agg. E/F V/C) are computed at whichever regional screenline(s) is/are impacted by a proposed Amendment. *Screenline Analysis* measures area-wide traffic tendencies and impacts. Because regional screenlines are typically contiguous lines stretching for miles, aggregated V/C is computed on any segment of those screenline links that is within approximately 2.5 miles of a project site or experiences significant volume changes. It is virtually always the case that if a significant increase occurs in the aggregated V/C of *congested* links, then there is significant increase in the aggregated V/C of *all* links on the same screenline.

Cordon Analysis – **What it tells you:** Whether the proposed project would increase the volumes of traffic that cross an identified boundary surrounding any of three special subareas. Figure 3 (at the end of the document) shows the three subareas and the location of the cordon lines.

What the model does: Similar to a screenline analysis, *Cordon Analysis* measures area-wide traffic tendencies and impacts. *Cordon Analysis* is specifically suitable for geographically distinct special subareas, because it encloses the subarea with an imaginary boundary (a perimeter or cordon line) and captures virtually all traffic movements into and out of the subarea. *Cordon Analysis* is usually done only for General Plan Amendments proposed within any one of the defined special study areas shown on Figure 3. A *Cordon Analysis* is done instead of screenline analyses. (A cordon analysis is comparable to a gateway analysis on all streets.) While a *Cordon Analysis* is always done for project sites located within the special study area, it may also sometimes be done for projects that are outside the special study area but of a size and at a location that makes it likely that they would also impact the cordon line. Such a project would not be subject to this threshold of

significance (which applies only to projects within the cordon line) but the information will be disclosed in the TIA because it is relevant to the decision making process.

System Analysis – What it tells you: Will the changes proposed to the General Plan result in measurable increases or decreases in distances traveled and/or time on the roadways within large defined geographic boundaries (usually citywide or countywide)?

What the model does: Countywide and/or citywide VMT and VHT changes are presently calculated for cumulative analyses and amendments to the Transportation Diagram network only. Statistics of total peak hour trips may also be reported for similar geographic areas for the purpose of impact assessment.

Other Information Provided by the Model

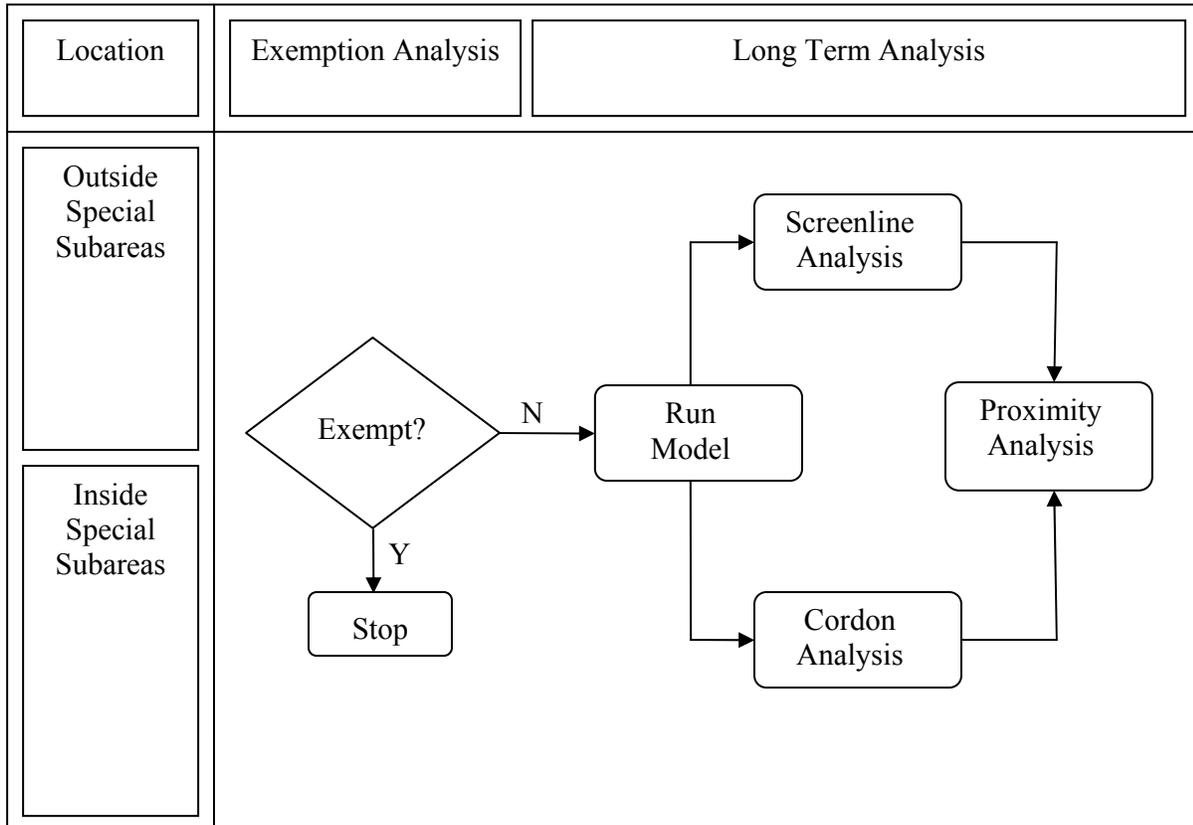
Transportation impacts on patterns of travel direction and on peak periods will vary locally, depending on land use intensity and characteristics. All analyses prepared for General Plan amendments, therefore, will be done for both the AM peak hour and the PM peak hour. For example, the morning peak commute is the predominant concern for the Evergreen subarea, while for most of the City, the PM peak commute is more severe.

In the Bay Area generally and in Santa Clara County specifically, use of public transit is considered a positive travel behavior relative to the transportation system, and transit usage is not expected to exceed transit system capacity within the current General Plan horizon. Transit impacts are not specifically evaluated in CUBE model analyses at present. The City of San José CUBE model includes a sophisticated mode choice module and is validated to reasonably predict non-automobile travel, including transit usage. While CUBE analyses reflect transit behavior, specific information about transit behavior is not routinely reported out for individual General Plan amendments at this time.

PREPARING A LONG TERM TRANSPORTATION IMPACT ANALYSIS

Figure 1 below is a diagram of the process for preparing an analysis of the projected impacts on the citywide transportation system from a proposed General Plan amendment.

Figure 1: Preparing a TIA



Exemptions

A CUBE model run will be prepared for all requested amendments to the General Plan Land Use/Transportation Diagram, including land use amendments and revisions to the transportation network, **except** for those amendments that are exempt under the following specific criteria. In addition, a model run may be required for proposed amendments that would otherwise qualify as exempt, if special circumstances indicate that traffic impacts may be unusually severe.

Table 2 categorizes General Plan land use amendments based on whether or not a proposed land use change would increase the number of households or the number of jobs in the City.⁴ Amendments are also categorized according to their location within geographic subareas of the City. Each of the numbers in the table represents PM peak hour vehicle trips; the numbers DO NOT represent dwelling units or jobs. Land use amendments of the type indicated, at the locations listed, that would generate

⁴ Trip generation for land uses is calculated using the City’s General Plan methodology.

fewer than the number of peak hour trips listed, would generally not need to prepare CUBE based analyses.⁵

TABLE 2 CUBE EXEMPTIONS BASED ON PM PEAK HOUR TRIPS				
Location of Amendment	Type of Land Use Change Proposed			
	HH+	HH to Jobs	Jobs to HH	Jobs+
North San José	1,000	0	500	50
Evergreen	15	600	0	300
South San José	50	600	0	300
Remainder of City	250	250	250	250
Notes:				
For the same land use, numbers represent new or added peak hour trips. For a change in land use, total trips from the new land use shall be used to determine exemption status.				
“HH+” refers to an increase in number of dwelling units. “HH to Jobs” refers to a conversion of residential land to non-residential uses. “Jobs to HH” refers to a conversion of non-residential land to residential uses. “Jobs+” is an increase in employment.				

Proximity Analysis

All proposed amendments to the General Plan Land Use/Transportation Diagram that are not exempted from preparing a CUBE analysis (see Exemptions described above) require preparation of a proximity analysis. The proximity analysis will provide specific information on the anticipated traffic operations within the area surrounding a proposed General Plan amendment site. Specific quantitative differences will be identified, including overall VMT, changes in VMT on congested roadways, and the number of congested roadway links that would occur under the project condition compared to the existing General Plan base case. A proposed land use amendment that would intensify land use would generally be expected to result in higher overall VMT on all roadway links, and on already congested roadway links within the proximity area for the proposed amendment.

Threshold of Significance

The City has found that when a land use change causes a substantial increase in VMT on congested roadway links there is also a substantial increase in VMT on most other roadway links within the same area. The threshold of significance is therefore the significant increase in traffic on the congested links within the proximity area.

The impact from traffic generated by a proposed land use amendment on roadways in the vicinity of the project site will be considered significant if the proximity analysis concludes that the following occurs in either the AM or PM peak hour:

- The number of VMT on congested links increases by at least 0.5% **and** 100 vehicle miles within the proximity area of the proposed amendment.

⁵ The numbers are not “net” when a change in land use is proposed. In other words, they do not represent just an increase or decrease in number of trips. Because directionality is determined by the type of trip (residential versus job), net numbers are not meaningful in this context.

Explanation of the impact: An impact that exceeds this threshold should be explained in the traffic report as indicating that the project would cause a substantial increase in vehicles driving on roadways in the area surrounding the site of the proposed General Plan amendment, during either the AM or PM peak hour (as appropriate).

Special Subareas

As discussed in the Overview, the City identified geographic subareas within which localized near-term congestion has resulted in the adoption of an Area Development Policy that presently determines how traffic and traffic infrastructure are managed within that area.⁶ For the purposes of preparing a General Plan CUBE analyses, the specific geographic areas within which land use changes would be assumed to impact the transportation system in and near these special policy subareas are shown on Figure 3. The location and extent of the cordon lines and the thresholds of significance themselves reflect the sensitivity of the transportation system to impacts from land use changes in these areas, consistent with the City’s adopted policies. Land use amendments that would contribute substantially to peak direction traffic are expected to result in measurable adverse impacts on the local and regional roadway systems in these subareas. It is also likely that the proposed land use change would not be consistent with the Area Development Policy in the near term. The methodology for identifying those impacts and evaluating their significance is described in this section.

For any land use amendment requested for property located within any of the three subareas shown on Figure 3, other than those proposed amendments found to be exempt from preparing a CUBE analysis, a cordon line analysis will be performed, as will a proximity analysis. The subarea analysis calculates the total number of trips traveling in and out of the relevant subarea illustrated in Figure 3. The model will calculate the incremental increase in peak direction traffic across the cordon line (which is also the subarea boundary) that would result from the proposed land use amendment, compared to the General Plan base case.

The proximity analysis is prepared for all land use amendments, and the method for preparing it is described in an earlier section of this methodology. For projects within the special subareas, the proximity analysis generally evaluates impacts within and near the cordon line.

In addition to these analyses, the report prepared for land use amendments proposed within the three special policy subareas must identify the total increase in AM and PM peak hour trips attributable to the proposed amendment. This is information that may be relevant to other aspects of the City’s analysis, but is not reflected in the CEQA thresholds.

Thresholds of Significance

The traffic impact from a land use amendment proposed within a special policy subarea will be significant if the CUBE model analysis concludes that the amendment causes one or both of the following to occur in either the AM or PM peak hour:

- The peak direction traffic volume across a cordon line increases by at least the percentage indicated in Table 3.

⁶ “Area Development Policies” are identified in the General Plan as a method to establish “special traffic level of service standards for a specific geographic area” [General Plan Level of Service Policy 5].

Subarea	Percentage Change
North San José	0.15%
Evergreen	0.05%
South San José	0.15%

Explanation of the impact: The thresholds represented in Table 3 are relatively small increases in traffic. The small increases are significant because the roadway networks in these areas are already loaded with traffic, much of it trying to cross the cordon lines during peak hours. When this threshold is exceeded, the traffic report should explain that the impact means the project would cause a significant increase in peak hour traffic entering or leaving (whichever is appropriate) the special subarea. This impact is also an indication that the project would probably not be consistent with the Area Development Policy within the near term planning horizon.

- The number of VMT on congested links increases by at least 0.5% **and** 100 vehicle miles within the proximity area of the proposed amendment.

Explanation of the impact: An impact that exceeds this threshold, whenever it occurs, should be explained in the traffic report as indicating that the project would cause a significant increase in vehicles driving on roadways in the area surrounding the site of the proposed General Plan amendment, during either the AM or PM peak hour (as appropriate).

Land Use Amendments Outside Special Subareas

For proposed land use amendments that are not exempt and are located outside the three special policy subareas described above, the identification of an impact and determination of its significance will be based on the extent to which the proposed change contributes to projected peak hour travel and congestion in the vicinity of the proposed amendment. The analysis done for these amendments needs to include both a quantification of increased trips across regional screenlines near the project and a proximity analysis. The proximity analysis is prepared for all non-exempt land use amendments, and is described in a previous section of this methodology.

Regional screenlines occur along transportation barriers, manmade or natural, that have a substantial capacity-constraining effect on local and regional travel.⁷ The barrier will have a limited number of crossing points, through which traffic can be measured. Regional screenlines are an excellent method for capturing travel characteristics at a macroscopic level. Aspects of travel behavior, such as the volume and capacity of multiple roadway links, can be evaluated as a group. Instead of evaluating individual link volume and capacity, links affected by an amendment are evaluated collectively at or near all of the screenlines within the proposed amendment’s proximity area by summing up volume and capacity of all roadway links that cross each screenline. Figure 2 depicts the location of regional screenlines effecting traffic within the City of San José.

⁷ In San José, the screenlines usually occur along creeks or freeways.

The methodology to evaluate this grouped volume-to-capacity ratio is called the aggregated V/C ratio. Aggregated V/C can be computed for: (1) all links, and/or (2) congested links only, on a screenline affected by an amendment. It has been the City's experience that significant increases measured on the congested links crossing a screenline occurs with significant increases on uncongested links crossing the same screenline. The threshold of significance used to evaluate increased travel across a screenline is therefore the increased quantity of traffic on the congested links.

In addition to the screenline analysis, and the proximity analysis prepared for all General Plan amendments, the CUBE report prepared for land use amendments outside the three special policy subareas will identify the total increase in peak hour trips attributable to the proposed amendment for both AM and PM peak hours. The number of peak hour trips is information that may be relevant to other aspects of the City's analysis, but is not reflected in the CEQA thresholds.

As previously mentioned, a *Cordon Analysis* may be done for projects that are outside the special subareas if the size and location of the project will likely impact a cordon line. Such a project would not be subject to the thresholds of significance in Table 3 (which applies only to projects within the cordon line) but the results are relevant to the decision making process and will be disclosed in the TIA.

Thresholds of Significance:

The traffic impact from a proposed land use amendment outside the boundaries of the special subareas will be significant if the CUBE model analysis concludes that the proposed amendment causes one or both of the following to occur in either the AM or PM peak hour:

- The Agg. E/F link V/C ratios of one or more nearby regional screenlines increase in the peak direction by at least 0.005, **and** total volumes on the same E/F links increase in the peak direction by at least 2.5% of average congested link capacity.

Explanation of the impact: If this threshold is exceeded, the traffic report should explain that the proposed General Plan amendment will cause a significant increase in traffic on those roadway links that cross one or more nearby regional screenlines in the vicinity of the proposed project during one or more peak hours. It may be useful to state in general terms in the text in the traffic report where the impacted regional screenlines are located (*e.g.*, U.S. 101, the Guadalupe River).

- The number of VMT on congested links increases by at least 0.5% **and** 100 vehicle miles within the proximity area of the proposed amendment.

Explanation of the impact: An impact that exceeds this threshold, whenever it occurs, should be explained in the traffic report as indicating that the project would cause a substantial increase in vehicles driving on roadways in the area surrounding the site of the proposed General Plan amendment, during either the AM or PM peak hour (as appropriate).

Network Amendments

Changing the planned roadway network in the City's adopted General Plan has substantially different implications for the City's traffic model than amending the land use designation on a single piece of property. Changing the street system could impact multiple properties and other roadways. The analysis for such a change is therefore distinctively different than the analysis done for a land use change and, **even when the network change is proposed in conjunction with one or more land**

use amendments, the modeled impact evaluation of a network change is always done independently of any and all land use amendments.

Context for Analysis

Traffic flow observed on any street is a collective outcome of complex decision-making by road users about their daily travel needs, whether the travel is essential (like work trips) or discretionary (like recreational trips). For any trip, typically there is more than one possible path available. Each path is a continuous route made up of many street segments reaching from the trip origin to the destination. The possible paths are alternatives from which a road user may choose. A road user will, based on his experience, identify a path with the fewest impediments from among the available alternatives. The principal factor considered by road users in choosing a path is the travel time. The transportation system, or transportation network, maintains a delicate state of balance in which users cannot reduce their travel time by using alternatives or other available paths. This state is commonly known as “user equilibrium.”

When a change is implemented in the transportation network, the delicate state of user equilibrium is thrown out of balance as a result of enhanced or reduced capacity. Some road users will seek different paths among available alternatives that yield a new minimal travel time. Thus, traffic flow on any street is changed as some road users switch to different alternatives to meet their individual travel needs. In general, if a transportation facility is eliminated or downsized (“capacity reducing” modification), traffic flow using the subject facility before the change will disperse to adjacent facilities due to increased congestion and increased travel time. The dispersed flow may cause new congestion on adjacent facilities, and traffic using the adjacent facilities before the change may respond to the new congestion and divert to other adjacent facilities. The diversion of traffic flow continues on nearby transportation facilities until a new state of user equilibrium is achieved. Similarly, if a transportation facility is added or expanded (“capacity enhancing” modification), traffic flow using adjacent facilities before the change will be attracted to the new or expanded facility because of its lesser congestion. Again, the redistribution of traffic flow from adjacent facilities continues until a new state of user equilibrium is achieved.

By examining user reactions to transportation network changes, it has been found that traffic responses to network changes are more localized than to land use designation changes. On the other hand, traffic responses to network changes are less predictable and more difficult to analyze. More analysis computations are necessary to properly evaluate the effects, either beneficial or detrimental. The analysis needs to look at: (1) the facilities being changed; (2) the alternative routes to the facilities being changed; (3) the streets that feed facilities being changed; and (4) the streets that feed the alternative routes. For any proposed changes in the Transportation Network as it is shown on the approved Land Use/Transportation Diagram of the City’s General Plan, a CUBE model run will be performed to compare the conditions with the proposed revision, against conditions under the existing General Plan (Base Case).

Analysis Procedure

The CUBE model generates information about VMT and VHT throughout the model area. Generally, an increase in VMT or VHT represents an undesirable condition, while a decrease in VMT or VHT represents an improvement in the system operations. A CUBE report for a network change will identify changes in VMT and VHT on roadways within the City of San José Sphere of Influence area.

In addition to the VMT and VHT analysis, the report prepared for network changes will evaluate the changes in traffic volume on the facilities in the vicinity of the subject amendment and facilities parallel to the subject amendment. The terms “feed” and “feeder” as they are used throughout this discussion do not denote flow directions. Instead, they are used to describe street segments that

allow traffic to flow either *into or away from* the facility under study or discussion. An access point, as the term is used here, and as represented in the General Plan, will normally be an interchange with a limited access roadway facility (usually a freeway). An “upgrade” to a roadway will usually mean a capacity enhancing modification (such as a possible widening); a “downgrade” to a roadway will usually mean a capacity reducing modification.

Network changes proposed to the General Plan Land Use/Transportation Diagram⁸ will normally fall within one of four possible categories:

- 1) Addition of an access point (such as an interchange);
- 2) Addition or upgrade of a street or street segment;
- 3) Deletion of an access point;
- 4) Deletion or downgrade of a street or street segment.

Impacts that could occur from each category of change would be similar:

- 1) Adding an access point will reduce traffic using adjacent points of access and traffic on feeder streets serving those adjacent points of access. Traffic will increase on feeder streets serving the new point of access. Traffic may increase on the primary roadway between existing adjacent access points, depending on the travel pattern changes of predominant traffic flows.
- 2) Adding a new street or upgrading an existing street will reduce traffic on parallel streets and will increase traffic on streets that feed the new or upgraded street.
- 3) Deleting an access point will reduce traffic on the streets that feed the access point deleted and will increase traffic using adjacent points of access and the streets that feed those adjacent access points. Traffic may increase on the primary roadway between existing adjacent access points, depending on travel pattern changes of the predominant traffic flows.
- 4) Deleting a street or downgrading its capacity will decrease traffic on streets that feed that street and will increase traffic on parallel streets.

The determination of an adverse significant impact will be based on the extent to which the proposed network change causes a significant deterioration in the performance of other network elements. In order to fully understand the implications of the change proposed, the beneficial effects will also be identified. The CUBE analysis will quantify the effects of the proposed network changes using: (1) regional screenlines for broader trend impacts; and (2) an expanded proximity analysis area for feeder and parallel roadway impacts within the network amendment area.

To gauge the impacts from a proposed network amendment within its local area, it is necessary to prepare an expanded proximity analysis. It is “expanded” because network elements are not like land use elements, which are represented by a node (centroid) in the model. Each network element is represented by a link in the computerized model. Each link is defined by two end points also called nodes. Thus, the proximity analysis prepared for a network amendment should be modified to include several proximity analyses prepared for critical nodes selected from all of the nodes that define the entire amended network element. The reason for this series of analyses is obvious – a network change by its nature will sometimes be linear, so the analysis must look at the effects along its entire length.

The significance of the proximity impacts at each of the nodes that would result from a network change is determined as described below. By evaluating changes at each node, impacts to any

⁸ As the words are used here, “upgrade” means a modification that increases the capacity of the facility and “downgrade” means a modification that decreases the capacity of the facility.

specific neighborhood resulting from traffic redistribution introduced by a network change can be identified. The traffic impacts from a network amendment will be considered significant if any of the proximity analyses identifies significant impacts.

Because of the complexity of network analyses, the traffic consultant may request a map of impacted roadways from Department of Transportation staff to help clarify the discussion in a report.

Thresholds of Significance

The traffic impact from a proposed network change will be significant if the CUBE model analysis concludes that one of the following occurs during either the AM or PM peak hour:

- VMT and VHT both increase by 0.1% for all roadways in the County of Santa Clara.

Explanation of the impact: If this threshold is exceeded, the traffic report should identify the likelihood of a significant increase in vehicular miles and time on the road within the County of Santa Clara.

- The aggregated E/F link V/C ratios of nearby regional screenlines increase in either direction by at least 0.005, and total volumes on the same E/F links increase in either direction by at least 2.5% of average congested link capacity.

Explanation of the impact: If this threshold is exceeded, the traffic report should explain that the network change would significantly increase traffic on already congested roadways providing access across one or more regional screenlines.

- An increase in congested proximity VMT by at least 0.5% **and** 100 vehicle miles.

Explanation of the impact: Exceeding this threshold, whenever it occurs, should be explained in the traffic report as indicating that the network change proposed would cause a substantial increase in vehicles driving on roadways in the area near the proposed General Plan amendment, during either the AM or PM peak hour (as appropriate). Specifically impacted streets, including parallel or perpendicular roadways, may be identified where such impacts occur.

Mitigation of Impacts

Impacts resulting from General Plan amendments are assumed to occur in the context of all of the infrastructure and policies already included in the General Plan. There is, therefore, little scope for identifying and evaluating new or additional mitigation as it is usually discussed in CEQA documents. Since CUBE evaluates development in terms of generalized assumptions, including city-wide averages for specific land use designations, individual projects may need to be modified to minimize or avoid project-specific traffic impacts. Points of access may be different than assumed in the model. It should also be acknowledged that completion of planned but as-yet-unbuilt infrastructure will, in some cases, alleviate existing congestion.

In some situations, there may be currently unplanned infrastructure improvements that could provide mitigation for General Plan impacts. In many cases behavior modification (such as greater use of alternate modes than was assumed in the model), transit enhancements, or other factors not assumed in the model may be capable of reducing traffic impacts to less than those identified in the CUBE analysis. The TIA should include a discussion of what, if any, mitigation might be applicable for the amendment being evaluated.

Since a General Plan amendment cannot be conditioned (as can occur with a near-term development proposal), there is no effective legal mechanism for the City to require mitigation as a condition of approval of a proposed General Plan amendment. The discussion of mitigation for a General Plan amendment for which CUBE identifies significant traffic impacts, must therefore conclude that the impacts are significant and unavoidable as the project is proposed.

Combined Network/Land Use Amendments

While a project may be proposed that includes both land use and network amendments to the General Plan, it is usually possible for the City's decision-makers to approve one part of the proposal without the other. It is also possible that (for example) the network change may be controversial with a neighborhood, raising issues not directly related to the land use change requested. Since it would be inappropriate to limit the discretion of the Council under these circumstances, the analysis should evaluate each of the amendments separately, and the two together, using the methodology described for each.

Cumulative Impacts Analysis

In addition to individual project impacts, each long term TIA prepared for an EIR will include a Cumulative Impacts analysis that meets CEQA requirements. This analysis will include all proposed General Plan land use and transportation network amendments, including those individual amendments that were exempted from preparing individual CUBE analyses. The context of the cumulative impacts analysis will be the land uses and time frame assumed in the currently adopted General Plan. The City will also sometimes direct that a localized cumulative analysis be prepared when there are multiple amendments proposed near each other.

The cumulative impacts analysis will identify the total increases in peak direction volume across all three cordon lines shown in Figure 3. The report will also identify changes (net increases or decreases) in VMT and VHT. These three increments of change will be identified as an average for all roadways within the San José Sphere of Influence. Impacts on regional screenlines within the vicinity of the individual General Plan amendments will also be evaluated in the cumulative impacts analysis. A proximity analysis is not performed in this case; proximity analyses are effective for evaluating individual projects and their relevant localized cumulative impacts, but are ill-suited for large-scale cumulative impacts analyses.

City staff will advise on the degree to which any particular project is contributing a cumulatively considerable amount of traffic to any cumulatively significant impact.

Thresholds of Significance

Cumulative traffic impacts will be considered significant if they result in any one of the following during either the AM or PM peak hour:

- VMT and VHT both increase by 0.1% for all roadways in Santa Clara County.

Explanation of the impact: If this threshold is exceeded, the traffic report should explain that the combined impact of the cumulative projects would be a significant increase in miles driven and hours spent driving on the roads countywide.

- Peak direction volumes across any one of the special subarea cordon lines shown on Figure 1 increases by the percentage shown in Table 3 on page 13.

Explanation of the impact: If this threshold is exceeded, the traffic report should explain that the cumulative projects will result in a significant increase in traffic entering (or leaving)

the specifically impacted special subarea during the morning (or evening) peak hour, as appropriate.

- The aggregated E/F link V/C ratios of nearby regional screenlines increase in peak direction by at least 0.005, and total volumes of the same E/F links increase in peak direction by at least 2.5% of average congested link capacity.

Explanation of the impact: If this threshold is exceeded, the traffic report should report that the cumulative projects will cause a significant increase in both traffic and congestion across one or more regional screenlines. The number of screenlines impacted should be reported, and its/their general geographic location (*e.g.*, US 101, Guadalupe River).

**TABLE 4
SUMMARY LIST OF THRESHOLDS OF SIGNIFICANCE
LONG TERM TRAFFIC IMPACT ANALYSES**

Type of Analysis and Project	Source of Impact	Threshold of Significance
Proximity Analysis for all Projects*	A substantial increase in vehicles driving on roadways in the area surrounding the site of the proposed General Plan amendment, during one of the peak hours.	The number of VMT on congested links increases by at least 0.5% and 100 vehicle miles within the proximity area of the proposed amendment.
Cordon Analysis for Projects in Special Subareas	A significant increase in peak hour traffic entering or leaving the special subarea.	The peak direction traffic volume across a cordon line increases by at least the percentage indicated in Table 3.
Screenline Analysis for Land Use Amendments Outside Special Subareas	A significant increase in traffic on those roadway links that cross one or more nearby regional screenlines in the vicinity of the project site during one or more peak hours.	The Agg. E/F link V/C ratios of one or more nearby regional screenlines increase in the peak direction by at least 0.005, and total volumes on the same E/F links increase in the peak direction by at least 2.5% of average congested link capacity.
System Analysis for Network Amendments	A significant increase in miles driven and time on the road within the City of San José.	VMT and VHT both increase by 0.1% for all roadways in the San José Sphere of Influence
Screenline Analysis for Network Amendments	A significant increase in traffic on those roadway links that cross one or more nearby regional screenlines in the vicinity of the project site during one or more peak hours.	The aggregated E/F link V/C ratios of nearby regional screenlines increase in either direction by at least 0.005 and total volumes on the same links increase in either direction by at least 2.5% of average link capacity
Proximity Analysis for Network Amendments	A significant increase in vehicles driving on roadways in the area during one or more peak hours.	An increase in congested proximity VMT by at least 0.5% and 100 vehicle miles
System Analysis for Cumulative Impacts	A significant increase in miles driven and hours spent driving on the roads countywide.	VMT and VHT both increase by 0.1% for all roadways in Santa Clara County.
Cordon Analysis for Cumulative Impacts	A significant increase in traffic entering (or leaving) the special subarea during the peak hour.	Peak direction volumes across any one of the special subarea cordon lines increases by at least the percentage shown in Table 4.
Screenline Analysis for Cumulative Impacts	A significant increase in both traffic and congestion across one or more regional screenlines.	The aggregated E/F link V/C ratios of nearby regional screenlines increase in peak direction by at least 0.005, and total volumes of the same E/F links increase in peak direction by at least 2.5% of average congested link capacity.

*Note: Proximity Analyses are done for all types of General Plan amendments except cumulative impacts analyses.

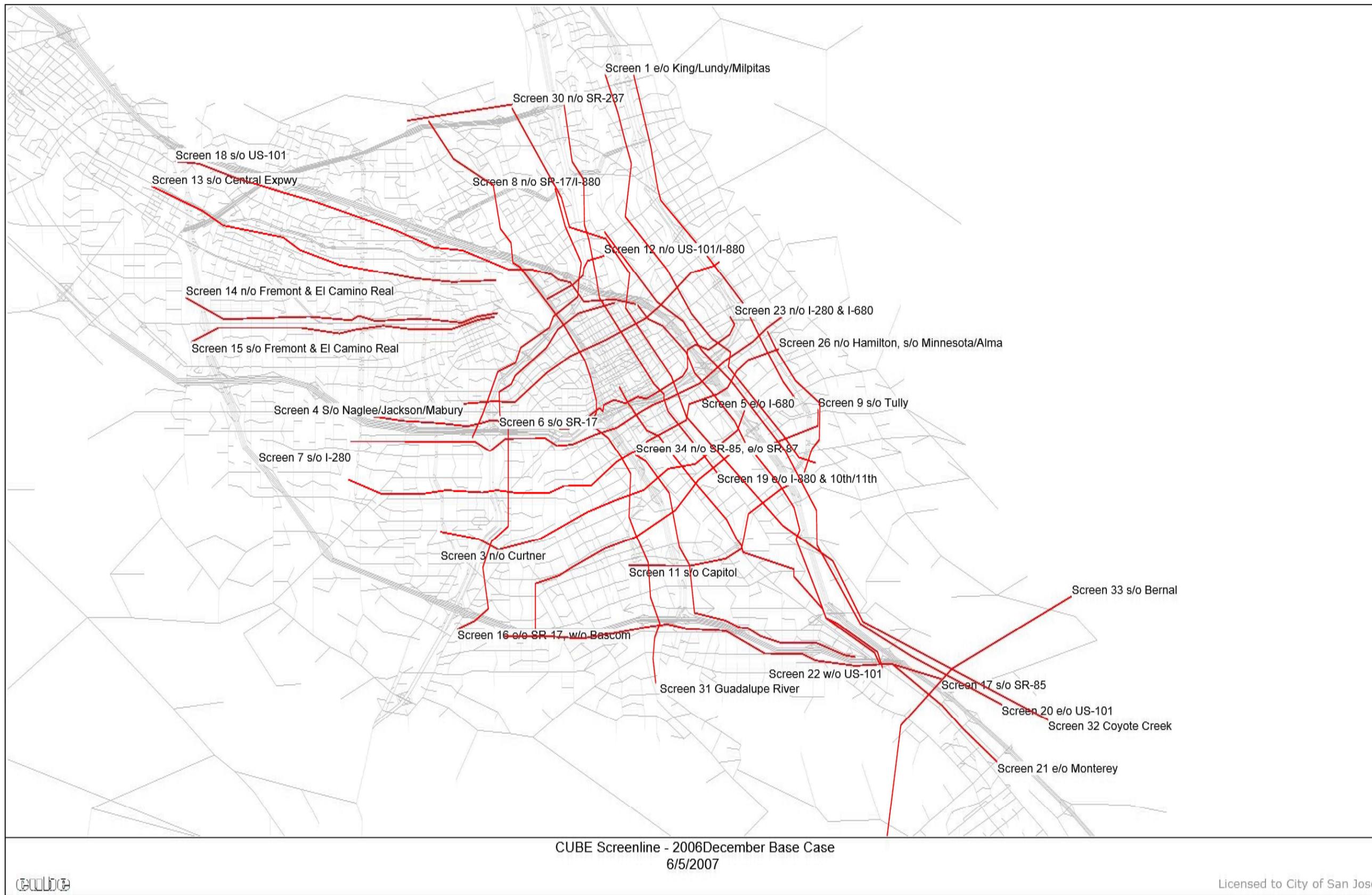


Figure 2: Regional Screenlines

City of San Jose General Plan Amendment Special Subarea Boundaries

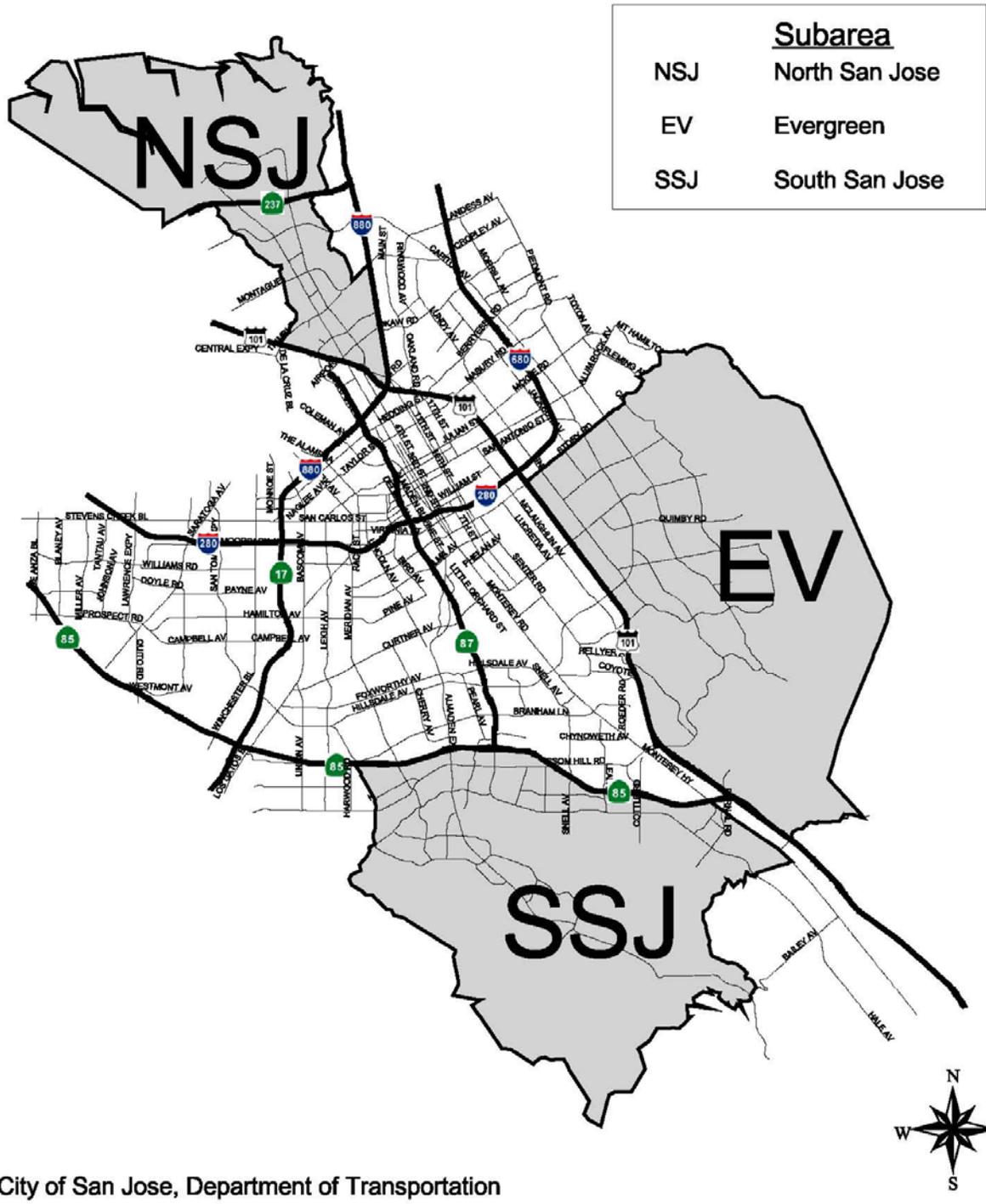


Figure 3: San José General Plan Subareas

CUMULATIVE TRAFFIC IMPACT ANALYSIS
GUIDELINES (2006)

CUMULATIVE TRAFFIC IMPACT ANALYSIS GUIDELINES

MAY 1, 2006

BACKGROUND

The City of San Jose analyzes the near-term traffic impacts of developments based on projected operating level or level of service (LOS) and the change in two key technical parameters: 1) critical movement delay and 2) critical volume-to-capacity ratio. The analysis of near-term impacts includes traffic from existing volumes, traffic from approved but not constructed developments, and traffic generated by the proposed project. Near-term impacts with these traffic volumes are referred to as project-level impacts. Policy 5-3 delineates the requirements for projects to meet a minimum LOS standard and specifies the timing required for mitigation of project-level impacts. Policy 5-3 also specifies a list of infill development types and sizes that are exempt from transportation mitigation requirements because those projects, individually and cumulatively, "will not cause a significant degradation of transportation level of service and such projects will further other City goals and policies."

The need to conduct a cumulative analysis is typically based on the required level of environmental documentation, and the approach to the analysis can vary depending on the size of the proposed development. Regardless of consistency with the applicable General Plan in terms of use and size, projects are required to conduct an Initial Study to determine if the project will result in potentially significant environmental impacts, including traffic impacts. If a project-level analysis shows that a given intersection will be close to operating unacceptably under Project Conditions, identifying potential cumulative impacts and requiring a cumulative analysis is a reasonable study approach.

The determination of whether a project results in a cumulative impact has been based on the City's level of service policy. The determination of whether a project's contribution to a cumulative impact is cumulatively considerable has been based on the standard impact criteria of an increase of four (4) or more seconds of critical delay and an increase in 0.01 in the critical volume-to-capacity (V/C) ratio. The City has typically not required developments to mitigate their respective cumulative impacts since this scenario is somewhat speculative, and the City does not have established guidelines for addressing near-term cumulative impacts.

PURPOSE

The purpose is to prescribe the city's approach to evaluating cumulative traffic operations that will help satisfy the transportation service level policies of the General Plan of the City of San Jose. Specifically, the City's cumulative traffic analysis guidelines will define a set of criteria to determine whether a project will result in a cumulative traffic impact and if that impact is cumulatively considerable.

CUMULATIVE TRAFFIC ANALYSIS & IMPACT TRHESHOLD

The City San Jose will require a cumulative traffic analysis of all development projects that require an evaluation of transportation mitigation measures as described in Policy 5-3. Council deems it necessary that Public Works Department Transportation and Development Services staff will determine the scope of the cumulative analysis, which will depend on the size of the project, as well as the magnitude of traffic from pending developments in the study area. For a small infill

development in an urbanized area of the city, the addition of traffic from pending projects in the area will be sufficient to evaluate potential cumulative impacts at nearby intersections assuming no other substantial changes in travel patterns. The cumulative analysis for a much larger project could require a wider scope of study and possibly the use of a regional travel demand model since substantial changes in travel patterns could result in greater impacts. The projected date of occupancy (or construction phasing plan for larger projects) is another issue that will dictate the definition of an appropriate study scenario including the analysis time horizon.

The Council intends to use the results of the cumulative analysis to meet the CEQA process requirements and to determine if preparation of an EIR is required to address potential traffic impacts. If the contribution of project traffic to a cumulative impact is determined to be cumulatively considerable, a fair-share financial contribution from the development may be identified and exacted from the project sponsor. A fair-share contribution will account for the portion of the impact attributable to existing volumes and approved project trips. The process to determine cumulative impacts and the need for an EIR is illustrated in Figure 1. Cumulative traffic impacts will be evaluated as follows:

1. A cumulative transportation impact at an intersection will be identified based on the City's level of service standard described in Council Policy 5-3. For most of intersections within the city, the level of service standard is LOS D or better.
2. A project is deemed to contribute to a cumulative traffic impact if the addition of traffic from pending projects (or application of a growth factor) plus project-generated traffic results in a significant impact based on the same criteria as for project-level impacts (i.e., as compared to Background Conditions). These criteria include degradation in level of service from an acceptable level, or exacerbation of unacceptable operations based on changes in delay and critical movement volume.
3. A project's contribution to a cumulative impact is deemed considerable if the proportion of project traffic represents 25% or more of the increase in total volume from Background to Cumulative Conditions. If a project's impact is not determined to be considerable (i.e., is less than 25%), no further evaluation is required.
4. For cumulatively considerable impacts, mitigation measures should be identified to reduce the impact to a less than significant level. A fair-share financial contribution towards an improvement to mitigate a cumulative impact will be sufficient to address the cumulative impact provided an additional funding source is identified or the identified improvement is ultimately incorporated into the City's CIP. The amount of the financial contribution towards a cumulative improvement will be equal to the proportion of project-generated traffic calculated in Step 3 above, with a maximum contribution of \$2,000 per net new project generated trip (see Sample Calculation below). The maximum contribution amount of \$2,000 will be escalated by 3.5% per year to account for inflation. Any deficiency in funding will have to be replaced by contributions from other development projects or alternate sources.
5. If no feasible mitigation can be identified to reduce the cumulatively considerable impacts to a less than significant level, then preparation of an EIR shall be required.
6. Per Government Code 66000, the financial contribution will be returned to the project sponsor if design and/or implementation of the proposed mitigation measure is not substantially underway within five (5) years of payment.

Sample Calculation

The example listed below illustrates the process of identifying a cumulative impact and determining if the project's contribution is significant and cumulatively considerable or not.

The intersection of Great Oaks Boulevard at Via Del Oro is projected to operate at LOS E under Background Conditions, which includes existing traffic volumes plus traffic from approved but not yet constructed developments (see LOS calculation worksheet A). The proposed project will add traffic to this intersection and will cause a project-level impact based on City of San José’s criteria. Worksheet B presents the LOS calculation for Project Conditions, although the data on that sheet was not used for the cumulative analysis.

Under Cumulative Conditions with traffic from other proposed developments in the area, intersection operations are expected to degrade to LOS F (see Worksheet C). The key items used to identify a cumulative impact and the project’s contribution are circled on each worksheet. These items and the impact evaluation are summarized in Table 1 below.

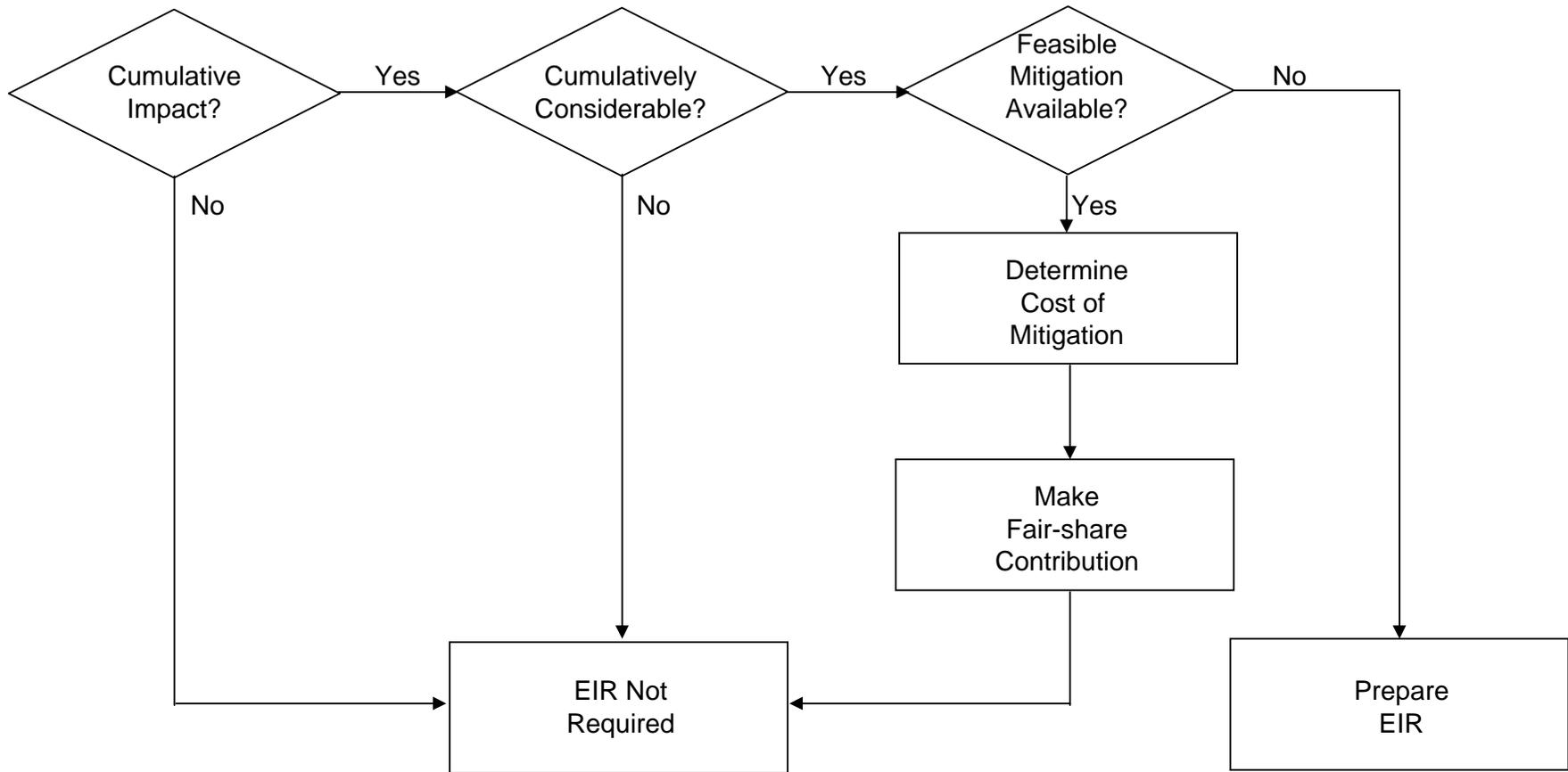
Table 1					
Sample Calculation Data to Determine Cumulative Impact Significance					
<i>Measure</i>	<i>Background (Sheet A)</i>	<i>Cumulative (Sheet C)</i>	<i>Change</i>	<i>Threshold</i>	<i>Threshold Exceeded?</i>
Overall Level of Service	E	F			
Average Critical Delay	87.9 sec.	142.3 sec.	54.4 sec.	Change of 4 sec	Yes
Critical V/C Ratio	1.019	1.164	0.145	Change of 0.01	Yes
Total Intersection Volume	2,501	3,170	669		
Project Contribution			135 (20.1%)	25%	No

As shown in Table 1, the addition of traffic from the proposed project and other planned developments under cumulative conditions causes an increase of 54.4 seconds in average critical delay and an increase of 0.145 in critical V/C. These values exceed the City of San Jose thresholds for intersections already operating unacceptably and show that the project contributes to a significant cumulative impact.

According to the guidelines listed in the previous section, proportion of trips by the proposed project traveling through this intersection is calculated next. This proportion is compared to the 25% threshold to determine whether the project contribution to the impact is cumulatively considerable. As shown in Table 1, the project is expected to add 20.1% (135/669) of the total expected increase. Thus, the contribution is not considerable and no further analysis would be needed for this project.

As an alternative example, assume the addition of traffic through the subject intersection by the same proposed development project is 200 PM peak hour trips (no worksheet shown) instead of 135 trips. Traffic from the proposed development would represent 30.0% (200/669) of increase in total intersection volume over Background Conditions at the subject intersection. Thus, the project results in a cumulative impact and its contribution to that impact is deemed considerable.

Further assume a mitigation measure to add a second left-turn lane to reduce the impact to a less than significant level is estimated to cost \$350,000. The project’s financial contribution towards this improvement would be \$105,000 (\$350,000 x 0.300). If the cost of the identified improvement were \$1,500,000, then the calculated financial contribution would be \$450,000 (\$1,500,000 x 0.300); however, the project would only be required to contribute \$400,000 (\$2,000/trip cap x 200 peak hour trips). If this identified improvement is determined infeasible and there is no other feasible mitigation available, then the proposed project is required to disclose the cumulative impact at the subject intersection in an EIR.

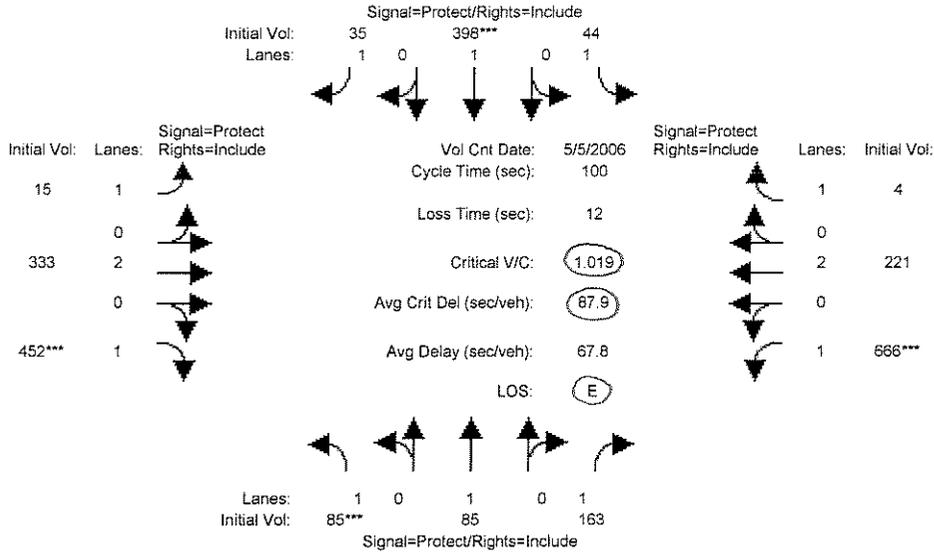


- Notes:
1. EIR required for un-mitigated cumulative impacts determined cumulatively considerable.
 2. Contributions required where feasible mitigation available.
 3. Fair-share contribution is based on total number of trips through intersection.
 4. Threshold for determining cumulative considerable is 25%.

Figure 1
City of San Jose
Cumulative Impact Evaluation Process

Level Of Service Computation Report
 2000 HCM Operations (Future Volume Alternative)
 PM Background

Intersection #27: 3918 GREAT OAKS/ VIA DEL ORO (FUT)



Approach:	North Bound			South Bound			East Bound			West Bound		
Movement:	L	T	R	L	T	R	L	T	R	L	T	R
Min. Green:	7	10	10	7	10	10	7	10	10	7	10	10

Volume Module: >> Count Date: 5 May 2006 <<

Base Vol:	40	63	144	44	148	5	4	138	33	195	187	4
Growth Adj:	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
Initial Bse:	40	63	144	44	148	5	4	138	33	195	187	4
Added Vol:	0	0	0	0	0	0	0	0	0	0	0	0
ATI:	45	22	19	0	250	30	11	195	419	471	34	0
Initial Fut:	85	85	163	44	398	35	15	333	452	666	221	4
User Adj:	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
PHF Adj:	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
PHF Volume:	85	85	163	44	398	35	15	333	452	666	221	4
Reduct Vol:	0	0	0	0	0	0	0	0	0	0	0	0
Reduced Vol:	85	85	163	44	398	35	15	333	452	666	221	4
PCE Adj:	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
MLF Adj:	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
Final Vol.:	85	85	163	44	398	35	15	333	452	666	221	4

$\Sigma = 2501$

Saturation Flow Module:

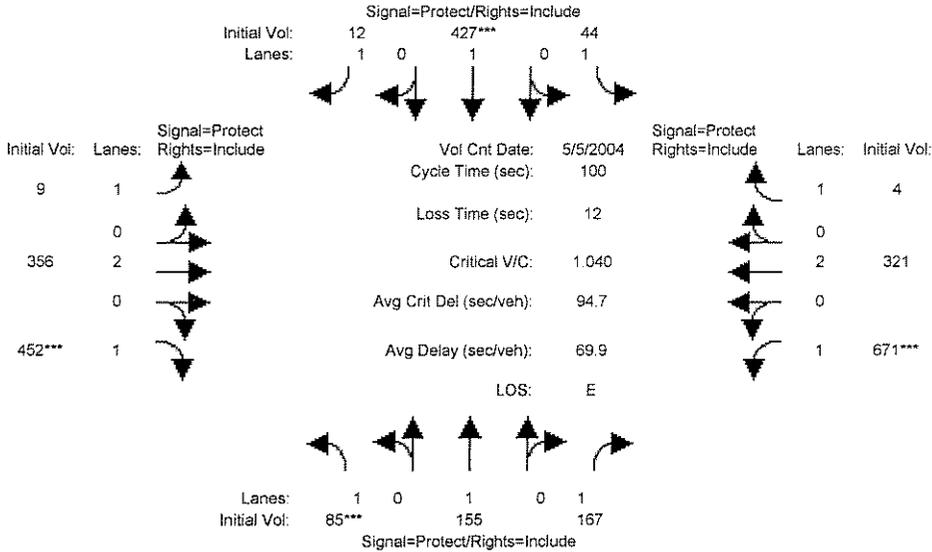
Sat/Lane:	1900	1900	1900	1900	1900	1900	1900	1900	1900	1900	1900	1900
Adjustment:	0.92	1.00	0.92	0.92	1.00	0.92	0.92	1.00	0.92	0.92	1.00	0.92
Lanes:	1.00	1.00	1.00	1.00	1.00	1.00	1.00	2.00	1.00	1.00	2.00	1.00
Final Sat.:	1750	1900	1750	1750	1900	1750	1750	3800	1750	1750	3800	1750

Capacity Analysis Module:

Vol/Sat:	0.05	0.04	0.09	0.03	0.21	0.02	0.01	0.09	0.26	0.38	0.06	0.00
Crit Moves:	****				****				****	****		
Green Time:	7.0	15.9	15.9	11.1	20.0	20.0	25.1	24.7	24.7	36.3	35.9	35.9
Volume/Cap:	0.69	0.28	0.59	0.23	1.05	0.10	0.03	0.36	1.05	1.05	0.16	0.01
Delay/Veh:	61.3	37.5	42.2	41.1	99.1	32.8	28.3	31.3	93.9	80.5	21.9	20.6
User DelAdj:	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
AdjDel/Veh:	61.3	37.5	42.2	41.1	99.1	32.8	28.3	31.3	93.9	80.5	21.9	20.6
HCM2kAvg:	4	2	6	1	19	1	0	4	21	30	2	0

Level Of Service Computation Report
2000 HCM Operations (Future Volume Alternative)
PM Project

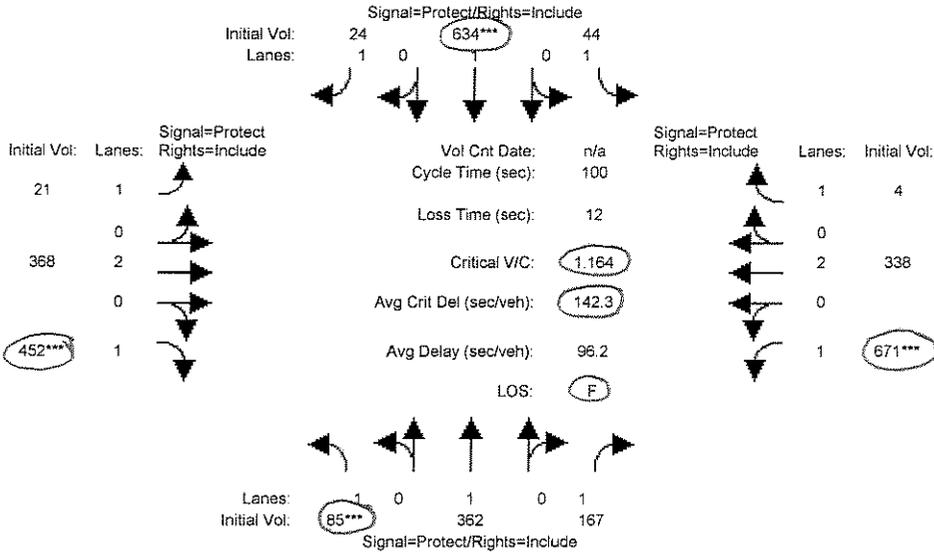
Intersection #27: 3918 GREAT OAKS/ VIA DEL ORO (FUT)



Approach:	North Bound			South Bound			East Bound			West Bound		
Movement:	L	T	R	L	T	R	L	T	R	L	T	R
Min. Green:	7	10	10	7	10	10	7	10	10	7	10	10
Volume Module: >> Count Date: 5 May 2004 <<												
Base Vol:	40	63	144	44	148	5	4	138	33	195	187	4
Growth Adj:	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
Initial Bse:	40	63	144	44	148	5	4	138	33	195	187	4
Added Vol:	0	72	2	0	53	3	5	1	0	1	1	0
ATI:	45	20	21	0	226	4	0	217	419	475	133	0
Initial Fut:	85	155	167	44	427	12	9	356	452	671	321	4
User Adj:	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
PHF Adj:	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
PHF Volume:	85	155	167	44	427	12	9	356	452	671	321	4
Reduct Vol:	0	0	0	0	0	0	0	0	0	0	0	0
Reduced Vol:	85	155	167	44	427	12	9	356	452	671	321	4
PCE Adj:	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
MLF Adj:	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
Final Vol.:	85	155	167	44	427	12	9	356	452	671	321	4
Saturation Flow Module:												
Sat/Lane:	1900	1900	1900	1900	1900	1900	1900	1900	1900	1900	1900	1900
Adjustment:	0.92	1.00	0.92	0.92	1.00	0.92	0.92	1.00	0.92	0.92	1.00	0.92
Lanes:	1.00	1.00	1.00	1.00	1.00	1.00	1.00	2.00	1.00	1.00	2.00	1.00
Final Sat.:	1750	1900	1750	1750	1900	1750	1750	3800	1750	1750	3800	1750
Capacity Analysis Module:												
Vol/Sat:	0.05	0.08	0.10	0.03	0.22	0.01	0.01	0.09	0.26	0.38	0.08	0.00
Crit Moves:	****			****			****			****		
Green Time:	7.0	16.5	16.5	11.5	21.0	21.0	24.7	24.1	24.1	35.8	35.3	35.3
Volume/Cap:	0.69	0.50	0.58	0.22	1.07	0.03	0.02	0.39	1.07	1.07	0.24	0.01
Delay/Veh:	61.3	39.2	41.5	40.7	104	31.4	28.5	32.0	101.5	88.1	23.0	21.0
User DelAdj:	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
AdjDel/Veh:	61.3	39.2	41.5	40.7	104	31.4	28.5	32.0	101.5	88.1	23.0	21.0
HCM2kAvg:	4	5	6	1	21	0	0	5	22	31	3	0

Level Of Service Computation Report
 2000 HCM Operations (Future Volume Alternative)
 PM Cumulative

Intersection #27: 3918 GREAT OAKS/ VIA DEL ORO (FUT)



Approach:	North Bound			South Bound			East Bound			West Bound		
Movement:	L	T	R	L	T	R	L	T	R	L	T	R
Min. Green:	7	10	10	7	10	10	7	10	10	7	10	10

Volume Module:	North Bound			South Bound			East Bound			West Bound		
Base Vol:	40	63	144	44	148	5	4	138	33	195	187	4
Growth Adj:	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
Initial Bse:	40	63	144	44	148	5	4	138	33	195	187	4
Added Vol:	0	72	2	0	53	3	5	1	0	1	1	0
Cumulative:	45	227	21	0	433	16	12	229	419	475	150	0
Initial Fut:	85	362	167	44	634	24	21	368	452	671	338	4
User Adj:	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
PHF Adj:	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
PHF Volume:	85	362	167	44	634	24	21	368	452	671	338	4
Reduct Vol:	0	0	0	0	0	0	0	0	0	0	0	0
Reduced Vol:	85	362	167	44	634	24	21	368	452	671	338	4
PCE Adj:	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
MLF Adj:	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
Final Vol.:	85	362	167	44	634	24	21	368	452	671	338	4

Σ = 135

Σ = 3170

Saturation Flow Module:	North Bound			South Bound			East Bound			West Bound		
Sat/Lane:	1900	1900	1900	1900	1900	1900	1900	1900	1900	1900	1900	1900
Adjustment:	0.92	1.00	0.92	0.92	1.00	0.92	0.92	1.00	0.92	0.92	1.00	0.92
Lanes:	1.00	1.00	1.00	1.00	1.00	1.00	1.00	2.00	1.00	1.00	2.00	1.00
Final Sat.:	1750	1900	1750	1750	1900	1750	1750	3800	1750	1750	3800	1750

Capacity Analysis Module:	North Bound			South Bound			East Bound			West Bound		
Vol/Sat:	0.05	0.19	0.10	0.03	0.33	0.01	0.01	0.10	0.26	0.38	0.09	0.00
Crit Moves:	****			****					****	****		
Green Time:	7.0	27.7	27.7	7.0	27.7	27.7	21.9	21.4	21.4	31.8	31.3	31.3
Volume/Cap:	0.69	0.69	0.34	0.36	1.20	0.05	0.05	0.45	1.20	1.20	0.28	0.01
Delay/Veh:	61.3	36.1	29.3	46.2	145	26.5	30.9	34.6	153.8	142.2	26.0	23.6
User DelAdj:	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
AdjDel/Veh:	61.3	36.1	29.3	46.2	145	26.5	30.9	34.6	153.8	142.2	26.0	23.6
HCM2kAvg:	4	11	4	2	35	1	1	5	26	37	4	0

CUMULATIVE FREEWAY ANALYSIS GUIDELINES
(2007)

TO: FILE

FROM: Manuel Pineda

SUBJECT: Cumulative Freeway Analysis

DATE: 12-12-07

Approved

Date

Recommendation

This memorandum summarizes the needs for including cumulative freeway analysis in Traffic Impact Analysis for development review process, and provides a methodology for cumulative freeway impact analysis. The methodology described herewith should be followed for cumulative impact analysis on freeways.

Background

Development projects are required to prepare Traffic Impact Analysis (TIA) following guidelines set forth by the City and the Congestion Management Program (CMP), with the exception of projects that are exempted. Both the City's and the CMP's guidelines defines a set of analysis methodology for signalized intersections for streets and expressways that are consistent with Council's LOS Policy 5-3 and the California Environmental Quality Act (CEQA).

Unlike the intersection analysis, the City does not have a methodology for freeway impact analysis. All development project TIA follows the methodology of CMP guidelines for freeway analysis. The freeway analysis does not require input of ATI. Neither the City nor the CMP maintains an ATI database for freeway. Furthermore, freeways do not serve land use directly freeway travel tends to be regional or interregional rather than locally confined, trip distribution is more sensitive to congestion patterns. As a result, there is no consistent procedure to study the cumulative freeway impacts similar to what is done for the city streets and expressways. Development project TIA does not have cumulative analysis on the freeways except those with General Plan Amendments being reviewed concurrently.

The City has had received numerous comments from the California Department of Transportation (Caltrans) on the lack of appropriate cumulative analysis on the freeways in recent months. The CEQA obliges the City to provide cumulative analysis in Environmental Impact Reports (EIR). A cumulative freeway impact methodology is developed, in consultation with Public Works, CMP, and Caltrans staff, based upon travel demand model.

Cumulative Analysis Methodology

Freeway traffic differs from local street traffic in many characteristics, for the most part, in trip length and route choice. These characteristics make the use of an Approved Trip Inventory

database less practical. Travel demand model is the best tool to capture dynamics of the combined effects of long trips and route choices for a cumulative condition on the freeways. This procedure for cumulative freeway impact analysis consists of 4 major steps that are discussed as follow:

Travel Demand Modeling

The cumulative freeway impact analysis starts with projection of freeway segment volumes for the cumulative conditions. To ensure proper outcome from the models, following stipulations should be followed when preparing model runs:

1. Use of City of San José travel demand model is preferred. Freeway segment volume forecast should be prepared with the MTC's regional model, or a subregional model with the same model structure. The City of San José model and the VTA regional model are considered as consistent with MTC's regional model.
2. The land use or socio-economic input should include the entire City's General Plan land use assumption as the representation of cumulative condition. City staff review of General Plan consistency and consent are required if the VTA Regional Model or the MTC Regional Model is chosen for freeway volume forecast. Model transportation network assumptions and land use assumptions shall be reviewed and confirmed before running the forecast.
3. City transportation network should conform to the General Plan Transportation Diagram. Regional transportation network should conform to the recent versions of MTC's Regional Transportation Plan and VTA's Valley Transportation Plan.
4. Review local land use data to ensure consistent land use input for the projects with concurrent zoning permits and General Plan Amendment applications. Use the cumulative General Plan for the City land use that would include cumulative projects. Use ABAG Projections land use data for the General Plan horizon year for the regional land use.

Cumulative Freeway Volumes

Upon completion of model input preparation, run the travel demand model and extract forecast freeway volumes for analyzed segments. Review forecast volumes with existing data in the most recent version of CMP Monitoring & Conformance Report. Adjust forecast freeway segment volume to equal or greater than existing volume as appropriate. The adjusted forecast volumes are the cumulative volumes for freeway segments. The cumulative-without-project volumes are calculated by subtracting project trips from the cumulative volume for freeway segments studied. Do not use freeway segment speeds of the model, and freeway segment densities derived from volumes and speeds. Do not apply this approach to cumulative analysis for signalized intersections.

Cumulative Impact Evaluation

The volume-to-capacity (V/C) ratio is the main criterion for cumulative freeway impact analysis. A V/C ratio is calculated by dividing freeway segment volume by the capacity of the same

segment. Apply the freeway methodology in the VTA's TIA Guidelines to determine freeway segment capacity. The V/C ratios are calculated for existing and cumulative conditions for all freeway segments analyzed. The density data in the CMP Monitoring and Conformance and criteria in CMP TIA Guidelines should not be used because comparable information is not available from the travel demand model. The cumulative freeway impact is significant if one of the criteria below occurs:

1. The V/C ratio of the freeway segment degrades from a V/C of 1.0 or less under existing conditions to a V/C ratio that is greater than 1.0 under cumulative conditions; or
2. The V/C ratio of the freeway segment is greater than 1.0 under existing conditions or cumulative conditions and the number of trips added to that segment by an individual project constitutes at least one percent of capacity on that segment.

Contribution to Cumulative Impact

If a cumulative freeway impact is significant upon evaluation by this methodology, this is an optional step to assess the contribution by a project to the cumulative freeway impact. This assessment will require the calculation of freeway segment V/C ratios for cumulative-without-project condition. A project is regarded to have made considerable contribution to a significant cumulative freeway impact if one of the followings occurs:

1. The V/C ratio of the freeway segment degrades from a V/C of 1.0 or less under cumulative-without-project conditions to a V/C ratio that is greater than 1.0 under cumulative conditions; or
2. The V/C ratio of the freeway segment is greater than 1.0 under cumulative conditions and the number of trips added to that segment by the project constitutes at least one percent of capacity on that segment.

Application

This cumulative freeway analysis methodology applies to all development TIA of which cumulative analysis is required by relevant guidelines or as determined by City staff. City staff may provide modeling services at developer's request to expedite the cumulative freeway analysis.

MANUEL PINEDA
Transportation Planning Manager
Department of Transportation

COUNCIL DRIVE-THROUGH USE POLICY 6-10 (1979)

City of San José, California

CITY COUNCIL POLICY

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	EFFECTIVE DATE 3/13/1979	REVISED DATE

APPROVED BY

BACKGROUND

On March 13, 1979, the City Council approved an amendment to the Zoning Ordinance requiring that all applications for development of establishments, with drive-through facilities reviewed for adherence to current and applicable criteria and that such development proceed only after issuance of appropriate Planning & Building permits by the City. The policy has continued to evolve over time, with revisions in 1979, 1990 and most recently in 1992.

PURPOSE

To provide guidelines for the development of establishments with drive-through facilities within the City of San Jose.

POLICY

It is the policy of the City Council that development of establishments with drive-through facilities within the City of San Jose shall be governed as specified in this policy statement. Approval of such development shall be subject to the following conditions:

1. Development of drive-through uses, except car wash facilities, shall be restricted to properties with Commercial (CN or CG) Zoning or Planning Development (PD) Zoning which permit such drive-through uses. Development may not proceed until a Conditional Use or Planned Development (PD) Permit is approved by the City.
2. Car wash facilities are permitted on properties with CN or CG Commercial Zoning or LI or HI Industrial Zoning or Planned Development (PD) Zoning which permits such car wash facilities. Development may not proceed until a Site Development or Planned Development (PD) Permit is approved by the City.

3. Development of drive-through uses shall not be allowed within 1000 feet of existing or planned transit stations or along major transit thoroughfares.
4. Conditional Use Permits or Planned Development (PD) Permits for establishments with drive-through facilities shall be granted only after applicable criteria adopted by Council have been applied to each application to the satisfaction of the City's Director of Planning and the City Planning Commission.

Furthermore, it is the policy of the Council that gasoline service stations which do not include car wash facilities as well as vehicle repair and storage facilities shall be exempt from the provisions in this policy statement.

CRITERIA

The following criteria shall be applied to all applications for development of establishments with drive-through facilities which meet the applicable conditional requirements:

Traffic

- a. Primary ingress and egress to drive-through type parking lots should be from at least a four-lane major street.
- b. The drive-through stacking lane shall be situated so that any overflow from the stacking lane shall not spill out onto public streets or major circulation aisles of any parking lot. Overflow capacity shall be 50 percent of required stacking for overflow restricted to the parking lot and 100% of required of required stacking if the overflow is directed to the street.
- c. No ingress and egress points shall conflict with turning movements of street intersections.
- d. No drive-through use shall be approved with ingress or egress driveways within 300 feet of a signalized intersection operating at a Level of

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Service D, E, or F unless a traffic analysis demonstrates, to the satisfaction of the Director of Public Works, that vehicles entering or leaving said use will not impair the efficiency or operation of the intersection.

e. The drive-through stacking lane shall be separated physically from the user's parking lot and shall have a capacity of:

- | | |
|----------------------------|--|
| 1. Financial Institutions | 8 cars per lane or 16 total* |
| 2. Restaurants | 8 cars per lane* |
| 3. Photo Uses | 2 cars per lane* |
| 4. Self-Service Car Washes | 5 cars per lane* |
| 5. Full-Service Car Washes | 15 cars* (may be in multiple lanes) |
| 6. Other | Capacity requirement to be determined on an individual basis |

* Allow 20 feet per car

The storage required for savings and loans may be less than for banks and should be reviewed on an individual basis. Eight (8) vehicles per lane for a drive-through restaurant is a maximum. Certain types of fast-food restaurants may require less storage if substantiated by acceptable data.

- f. No pedestrian crossing of the drive-through lane shall be allowed.
- g. Proposed drive-through uses at or near signalized intersections may compound existing traffic congestion and make it intolerable even is the intersection meets the Transportation LOS policy. In these situations proposed drive-through uses should be discouraged.

Noise

- a. Drive-through speakers shall not be audible from adjacent residentially used, zoned, or General Planned properties.
- b. Drive-through speakers shall not be used when the drive-through lane abuts residentially used, zoned, or General Planned properties.
- c. Use of sound attenuation walls and landscaping shall be encouraged.

Hours of Operation

- a. No drive-through portion of land use shall operate after the hour of 10:00 p.m. when adjacent to residentially used, zoned, or General Planned properties.

Emission Control

It is recognized that auto emissions are particularly objectionable where "tunneling" effects occur due to prevailing wind patterns in combination with building orientation and where idling vehicles are in close proximity to concentrations of people.

- a. An east-west orientation of drive-through lanes is discouraged, especially on the south side of main buildings.
- b. "Tunneling" will be deemed to occur where adjacent buildings are within thirty (30) feet of each other, or where roof/wall structures enclose a space less than thirty (30) feet. Such situations are discouraged unless air quality analyses performed by the applicant shows that unusual pollutant concentrations will not occur.
- c. Applicants shall take positive steps to protect employees of the drive-through facility from emissions caused by idling cars.
- d. Drive-through lanes shall not be located adjacent to patios and other pedestrian use areas, other than walkways.
- e. Drive-through use stacking lanes are discouraged in close proximity to residential uses, existing or planned.

Urban Design

- a. The architecture of drive-through uses shall be compatible and harmonize with that of the shopping center motif or immediate neighborhood in terms of building color, materials, mass, scale and form. Standardized, "corporate" building designs shall be discouraged.
- b. Drive-through lanes shall be buffered from adjacent properties by means of heavy landscaping and sound attenuating uses where appropriate and necessary.
- c. Drive-through restaurants shall incorporate seating within the restaurant, and drive-through banking facilities shall provide a walk-up window.

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Lighting

a. Reference is made to Section 19204.37 of the Zoning Ordinance.

19204.37 Lighting. Any and all lighting facilities hereafter erected, constructed, or used for or in connection with any off-street parking spaces located in any residential district or adjacent to any residential district shall be so arranged and shielded that light will be reflected away from lands located in such residential district, and so that there will be no glare which will cause unreasonable annoyance to occupants of properties in such residential district, or otherwise interfere with the public health, safety, or welfare.

b. Lighting devices located on roofs are considered an advertising device and will not be permitted.

In addition, the following specific criteria are recommended:

Recommended maximums for all drive-through uses:

At Residential Property Line	0.1 fc
At Other Property Line	0.5 fc
Detached Signs	50 FL
Attached Signs	20 FL
Parking Lots (drive-in)	0.5 foot-candles at surface
Parking Lots (walk-in)	0.2 foot-candles at surface

fc = Foot Candle = illumination level on work surface
 FL = Foot Lamberts = brightness one sees at the source

Location

a. Drive-through uses shall be located 200 feet or more from immediately adjacent or directly opposite residentially used, zoned, or General Planned properties.

b. Drive-through facilities are discouraged in the Downtown Core Area (bounded by Julian Street, Fourth Street, Freeway 280, and the Freeway 87).

c. Buildings with drive-through facilities shall be located with a minimum separation of 500 feet from any structure containing a drive-through facility. Self-service car washes which are proposed in conjunction with existing gasoline service stations may be exempted from this locational criterion.

Other Criteria

a. Water drippage on public streets at the exit of car washes shall be minimized through either automatic drying systems or hand drying in connection with full-service car wash facilities or through on-site grading and drainage patterns or other design features in connection with self-serve car wash facilities.

Development Review Process

On and off-site circulation, traffic safety, curbside parking, number or proximity of drive-ways, speed bumps, and other site development factors shall be considered during the Conditional Use Permit or Planned Development (PD) Rezoning/Permit process and evaluated on a site-by-site basis.