

**TO: Envision San José 2040
Task Force**

FROM: Lee Butler

**SUBJECT: June 7, 2010
TASK FORCE MEETING #41**

DATE: June 4, 2010

This memorandum provides information to assist you in preparing for the June 7, 2010 Envision San José 2040 Task Force Meeting. Links to the referenced documents and other resource materials (e.g., reading materials and correspondence) are posted on the Envision website.

Agenda Item 3 – Land Use / Transportation Diagram - Update

The Task Force last discussed the proposed draft Land Use / Transportation Diagram at their May 17, 2010 meeting. Since that time, staff has revised the Diagram based on Task Force comments and public comments at the May 15, 2010 Community Workshop. A hard copy of the Diagram was provided to the Task Force at the May 24, 2010 meeting, and the current version of the Diagram will be posted on the Envision website. The Land Use / Transportation Diagram will be the primary topic for Task Force discussion at the June 28th Task Force meeting. To facilitate discussion at that meeting, Task Force members should review the Diagram and forward any written comments to staff at least one week in advance of the June 28th meeting so that they may be shared with other Task Force members in advance of the meeting.

Agenda Item 4 – Goals, Policies and Implementation Actions

Discussion of the Draft General Plan Goals, Policies and Implementation Actions (Policies) for several different topic areas has been continued by the Task Force over the course of several meetings and these topic areas are now included on the Agenda for the June 7, 2010 Task Force meeting. Staff recommends that the Task Force take action on all of these items at the June 7th meeting. While some discussion may be continued to the last remaining Task Force meeting prior to the summer break, please note that additional Policies for the public services are also agendaized for the June 28th Task Force meeting agenda along with the Land Use / Transportation Diagram. The Task Force should understand that it is necessary to complete the Task Force review of the key concepts expressed in these policy documents at this point in the Envision process in order to allow preparation of environmental review on schedule to reach a June 2011 City Council hearing date.

The first four Policy topics are identified as “consent” items with the intent that they will only be discussed if Task Force members request to address specific items included within the draft documents. The Task Force should note that individual comments on clarity or wording concerns on

any of the policies can be forwarded to staff at any time. The four topic areas shown as consent items include Policies related to:

- Transportation,
- Urban Design (Downtown; Hillside/Rural Areas; Scenic Routes, Gateways, & Urban Corridors; and Villages),
- Land Use (Agriculture and Growth Areas), and
- Public Services (Libraries).

Staff recommends that the majority of the time available for Task Force discussion be dedicated to the Policies for the key topics of:

- Implementation (Plan Horizons, Annual Review, Village Planning, and Housing Element)
- Fiscal Sustainability / Urban Service Area
- Private Community Gathering Facilities Land Use Policies.

Transportation (Consent)

The proposed Transportation Policies were previously discussed by the Task Force at both the December 14, 2009 and February 8, 2010 meetings. Based on Task Force, public, and other department/agency comments, staff has revised the draft Policies and added language regarding truck policies (Policies CR-6.3, CR-6.4, & CR-6.5) and the method for designation of new protected intersections (Action CR-5.10).

The packet includes Policies related to reduction of Vehicle Miles Traveled (VMT) that were developed in response to the May 24, 2010 Task Force discussion. These Policies are segregated into a separate document to simplify the Task Force's review but will ultimately be incorporated into the larger set of Transportation Policies within the General Plan document.

Urban Design (Downtown, Hillside/Rural Areas, Scenic Corridors, and Villages) (Consent)

The proposed Policies for *Downtown* Urban Design are intended to address, the unique character of the Downtown as a regional destination and diverse cultural, recreational, civic, and employment center, through measures that promote high-quality design.

The *Hillside & Rural Areas* Policies provide design criteria to protect the hillsides as a natural resource that provides aesthetic and habitat amenities. The Hillside & Rural Areas Policies also address protection of the public from potential environmental hazards that can occur in those areas.

The *Scenic Routes, Gateways, and Urban Corridors* Policies promote the preservation and enhancement of visual access to San Jose's scenic resources. They also provide a framework for creating a positive image of the City at Gateways and Corridors that serve as major entries to areas of San Jose. A map of these areas will be provided at a later date.

The Urban Design Policies for *Villages* were previously discussed by the Task Force at the May 17, 2010 Task Force meeting. At that meeting, a number of Task Force members raised concerns regarding Policy UD-6.1, which requires that a Village Plan be completed in advance of new (non-ancillary) residential project development. Task Force members expressed concern that this particular policy would inhibit residential development, and prevent the City from being able to implement a "perfect project" that might be proposed in a Village area ahead of the preparation of a Village plan.

Some Task Force members perceived this policy as anti-housing and worried that the Village plan requirement could halt residential development in the City. At the Task Force meeting, staff explained the rationale for Village Plans as a precursor to residential development, citing the need to identify park sites, street networks, pedestrian/bicycle connections, and other attributes with a unified view of a Village as a whole.

Staff did not amend the Urban Design Policies for *Villages* in response to these comments from some members of the Task Force. Consistent with overall Task Force direction to achieve significant job growth through implementation of the General Plan, the Villages will all need to function as employment centers. In light of this job focus, an ideal project in a Village would have ground floor retail with office above, serving as an intensive employment site. The Task Force should note that the draft General Plan also supports the development of approximately 41,000 dwelling units without development of a Village Plan and not subject to phasing requirements, including 21,000 already entitled housing units and 20,000 units within sites in the Downtown, Specific Plan areas or on vacant lands located throughout the City. Given the large number of housing units available for development prior to preparation of a Village Plan and with the expectation that the Village Plan process will be conducted relatively quickly and within the timeframe normally required for review of and community engagement on higher density mixed-use development projects, staff expects that the Village Plan requirement will not be a barrier to new housing development within San Jose.

Land Use (Agriculture & Growth Areas) (Consent)

Urban Agriculture Policies were discussed by the Task Force on May 17, 2010, and in response to a Task Force request made at that meeting, staff is providing *Rural Agriculture* Policies for Task Force review. The Rural Agriculture Policies primarily address agricultural properties that are not anticipated to urbanize within the lifetime of the Envision Plan. These Policies seek to provide and protect sufficient agricultural land to facilitate local food production, to provide broad community access to healthful foods, to add to a distinct community image, and to promote environmental and economic benefits of rural agricultural lands.

The *Growth Areas* Policies were noted on the meeting agenda as an Implementation item; however, staff has re-categorized this topic into the Land Use Policies. These Policies document the Growth Areas concept that has been extensively discussed by the Task Force during many meetings.

Public Services (Libraries) (Consent)

To promote the Quality Education and Services element of the Draft Vision, staff is presenting Library Policies. The proposed draft Policies are an update of the San Jose 2020 General Plan Policies to reflect the changing nature of library services as technology advances and to better address the Envision Village strategy.

Implementation (Plan Horizons, Annual Review, Village Planning, and Housing Element)

The Envision San Jose 2040 process has introduced several new concepts that are addressed in the proposed Implementation Policies, including:

- Use of Plan Horizons, a General Plan Major Review,
- Increased use of performance measures as part of the General Plan Annual Review, and
- The Village Planning process.

The draft Implementation Policies address these concepts and also provide an updated version of the San Jose 2020 General Plan Implementation Policies to align with the Envision General Plan concepts. The proposed Implementation Policies build on the input received from the Task Force and community members throughout the Envision process, including the recent Task Force meetings which focused on phasing concepts and future City Council and community participation in reviewing the General Plan on a regular basis. The draft Implementation Policies identify techniques, strategies, and methods for carrying out the recommendations contained in the Envision Plan and Land Use/Transportation Diagram.

The proposed *Plan Horizons / Major General Plan Review* Policies address the Plan Horizon phasing concepts discussed by the Task Force at their March 22, 2010 and April 12, 2010 meetings. The Task Force will recall that the full amount of employment growth capacity is available at the onset of the Envision Plan, while housing growth is geographically limited to identified Growth Areas which will increase to add new areas from Horizon to Horizon. The Policies reference a “Housing Growth Areas Timing Plan,” which is included with the packet materials. This table is an updated version of the table provided to the Task Force on April 12, 2010, and it identifies the planned housing growth capacity in each Growth Area, with geographic areas of housing growth capacity broken down into five Plan Horizons. The Policies regarding the General Plan Major Review cover monitoring and evaluation of the progress of the implementation actions in the Plan, as well as the process to amend the General Plan in accordance with State law. The *Village Planning* Policies guide the process for development and identify the content of Village Plans.

As part of the April 20, 2010 City Council review of the Envision Preferred Land Use Scenario, the Council referred to the Task Force the question of potentially phasing industrial development in the Evergreen campus industrial and North Coyote Valley industrial areas. Community members have suggested that industrial development in these two areas be delayed, so industrial development in North Coyote Valley and East Evergreen would be allowed only if industrial development first occurs in other areas of the City. Community members have also suggested that in the event the existing entitlements for industrial development in these two Growth Areas expire, that the City defer any new industrial development until a later Plan Horizon. Because of the ambitious San Jose job growth goals being established through the Envision process, staff recommends that the Evergreen campus industrial and North Coyote industrial areas be kept available for the development of new employment uses at any time rather than subject to a phasing plan. Task Force members may discuss this question at the June 7 Task Force meeting.

The draft Implementation Policies also provide an updated version of the San Jose 2020 Implementation policies which address the Development Review process, the City's Annual Capital Improvement and Budget Programs, and Economic Development and Housing programs. *Development Review* Policies cover all aspects of the entitlement process, including zoning, subdivisions, discretionary development permits, environmental clearance, annexations, and building permits. The *Capital Improvement Program* Policies align the City's public facility and infrastructure investments with achievement of Goal, Policy, and Level of Service objectives of the Plan.

The City's *Housing Element* was adopted by City Council on June 16, 2009 and certified by the State Department of Housing and Community Development on July 23, 2009. Excerpts from the current *Housing Element* appropriate for the Implementation section of the Plan are included as part of the packet materials.

Fiscal Sustainability / Urban Service Area

The proposed Fiscal Sustainability and Urban Service Area Policies were previously discussed by the Task Force at their last meeting on May 24, 2010. Some Task Force members expressed concern that the policies are too rigid and appear to be unsupportive of housing, particularly with the requirement for fiscal analysis as either part of an annual General Plan review or as part of a particular land use entitlement process. Other Task Force members suggested that some Policies extend beyond the reach of land use. The draft Policies have been modified to address some of these concerns, while continuing to support the fiscal benefits of employment growth and to take potential fiscal impacts of land use decisions into consideration, but without requiring preparation of a fiscal analysis for specific development projects. As discussed above, the draft Policies continue to require preparation of a Village Plan in advance of the entitlement of housing development projects within the Village areas. In response to Task Force comments, staff strengthened language regarding modifications to the Urban Service Area.

Land Use – Private Community Gathering Facilities

Private Community Gathering Facilities include buildings and sites used for religious activities, private clubs, performance venues, and school or sports activities. These types of activities have similar potential land use impacts and considerations because they generally involve the assembly of large groups of people. These uses serve valuable social and cultural roles in the community, and the Private Community Gathering Facilities Policies support the location of these facilities at locations accessible to the San Jose's residents, such as Villages and residential areas. These Policies also limit the location of these facilities at sites that could result in potential health, safety or other land use incompatibility risks for the people they serve.

Agenda Item 5 – Community Input

Members of the community will be provided with an opportunity to address the Task Force and provide input on the Agenda discussion items.

Agenda Item 6 – Task Force Vote on Recommendations

Following Community Input, the Task Force will be asked to propose and vote on a recommendation regarding each of the proposed draft Goals, Policies, and Implementation Actions presented. Staff strongly encourages the Task Force to take action on the full range of Policies agendaized for the June 7, 2010 meeting.

Reading / Resource Materials

Reading and Resource materials for the Task Force are available on the Envision website. Reading/Resource materials are organized by topic:

General

- "Fiscal Report Review" from SJ Office of Economic Development (memo distributed at May 24, 2010 Task Force Meeting)
- Mayor's Memo from 4/20/10 Council Hearing on Preferred Land Use Scenario (includes scope of GP recommendations)
- "Residential Construction Trends in America's Metropolitan Regions" report from U.S. Environmental Protection Agency
- "Start-Ups Still Don't Know the Way to San Jose" 5/21/10 SJ Mercury News Article
- Task Force Meeting #42, 6/28/10 Draft Agenda

Land Use/Transportation Diagram

- Draft Generalized Land Use Plan

Village Examples, Land Use, & Urban Design Resources

- Example Transit Village Project - Twin Brook Station
- Example Transit Village Project – MacArthur Transit Village
- Example Transit Village Project – Station Park Green
- Oakland Redevelopment Example - Pleasant Valley
- Graduated Density Zoning article by Donald Shoup (parcel consolidation/land assembly information)

Task Force Correspondence

Task Force member Dave Fadness submitted recommended changes to the Fiscal Sustainability Goals, Policies, and Implementation Actions. A hard copy of these comments was distributed to the Task Force at their May 24, 2010 meeting.

Task Force member Michael Van Every submitted a letter that expresses his concerns regarding some Fiscal Sustainability Policies, particularly those Policies addressing residential or mixed-use developments on properties with existing employment uses. Based on the Task Force discussion at their May 24, 2010 meeting, staff revised the Fiscal Sustainability Policies to address some of Mr. Van Every's concerns. For example, staff modified the draft Policies and Actions that required a fiscal analysis to verify that a residential project provides a net fiscal benefit to the City.

Public Correspondence

Six new public correspondence items are posted on the Envision website, and two additional items are posted that the Task Force has previously received. Topics for new public correspondence include active living, public health, urban park connections, and urban rooftop habitat; Urban Service Area policy considerations; Land Use/Transportation Diagram suggestions; and options for "backloading" greenfield development.

Any additional correspondence received before noon on the day of the meeting will be distributed in hard copy to Task Force members and the public.

Announcements

Task Force members were provided with a survey at the May 17th as an opportunity to provide feedback on the Envision process and the quality of staff work. If you have not done so already, please consider completing the survey and deliver it to staff at the June 7th Task Force meeting. The survey responses will be kept anonymous. A companion survey is also available for community members in attendance on June 7th.

At the May 24th meeting, staff provided Task Force members with a copy of the San Jose / Santa Clara Water Pollution Control Plant (Plant) Master Planning Workbook which offers an opportunity for Task Force members to comment on the land use scenario alternatives being considered for the master planning of the Plant. The Plant Master Planning process provides an opportunity to comment on the alternatives through the end of June, 2010.

Please review the draft proposed Land Use/Transportation Diagram posted on the Envision homepage (hard copies distributed at the May 24, 2010 meeting) and provide written comments to staff at least one week in advance of the June 28, 2010 meeting.

Next Meetings

The next meeting is scheduled for Monday, June 28, 2010. This meeting will focus on concluding discussion of the proposed Land Use/Transportation Diagram, Arts & Culture, Public Services, Economic Development, and final review of draft Goals, Policies, and Implementation Actions as needed. A draft agenda for the June 28th meeting is included as part of the reference materials.

If you have any questions, please contact either myself, Andrew Crabtree or Susan Walton. I can be reached by phone at (408) 535-7851 or by email at lee.butler@sanjoseca.gov. Andrew can be reached by phone at (408) 535-7893 or by email at: andrew.crabtree@sanjoseca.gov. Susan can be reached by phone at (408) 535-7847 or by email at: susan.walton@sanjoseca.gov.

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