

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

FROM: Andrew Crabtree

**SUBJECT: April 26, 2010
TASK FORCE MEETING**

DATE: April 22, 2010

This memorandum provides information to assist you in preparing for the April 26, 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 – Outcomes of the April 20, 2010 City Council Hearing

At the April 20, 2010 City Council meeting, the Council voted to accept the Preferred Land Use Scenario as recommended by the Task Force and staff. As part of the motion, the Council also provided guidance to staff related to the General Plan scope, compliance with legal requirements for providing housing capacity, measures to support job growth and intensification of employment lands, comprehensive Village planning, and further review of the conclusions in the Envision Fiscal Report. The Council also directed staff to include the Midtown and Tamien Specific Plan areas in the future Village Planning process and to consider the appropriate timing for the development of employment uses within the North Coyote Valley and Evergreen industrial areas. A link to the Mayor's memorandum, co-signed by Task Force members Councilmembers Chirco, Liccardo and Oliverio, is included within the packet materials.

Agenda Item 4 – Envision General Plan Land Use/Transportation Diagram – Concepts, Designations and Community Engagement

The primary outcome for this meeting is Task Force review and recommendations regarding a conceptual approach to the land use diagram for the General Plan Update, and a preliminary list of proposed land use designations. This recommendation will be used by staff to develop a Land Use / Transportation Diagram for discussion and input at the upcoming Community Workshop on Saturday, May 15th, and the May 17th Task Force Meeting.

Using the meeting format used at the March 8 and April 12, 2010 Task Force meetings, following a brief staff presentation to all participants, Task Force and community members will discuss Land Use/Transportation Diagram concepts, designations and future community engagement within small table groups. After the Task Force small group discussion, each Task Force member will be given an opportunity to share his or her thoughts with the entire Task Force and community members in attendance. Following the public comment period (Agenda Item 5), Task Force members will have time for a general discussion and vote on the proposed Land Use/Transportation Diagram concepts and preliminary designations.

Staff recommends that the General Plan Update implement the following concepts, discussed below, for developing a Land Use Diagram in order to advance the Task Force and community goals for the Update and to most strongly support the Preferred Land Use Scenario:

- Use Generalized Land Use Designations
- Add Employment Land Capacity
- Designate Low Growth Areas
- Establish Fixed Urban Growth Boundary
- Renew or Retire Specific Plans

Use Generalized Land Use Designations

To translate the strength of the Envision goals into the Land Use/Transportation Diagram, and to promote successful implementation of the General Plan Update, staff recommends that the Diagram be generalized to include fewer discrete designations, and that those designations be applied to locations that clearly reinforce the Envision goals. This is particularly important in order to support the Growth Areas Strategy, to better support the development of mixed-use, high-density Villages, and to restrict residential growth outside of the identified Growth Areas.

Significant emphasis is placed in the current General Plan on the allowable density range (Dwelling Units/Acre) as the key indicator of appropriate residential development for an area. While State law requires General Plans to include density/intensity ranges (expressed in terms of allowed Dwelling Units/Acre or Floor Area Ratio(FAR)) for all Land Use/Transportation Diagram designations, staff recommends that greater emphasis be placed upon identifying the desired neighborhood form and character for residential and mixed use areas. In much of the City not designated for growth in the Preferred Land Use Scenario, these designations will primarily reflect the character of development in the existing neighborhoods.

The current San Jose 2020 General Plan includes 91 unique designations, many of which are applied in only one or two Specific Plan areas. In contrast, the City has only 20 standard zoning districts. Staff is proposing for Task Force consideration a simplified list (included within the packet) of 21 standard and three overlay General Plan Designations. A draft conceptual Land Use / Transportation Diagram, also included within the packet, is intended to illustrate how these designations could be applied to the City. The proposed land use designations provide more flexibility and opportunity for the development of employment uses in both mixed-use and standard configurations, and reduce or limit residential densities outside of Growth Areas.

Along with the recommendation to reduce the total number of General Plan designations, staff recommends the development of additional standard zoning districts as a future implementation action to advance the Envision goals including the Growth Areas Strategy. The Zoning Ordinance, through standard Zoning designations revised to better align with the Envision vision, goals and strategies, should be used to provide more detailed direction for the ongoing development and use of lands within San Jose. In large part due to the current lack of suitable standard residential or mixed-use zoning designations, as well as the extensive use of the General Plan's Discretionary Alternate Use Policies which require it, almost all new residential development in San Jose in recent years has been accomplished through a Planned Development Zoning process. This process has diminished the value of the General Plan goals and policies and Land Use/Transportation Diagram as the primary tools to

set forth the City's vision and to guide new development to implement that Vision. Staff also recommends that the Planned Development Zoning process be reserved for a more limited role to address truly unique circumstances.

Add Employment Land Capacity

The work of the Task Force to date, including the Preferred Land Use Scenario, strongly identifies and promotes job growth as a critical goal for San Jose's future. In order to achieve this goal, existing employment lands should be retained and, where feasible, additional employment land capacity should be added. To the degree feasible, different types of employment lands should also be provided to correspond to and accommodate the projected demand, as analyzed in the *Job Growth Projections and Employment Land Demand Report*. The most notable opportunity to add significant employment land capacity will be on the Water Pollution Control Plan lands, currently undergoing a master planning process which anticipates significant growth in future job capacity. Some opportunities may also exist within North San Jose or other areas of the City to transfer employment lands from one industrial or commercial designation to another to better align future development opportunities with the projected employment land type demands. Following the direction of the Preferred Land Use Scenario, it may also be appropriate to re-designate additional lands for employment use within the Employment Land and BART station Growth Areas. In addition, various other opportunities may exist throughout the City to re-designate non-employment lands for employment use or to provide more support for mixed-use development to integrate employment activities within residential areas. Staff is gathering input on known locations for such opportunities in order to prepare a draft proposed General Plan Update Land Use/Transportation Diagram to be considered by the Task Force at its next Task Force meeting on May 17, 2010.

Designate Low-Growth Areas

Much of the land area in San Jose has a fully developed land use pattern that will remain for the foreseeable future. Responding to the City's built-out character and the primary Envision goal to limit new development outside of the identified Growth Areas while also protecting environmentally sensitive sites and strengthening the Urban Growth Boundary (UGB), staff recommends that the existing series of low to middle density residential designations be consolidated into fewer designations with generally lower allowable densities for the non-Growth Areas, and that more flexible designations providing for a broader range and intensity of mixed uses be applied within the Growth Areas.

Establish Fixed Urban Growth Boundary

The current General Plan includes a methodology for making adjustments to the Urban Growth Boundary (UGB) on a project-by-project basis. Significant advances in mapping technology give the City greater ability to clearly identify and delineate the location of the Urban Growth Boundary on the Land Use/Transportation Diagram. Establishing a fixed UGB on the Land Use Diagram and requiring a General Plan Amendment process for any adjustment will provide clarity as to the lands appropriate for development within the City. Staff is further recommending a land use designation to be applied to lands outside the UGB to reinforce the intended extent of the developed city in the General Plan Update.

Renew or Retire Existing Specific Plans

As part of the City Council action on April 20, 2010, staff has been directed to include the Midtown and Tamien Specific Plan areas in a future Village planning effort. In the development of the Preferred

Land Use Scenario and following Task Force input, additional job and housing capacity was added to these two Growth Areas, which may require modifications to the land use designations in those Specific Plans. Additionally, other Specific Plans, such as the Rincon South Specific Plan may appropriately be renewed as the corresponding Village plan to best implement the Growth Areas Strategy envisioned by the Update.

There are also several older Specific Plan areas such as Berryessa, Evergreen and Silver Creek, that have been virtually completely developed, and which also have Master Planned Development Zoning Districts that provide specific development standards and additional design guidelines. In these areas, staff is recommending that the existing, primarily residential development be designated as existing lower density neighborhoods on the Update Land Use/Transportation diagram, and these Specific Plans be retired.

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 an additional opportunity for Task Force large group discussion of the Land Use Transportation / Diagram concepts and proposed designations, the Task Force will be asked to propose and vote on a recommendation regarding the proposed Land Use/Transportation Diagram concepts and preliminary Land Use Designations. Based upon this recommendation, additional detail will be developed by staff and brought to the community at the upcoming Community Workshop and to the Task Force for consideration at the next Task Force meeting.

Reading / Resource Materials

Reading and Resource materials for the Task Force are available on the Envision website, including:

- Land Use Designation text from the current San Jose 2020 General Plan
- State Office of Planning and Research (OPR) Guidelines for General Plan Land Use Designations
- Excerpts from the Sacramento, San Diego and Forth Worth Texas General Plans.
- Examples of General Plan Land Use Diagram on-line interfaces from Charlotte County, Florida and Virginia Beach, Virginia.
- Documents provided to the City Council for the April 20, 2010 City Council hearing.

Task Force Correspondence

No Task Force correspondence has been received to date. Correspondence received before noon on the day of the meeting will be distributed in hard copy to Task Force members and the public.

Public Correspondence

Two items of public correspondence have been received to date:

- Thomas Foster submitted correspondence on April 14, 2010 recommending that a broader industrial land use designation be given to North Coyote Valley.
- Lowell Grattan submitted correspondence on April 16, 2010 advocating for a market driven rather than planned approach to land use 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

An updated Task Force Work Program has been posted on the Envision website. The Work Program highlights topics scheduled for review by the Task Force in the coming 14 months in order to stay on track for a final presentation of a complete Draft Envision San Jose 2040 General Plan Update document and Environmental Impact Report to the City Council in June, 2011. To maintain the overall schedule, while allowing a break from Task Force meetings during July and August, an additional Task Force meeting is proposed for May 17, 2010, and a second is tentatively scheduled for June 7, 2010.

Please note that the following additional meetings have been scheduled:

1. **Community Land Use / Transportation Diagram** Workshop – Saturday, May 15, 2010, 9:00 a.m. to Noon.
2. **Task Force Meeting No. 39 – scheduled for May 17, 2010**, 6:30 to 9:00 p.m. Topics: Land Use Diagram, Transportation Level of Service and Fiscal Stability policies and other Implementation Tools.
3. **Task Force Meeting No. 41 – tentatively scheduled for June 7, 2010**, 6:30 to 9:00 p.m. Topics: TBD – This meeting will be held if necessary.

Next Meetings

The next meeting is scheduled for Monday, May 17, 2010. This meeting will focus on continued discussion of the General Plan Land Use/Transportation Diagram Land Use Designations, the General Plan Transportation Level of Service, and the review of Goals, Policies and Implementation Actions related to Fiscal Stability.

If you have any questions, please contact either myself or Susan Walton. I 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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