

## Goals, Policies and Implementation Actions – Plan Implementation Policies



Land Use/Transportation Diagram, Plan Horizons, General Plan Reviews/Amendments, Village Plans

The General Plan establishes the foundation of information and analysis, goals and policies to provide direction for future City actions and to generally guide the ongoing growth of the City. The Implementation section of the General Plan identifies techniques, strategies, and methods for carrying out the recommendations contained in the Plan and specific goals and policies related to the implementation of the General Plan. Other major City processes, independent of the General Plan, provide additional tools for implementation of the General Plan goals and policies. The major implementation processes described in the following section include those related to the ongoing application and maintenance of the General Plan, including the use of Plan Horizons, the Major General Plan Review process and the General Plan Annual Review process.

The following Implementation goals and policies set forth some of the key concepts identified through the Envision process for incorporation into the General Plan. Additional Implementation goals and policies are provided in a separate document.

### **Land Use / Transportation Diagram**

As set forth in the Land Use / Transportation Diagram and Land Use goals and policies, all substantial new development activity within San Jose should conform to the Land Use / Transportation Diagram. The land uses shown on the Land Use/ Transportation Diagram do not, in all cases, reflect the existing zoning or use of individual properties. The General Plan land use designations indicate the City's intent for the appropriate future land use and development character for a designated area. As a charter city, the City of San José is exempt from the statutory requirement that zoning be consistent with the General Plan, although zoning will become more consistent as the Plan is implemented over time.

### **Goal IP-1      Make land use and permit decisions to implement the General Plan Land Use / Transportation Diagram and to further the vision, goals and policies of the General Plan.**

Policy IP-1.1      Use Zoning to indicate the appropriate type, form, and height of development for a particular property, since the General Plan Land Use / Transportation Diagram designations are intended to be general in nature and to provide flexibility to allow for a mix of land uses, intensities and development forms compatible with a wide variety of neighborhood contexts.

Policy IP-1.2      Consider multiple zoning districts to provide site-specific development guidance for individual parcels within a large area sharing a single Land Use designation as consistent with the General Plan, given that the Land Use / Transportation

Diagram provides a more generalized description of the appropriate land uses and form of development for an area.

- Policy IP-1.3 Ensure that proposals for redevelopment or significant intensification of land uses on a property conform to the Land Use / Transportation Diagram. Because the Diagram designation identifies the City's long-term planned land use for a property, non-conforming uses should transition to the planned use over the timeframe of the General Plan.
- Policy IP-1.3b The implementation of existing zonings and/or approved land use entitlements, which were previously found to be in conformance with the General Plan prior to its comprehensive update, may be considered as being in conformance with the General Plan provided that the implementation of such entitlements would generally support the General Plan goals and policies.
- Policy IP-1.4 Maintain a Zoning Ordinance and Subdivision Ordinance that aligns with and supports the Land Use / Transportation Diagram and the General Plan goals and policies, and develop new Zoning Districts which enumerate uses and establish development standards including heights to achieve vital mixed-use complete communities and facilitate their implementation.
- Policy IP-1.5 Ensure that proposals to rezone and prezone properties conform to the Land Use / Transportation Diagram to advance the General Plan Vision, goals and policies and further the community welfare.
- Policy IP-1.6 Use standard Zoning Districts to promote consistent development patterns when implementing new land use entitlements. Limit use of the Planned Development Zoning process to unique types of development or land uses which can not be implemented through standard Zoning Districts, or to sites with unusual physical characteristics which require special consideration.
- Policy IP-1.7 Consider potential land use compatibility issues, the development form of surrounding development, and the availability and timing of infrastructure to support the proposed land use when reviewing rezoning or pre zoning proposals.

### **General Plan Phasing / Planning Horizons**

Development under the General Plan is planned to occur in phases, referred to as Horizons, in order to carefully manage the City's expected growth. The General Plan Land Use / Transportation Diagram identifies the locations of all focused Growth Areas available throughout the City from the present through the 2040 timeframe of this General Plan. Many of these sites are currently in commercial use. In these identified Growth Areas, redevelopment of underutilized properties is strongly encouraged as a strategy to create intensified mixed-use development. In some cases, this Plan calls for primarily retail, office and non-residential uses to develop employment centers in some locations, and in other areas, mixed use integrated with residential development and supportive retail and service uses is planned.

The full development of all Growth Areas citywide is not proposed to happen concurrently. Because key elements of the Vision for this General Plan are to promote the City's fiscal sustainability, and the related goal to improve the Jobs-to-Housing balance, proposals for commercial, office, and other combinations of non-residential development can be pursued at any time, as consistent with existing Land Use designations. However, to provide for residential development, this Plan includes each Growth Area, and the development capacity planned for that area, in one of a series of five (5) incremental growth Horizons so that the amount of new housing and the City's need to provide services for those new residents are increased gradually over the timeframe of the Plan. Each sequential Horizon identifies additional Village and/or Corridor Growth Areas to be designated for residential mixed-use development, consistent with the City's ability to provide infrastructure and services. New development proposals should be guided to those Growth Areas within the City which are supported by existing adequate infrastructure and service facilities, especially transit, or which have secure plans for facilities in place to support new growth.

With the adoption of this General Plan, all Growth Areas included in the first Horizon located throughout the City will be designated on the Land Use / Transportation Diagram and will be available for residential and mixed use development up to their entire planned capacity. In addition, existing entitlements for both residential and non-residential development may proceed at any time. As the City grows and there is interest in creating mixed use residential communities in more Growth Areas, the steps of the Planning Horizons provide the opportunity for the City to assess progress toward achievement of its General Plan Vision and goals before moving to the next Horizon and opening those additional Growth Areas for intensive, mixed use residential development. Such a review should focus on consideration of the progress made in economic development, the City's fiscal health, and its ability to support continued population growth. As new Growth Areas are made available for mixed use residential development, the Land Use / Transportation Diagram shall be amended to reflect the new Land Use designations.

### **Major Review of the General Plan**

This General Plan establishes an ongoing City program for the City to monitor and evaluate its success in implementing the Plan, fundamental elements of which include both an Annual Review and a Major Review of the General Plan. Unlike the Annual Review which provides for review of site specific proposals for possible amendment of the General Plan text and the Land Use / Transportation Diagram by both the City and private applicants on a yearly basis, a Major Review of the General Plan is a periodic review by the City Council every four years to step back and assess progress toward implementation of the General Plan using key indicators identified within the Plan. A Major General Plan Review therefore provides the structure and opportunity for the City Council to determine whether to move into the next growth Horizon identified in this General Plan.

The Plan Horizons establish clear priorities for locations, type and amount of new development in the Growth Areas, to support efficient use of the City's land resources and delivery of City services, and to minimize potential environmental impacts. The highest priority is to focus new housing growth in established transit corridors, transit station areas in close proximity to the Downtown, and in large employment districts. As part of the periodic Major Review of the General Plan, the City will specifically consider progress toward the achievement of economic,

fiscal, and transportation goals, as well as the availability of infrastructure and other services to support the City's continued residential population growth.

**Goal IP-3 Monitor progress toward the General Plan Vision, goals and policies through a periodic Major Review of the General Plan, evaluate the success of the Plan's implementation, and consider refinement of the Land Use / Transportation Diagram and the General Plan policies to ensure their achievement. Use the General Plan Major Review to consider an increase in available residential development capacity by opening an additional Horizon for development and to assign priority to growth areas within San Jose for new housing.**

- Policy IP-3.1 Identify the locations for new housing capacity contained in the five growth Horizons of this General Plan by designating Growth Areas available for residential development on the Land Use / Transportation Diagram.
- Policy IP-3.2 Identify the Village and Corridor Growth Areas to be made available for new housing in each General Plan Horizon, and allow continued commercial and mixed use non-residential development in all Village and Corridor Growth Areas.
- Policy IP-3.3 Prepare Village Plans in advance of the redevelopment of a Village or Corridor Growth Area to facilitate coordination of infrastructure, community facilities and parks planning with planned new residential growth, including use of the City's Capital Improvement Program.
- Policy IP-3.4 Conduct a Major Review of the General Plan by the City Council every four years to evaluate the City's achievement of key economic development, fiscal and infrastructure/service goals, and to review changes and trends in land use and development. Based on this review, determine the City's readiness to begin the next General Plan Horizon. Amend the Land Use / Transportation Diagram and/or General Plan policies to achieve key General Plan goals.
- Policy IP-3.5 Evaluate achievement of the following key General Plan goals during each Major Review of the General Plan to inform the City Council's decision to begin the next General Plan Horizon :
- 1) Jobs/Housing Balance – Demonstrate improvement of the City's jobs to employed resident ratio (J/ER) consistent with achievement of 1.3 jobs per employed resident by the year 2040.
  - 2) Fiscal Stability – Demonstrate sustainable improvement above 2010 levels in the level of service for City services provided to the San Jose community.
  - 3) Infrastructure – Confirm that adequate infrastructure and service facilities, especially transit, exist or that a secure plan for service facilities is in place to support the planned jobs and housing capacity in the current and contemplated Horizon.

Policy IP-3.6 Encourage employment uses in all Village or Corridor areas identified for potential housing growth available during any Horizon, and allow intensified residential mixed use in Villages and Corridors in those Horizons as determined by the City Council in the sequence as shown in the Table *Planned Job Capacity and Housing Growth Areas by Horizon*. Amend the Land Use / Transportation Diagram to identify new housing Growth Areas with each new Horizon.

Policy IP-3.7 Allow development of residential units at the density and in the form approved in land use entitlements in place at the time of the adoption of this General Plan, including capacity specified in the adopted Downtown Strategy, North San Jose Area Development Policy, Evergreen-East Hills Development Policy, Specific Plans, and potential dwelling unit yield from residential properties identified on the City’s Vacant Land Inventory. When the City Council commences the second Horizon of this General Plan, new or revised proposals for development on sites with previously approved residential entitlements should conform to the Land Use / Transportation Diagram.

Policy IP-3.8 Focus new residential development into specified Growth Areas to foster the cohesive transformation of these areas into complete, urban Villages. Allow immediate development of all residential capacity planned for the Growth Areas included in the current Horizons.

<b>Horizon (Phase)</b>	<b>Residential Growth Areas</b>
<b>Horizon 1 (Entitlements)</b>	<ul style="list-style-type: none"> <li>▪ Downtown</li> <li>▪ North San Jose Area Development Policy</li> <li>▪ Specific Plans</li> <li>▪ Existing Entitlements</li> <li>▪ Vacant Land Inventory</li> </ul>
<b>Horizon 1 Growth Areas</b>	<ul style="list-style-type: none"> <li>▪ BART/Caltrain Village (The Alameda)</li> <li>▪ Light Rail/BRT Villages (Curtner, Race, Capitol/Hostetter, Blossom Hill/Snell, North 1<sup>st</sup>, Southwest Expressway, East Santa Clara, Alum Rock, The Alameda, West San Carlos)</li> <li>▪ Commercial Centers (Valley Fair / Santana Row, South Bascom – North, South De Anza)</li> <li>▪ Neighborhood Village (Evergreen)</li> </ul>
<b>Horizon 2</b>	<ul style="list-style-type: none"> <li>▪ Light Rail Villages (Capitol/87, Capitol/McKee, Stevens Creek)</li> </ul>
<b>Horizon 3</b>	<ul style="list-style-type: none"> <li>▪ BART/Caltrain Village (Alum Rock)</li> <li>▪ Light Rail/BRT Villages (Penitencia Creek, Capitol/Berryessa, Capitol/Mabury, Oakridge)</li> <li>▪ Commercial Centers (Winchester)</li> </ul>
<b>Horizon 4</b>	<ul style="list-style-type: none"> <li>▪ Light Rail/BRT Villages (Blossom Hill/Cahalan)</li> <li>▪ Commercial Centers (remaining)</li> </ul>
<b>Horizon 5</b>	<ul style="list-style-type: none"> <li>▪ Light Rail/BRT Villages (Capitol/Silver Creek)</li> <li>▪ Neighborhood Villages (remaining)</li> </ul>

Policy IP-3.9 Open Horizons for development in planned phases to give priority for new residential growth to occur in areas proximate to Downtown, with access to existing and planned transit facilities, and adequate infrastructure to support intensification, and proximate to other Growth Areas to contribute to the City's urban form.

Policy IP-3.10 Reconvene the Envision San Jose 2040 Task Force during a Major Review of the General Plan to provide community and stakeholder engagement in the process to review and evaluate the success of the implementation of the General Plan.

### **General Plan Annual Review – Measurable Sustainability**

**Goal IP-4 Evaluate the progress of the Plan's implementation actions and programs, and the Green House Gas (GHG) reduction strategies using the Plan's Performance Measures and the Council's Climate Action/Green House Gas Reduction Policy, and as needed, refine General Plan goals and policies and the Land Use / Transportation Diagram during the Annual Review of the General Plan.**

Policy IP-4.1 Hold one (1) Annual Review hearing for the Planning Commission and the City Council to review and consider proposed amendments to the General Plan and to evaluate the General Plan Performance Measures.

Policy IP-4.2 Carefully monitor the jobs-to-employed resident ratio to reduce the existing jobs/housing imbalance in San Jose, and consider the following current development trends, as part of the General Plan Annual Review:

- Vacant land absorption,
- Amount of residential and economic development,
- Amount and value of non-residential construction,
- Number and types of housing units authorized by building permit, and development activity level in zonings, development permits, annexations and building permits,
- Status of current capacity of major infrastructure systems which are addressed in General Plan Level of Service policies (transportation, sanitary sewers and sewage treatment),
- Transit-ridership statistics and other measures of peak-hour diversion from single occupant vehicles, and
- Levels of police, fire, parks and library services being provided by the City.

Policy IP-4.3 Consider all General Plan Amendment proposals to convert employment land to non-employment uses, or that involve minor modifications to the Urban Growth Boundary or expansion of the Urban Service Area only during the Annual Review of the General Plan hearing, except that early consideration for continued processing or denial for such projects may be considered outside of the General Plan Annual Review process.

- Policy IP-4.5 Monitor, evaluate and annually report on the success of the programs and actions contained within the City's Climate Action/Green House Gas reduction City Council Policy XX to demonstrate progress toward achieving required State of California Green House Gas reduction targets below 2005 levels by 2020, 2035 and 2050. Refine existing programs and/or identify new programs and actions to ensure compliance and update the Council Policy as necessary.
- Policy IP-4.6 Consistent with the City's Green Vision, evaluate the City's achievement of the following goals for environmental sustainability as part of the General Plan annual review process:
- Reduce per capita energy consumption by at least 50% compared to 2008 levels by 2022 and maintain or reduce net aggregate energy consumption levels equivalent to the 2022 (Green Vision) level through 2040. (Reduce Energy Consumption and Increase Efficiency Goal E-1)
  - Replace 100% of the City's traffic signals and streetlights with smart, zero emission lighting by 2022. (Energy Efficiency Action E-1.7)
  - Measure annually the shares of the City's total Carbon Footprint resulting from energy use in the built environment, transportation, and waste management. (Energy Efficiency Action E-1.9)
  - Receive 100% of electrical power from clean renewable sources (e.g., solar, wind, hydrogen) by 2022 and to the greatest degree feasible increase generation of clean, renewable energy within the City to meet the City's energy consumption needs. (Renewable Energy Goal E-2)
  - Support the installation of at least 100,000 solar roofs in San José by 2022 and at least 200,000 solar roofs by 2040. (Renewable Energy Policy E-2.3)
  - Document green building new construction and retrofits as a means to show progress towards the Green Vision Goal of 50 million square feet of green buildings in San José by 2022 and 100 million square feet by 2040. (Green Building Leadership Action GB-1.9)
  - Redirect 100% of construction waste away from landfills by maximizing the use of green building practices in new and existing development. (Green Building Zero Waste Goal GB-5)
  - Divert 100% of waste from landfills by 2022 and maintain 100% diversion through 2040. (Zero Waste Waste Diversion Goal ZW-1)
  - Work with stakeholders to establish additional landfill gas-to-energy systems and waste heat recovery by 2012 and prepare an ordinance requiring such action by 2022 for Council consideration. (Zero Waste Environmental Leadership and Innovation Action ZW-3.12)
  - Develop a schedule to discontinue the use of disposable, toxic or nonrenewable products as outlined in the Urban Environmental Accords. City use of at least one such item shall be discontinued each year throughout the planning period. In the near-term, staff will monitor the regulation of single-use carryout bags (if approved by Council) to ensure that their use in the City is reduced by at least 50%, or shall propose enhanced regulation or an alternate product. In the mid-term, staff will evaluate all such products for regulation or for use in energy recovery processes and shall recommend such

regulations as are necessary to eliminate landfilling such products in the long-term (2022-2040). (Zero Waste Environmental Leadership and Innovation Action ZW-3.13)

- Prepare an ordinance for Council consideration by 2012 that would enact regional landfill bans during the near- and mid-terms for organic material such as food waste and yard trimmings that contribute to methane generation in landfills. (Zero Waste Environmental Stewardship Action ZW-4.8)
- Continue to increase the City's alternative fuel vehicle fleet with the cobenefit of reducing local air emissions and continue to implement the City's environmentally Preferable Procurement Policy (Council Policy 4-6) and Pollution Prevention Policy (Council Policy 4-5) in a manner that reduces air emissions from municipal operations. Continue to support policies that reduce vehicle use by City employees. (Air Pollution Emission Reduction Action Air-1.12)
- Quantitatively track the effectiveness of the City's education program on the public use of water. Adjust the program as needed to meet General Plan goals. (Water Supply Action WS-1.6)
- Continuously improve water conservation efforts in order to achieve best in class performance. Double the City's annual water conservation savings by 2040 and achieve half of the Water District's goal for Santa Clara County on an annual basis.(Water Conservation Goal WS-2)
- Reduce residential per capita water consumption by 25% by 2040. (Water Conservation Policy WS-2.4)
- Achieve 50 Million gallons per day of water conservation savings in San Jose, by reducing water use and increasing water efficiency. (Water Conservation Policy WS-2.5) Use the 2008 Water Conservation Plan as the data source to determine the City's baseline water conservation savings level. (Water Conservation Policy WS-2.6)
- Recycle or beneficially reuse 100% of the City's wastewater supply, including the indirect use of recycled water as part of the potable water supply. (Water Recycling Goal WS-3)
- Develop performance measures for tree planting and canopy coverage which measure the City's success in achieving the Community Forest goals. These performance measures should inform tree planting goals for the years between 2022 (the horizon year for the Green Vision) and 2040. (Community Forest Action CF-1.15)
- Track progress towards achieving at least 25,000 new Clean Technology jobs by 2022. Track progress towards achieving at least 70,000 new clean tech jobs by the year 2040 or achieving 10% of the City's total jobs in Clean Technology by the year 2040. (Clean Technology Action CT-1.8)
- Develop a trail network that extends a minimum of 100 miles. (Trail Network Measure TN-2.11)
- Provide all residents with access to trails within 3 miles of their homes. (Trail Network Measure TN-2.12)

**General Plan Annual Review Hearing Process**

**Goal IP-5** Conduct regular open General Plan hearings that provide opportunities for involvement of the community, stakeholders and private property owners, pursuant to State law.

Policy IP-5.1 Conduct General Plan Review hearings to consider proposed amendments to the General Plan only once per year to facilitate a comprehensive review of the cumulative implications of proposed amendments. State law provides that the City may conduct up to four General Plan hearings per year.

Policy IP-5.2 Use the General Plan Amendment process to refine the Plan to respond to changing conditions and community needs so that the City, private property owners, developers, community groups and individuals may request changes to planned land uses, or propose changes to the text of the Plan.

Policy IP-5.3 Engage the community to participate in the General Plan Review and Amendment Process through meetings to inform the community about Amendment proposals, ongoing community notification through various media, as well as through formal public hearings before the Planning Commission and City Council.

Policy IP-5.4 Analyze proposed General Plan Amendments based on the merits of the individual proposals as well as in the context of cumulative trends and consistency with the General Plan Vision and City Design Concepts.

Policy IP-5.5 Provide a summary of major policy issues and cumulative effects of proposed changes and to the General Plan to the Planning Commission and City Council during every General Plan hearing.

Policy IP-5.6 In reviewing major land use or policy changes, 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. (San José 2020 General Plan)

**Village Planning**

Development of vibrant, walkable, mixed-use urban communities, or Villages, at strategic locations throughout the City is key to achieving the City’s planned jobs and housing growth in a form consistent with the Vision of this General Plan. When new jobs and housing are concentrated within specific Village areas, important density is established and provides an opportunity for a mix of uses, with retail, services and other commercial uses in close proximity to both residents and worker populations. Villages allow people to walk rather than drive to shops and services, providing greater mobility for the expanding senior and youth segments of the population, and reducing traffic and other environmental impacts.

**Goal IP-6** Use new proposals for residential, mixed use, or employment development to help create walkable and bicycle-friendly “Villages” at strategic locations throughout the City, and to enhance established neighborhoods. In new

**Village development, integrate a mix of uses including retail shops, services, employment opportunities, public facilities and services, housing, places of worship, and other cultural facilities, parks and public gathering places.**

- Policy IP-6.1 Prepare a comprehensive Village Plan prior to the issuance of entitlements for residential development within any of the identified Growth Areas, to clearly address:
- a) **Job growth capacity:** Identify suitable areas for retail and other employment uses, giving careful consideration to existing and future demand for retail space, the appropriate location and design of retail spaces, opportunities for large-scale and small-scale retail uses, and adequate and appropriate sites for other employment uses consistent with the total planned job capacity for the particular Growth Area.
  - b) **Infrastructure:** Identify locations for parks, plazas and other public and quasi-public open spaces, and sites to potentially incorporate libraries, public safety facilities and other public uses. A Village Plan should also consider the adequacy of public and private utilities to serve the planned growth capacity.
  - c) **Urban Character:** Include streetscape and building frontage design, pedestrian facility improvements and other urban design actions necessary to successfully implement the Village concept.
  - d) **Financing:** Consider special financing mechanisms which could be needed to potentially deliver the increased level of amenities envisioned within the Village concept.
- Policy IP-6.2 Develop and use a Village Planning process so that each Village Plan can be successfully completed within approximately six months. Preparation of a Village Plan is not necessary for the Downtown, North San Jose and Specific Plan Areas which have plans and strategies previously developed through a community planning process.
- Policy IP-6.3 Prepare and implement Village Plans carefully, with sensitivity to concerns of the surrounding community, and property owners and developers who propose redevelopment of properties within the Village areas. Proceed generally in the order of the following timeline, although some steps may be taken concurrently:
- 1) City Council approves commencement of the Plan growth Horizon which includes the Village Area during a Major General Plan Review.
  - 2) The City completes preparation and Council approval of a Village Plan.
  - 3) The City or private property owners rezone specific properties within the Village as needed to implement the Village Plan. Because most Village sites initially have commercial zoning, rezoning will be necessary to provide for redevelopment and intensification with residential or residential mixed use projects.

- 4) Private property owners or developers propose individual site designs and building architecture to be reviewed and determined through a Development Permit process.

Policy IP -6.4 Update the Land Use / Transportation Diagram for the Village area upon completion of a Village Plan to depict the major land use features established within the Village Plan, such as parks, residential mixed-use, commercial mixed-use and employment uses, and replace the Village Overlay designation with the Village designation to indicate that the Village Plan process has been completed.

Action IP-6.5 Develop Village Plans for Village areas identified for housing growth in the current Horizon proactively, ahead of developer demand to begin residential development within each Village area. Actively pursue outside funding opportunities for the Village planning process.