

BURBANK /
DEL MONTE

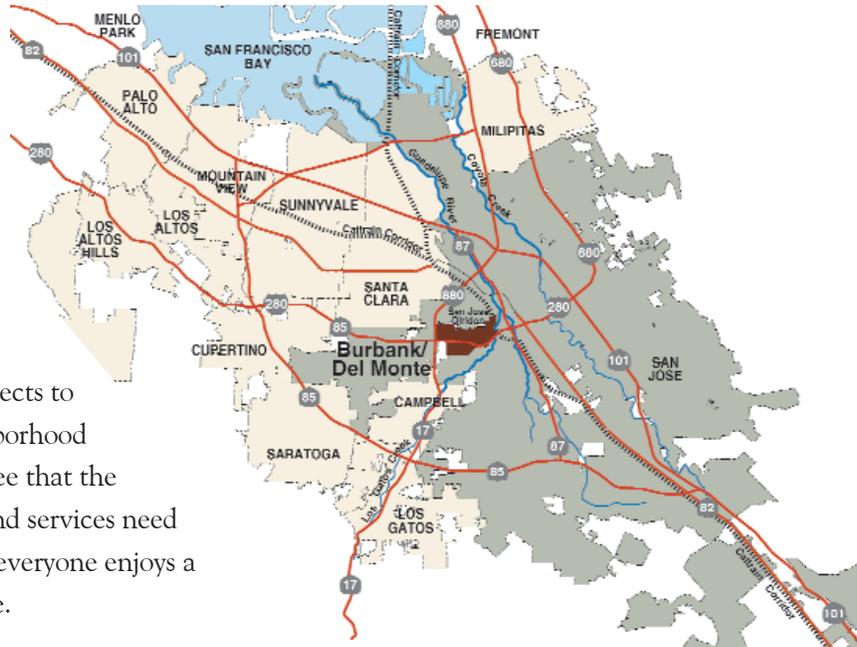
NEIGHBORHOOD
IMPROVEMENT PLAN

Introduction

Background

The Burbank/Del Monte neighborhood is one of the earliest developed areas in Santa Clara County. It is predominantly residential, home to a culturally and ethnically diverse group of residents. It was originally agricultural land, with most residents either farmers or employed by canneries. The area is still full of historic areas and housing, but the orchards are gone now, and some parts of the neighborhood suffer from age and neglect.

Just three miles from downtown San José, the Burbank/Del Monte neighborhood is a mixture of City and unincorporated areas. Residents have always had a great deal of camaraderie and pride in their community and have a large base of volunteers who enthusiastically undertake projects to meet many of their own neighborhood needs. However, residents agree that the neighborhood infrastructure and services need to be improved to ensure that everyone enjoys a high quality of life in the future.



Burbank/Del Monte in relation to the greater Bay Area

In order to meet neighborhood improvement challenges, the City of San José, the San José Redevelopment Agency, and the Burbank/Del Monte community joined in a strategic planning process that established a shared vision for the neighborhood (see Burbank/Del Monte: Vision of the Future on page i). That vision serves as the foundation of this *Neighborhood Improvement Plan*, to direct and coordinate future planning decisions, guide physical changes in the neighborhood, and identify needed community services.



Councilmember Ken Yeager welcoming participants to a Workshop.



Mayor Ron Gonzales participating in an Open House.

This *Plan* documents specific types of neighborhood changes that participants expressed a strong interest in, or voiced consensus around. The improvement concepts and actions described in the *Plan* reflect the community’s desired future.

Many of the improvements suggested do not currently have funding available. This *Plan* serves as Burbank/Del Monte residents’ framework of priority improvements for enhancing the neighborhood. Where funding is immediately available for improvements, City staff, community members and other potential partners can move expediently toward implementation. Where funding is not available, the *Plan* provides the direction in which City staff and community organizations can focus their search for funds to make improvements that are a high priority for the community.

There are several funding sources that could be utilized to begin implementation of neighborhood improvements identified in this *Plan*. The Mayor and City Council have earmarked a minimum of \$100 million dollars to be allocated to Strong Neighborhoods Initiative projects Citywide over the next five years. Community Development Block Grants (CDBG) and the City’s Capital Improvement Program (CIP) are also traditional means of obtaining funding for neighborhood improvement. Other potential funding sources have been identified for each of the improvement actions that make up the Strategic Action Plan (see the *Action Matrix* in the *Strategic Action Plan* section of this document).

Planning Process

The planning process to develop the *Burbank/Del Monte Neighborhood Improvement Plan* included many community meetings and over a year of hard work by community members, City staff, and planning consultants. A Neighborhood Advisory Committee (NAC) made up of Burbank/Del Monte community members was formed to guide the development of the improvement plan. The Neighborhood Advisory Committee met with City and County staff and planning consultants ten times over the course of the year.

The planning process, while led by the City, was designed to facilitate community consensus around a shared vision for the future of the Burbank/Del Monte neighborhood - regardless of City and County boundaries. It was also designed to develop implementation actions to successfully achieve that vision. The planning process, summarized below, was divided into the following five phases.

■ PHASE I Assessment of Existing Conditions & Vision Development

Residents, business owners, property owners and City staff identified the challenges, assets, and opportunities facing the Burbank/Del Monte community. The goal of this phase of the process was to understand the current physical, economic and social conditions in the Burbank/Del Monte neighborhood and to develop a shared vision for the future of the neighborhood. A Neighborhood Advisory Committee meeting was held on February 22, 2001 to kick-off the strategic planning process and gather input related to assets, challenges and vision themes. The first community workshop was held on March 17, 2001.

■ PHASE II Development of Alternatives, Actions, and Priorities

The second phase of the process focused the efforts of the community on developing specific actions and alternatives to bring the



Listening to comments during a neighborhood Workshop.



Graphic recording of participants' ideas for a neighborhood vision.



Getting familiar with the Burbank/Del Monte planning area.



Community workshop participant selecting neighborhood priorities.



Resident filling out a comment card with suggestions for neighborhood improvement.

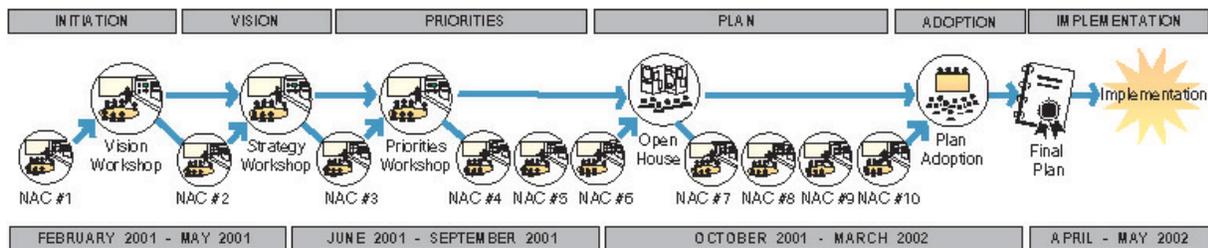
community’s vision to reality. In addition, this phase initiated the process of prioritizing the proposed actions and alternatives. Initial actions were proposed at the Neighborhood Advisory Committee meeting on March 22, 2001. Residents reviewed the emerging vision for the neighborhood and prioritized actions for neighborhood improvement during the April 28, 2001 community workshop.

■ **PHASE III Draft Improvement Strategies**

Three Neighborhood Advisory Committee meetings and the third community workshop were held over the summer to continue review of the improvement strategies and begin to refine the initial plan concept. At the third community workshop on June 16, 2001 participants reviewed neighborhood improvement concepts and improvement strategies in an open house format. Based on community input provided during this open house and earlier meetings, improvement strategies were incorporated into a comprehensive Action Plan with top priorities identified.

■ **PHASE IV Draft Plan**

The Neighborhood Advisory Committee met again in September to further refine improvement concepts in preparation for the Burbank/Del Monte Open House on October 20, 2001, where the concepts were shared with the entire community. Three additional Neighborhood Advisory Committee meetings were



Strong Neighborhoods Initiative planning process schedule

held between November, 2001 and February, 2002 to confirm top priority actions for the neighborhood and discuss the upcoming implementation planning process.

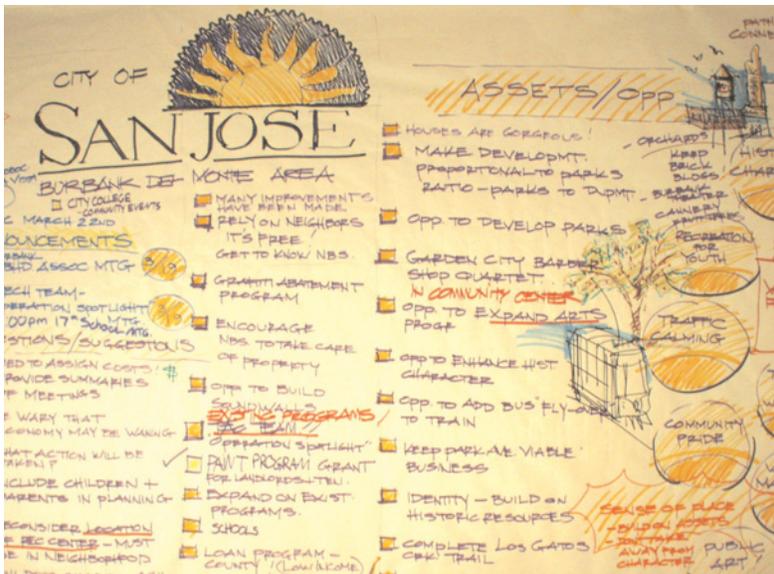
■ **PHASE V Plan Process/Approval**

The final phase of the planning process included the *Improvement Plan's* review and adoption. The Neighborhood Advisory Committee meeting was held on March 28, 2002 to finalize the Draft *Improvement Plan*. This finalized *Plan* was then presented to the community-at-large through a widely advertised meeting on April 18, 2002, and formally approved by the NAC at that meeting. Finally, the *Plan* will be brought to the Planning Commission and City Council for approval.

Hundreds of community members participated in the community planning process - many attended the entire series of meetings. This large participant turnout is evidence of the strong community interest in shaping the future of the Burbank/Del Monte neighborhood.



Celebrating the Burbank/Del Monte neighborhood's *Improvement Plan* progress at an Open House.



Community Workshop #1 Vision Development Wall Graphic

Strong Neighborhoods Initiative



The success of this *Plan* relies on a participatory process to create the *Plan* and to implement the proposed neighborhood improvements. Both of these are part of a larger Citywide goal: to listen to San José residents' ideas for neighborhood improvement, connect neighborhoods to resources, and respond to neighborhood priorities. This goal is an integral part of the Strong Neighborhoods Initiative (SNI), launched in July 2000.



The Strong Neighborhoods Initiative is a partnership between the City Council, the Mayor, and San José residents and business owners to strengthen City neighborhoods. This initiative aims to improve neighborhood conditions, enhance community safety, improve community services, and strengthen neighborhood associations. The Burbank/Del Monte neighborhood is one of 22 planning areas in San José specified as a Strong Neighborhoods area.



The SNI process is made up of two stages: planning and implementation. The planning stage includes the development of 22 neighborhood improvement plans and the formation of a Redevelopment Project Area. The implementation stage involves proactively carrying these neighborhood improvements (such as improved physical conditions, improved community services, and new development projects) to fruition. The Initiative is funded through resources from the City of San José and the San José Redevelopment Agency. While the County of Santa Clara is not directly involved in this Initiative, planning has been coordinated with them to address implementation efforts in the County pockets (see heading titled *City-County Split Jurisdiction*)

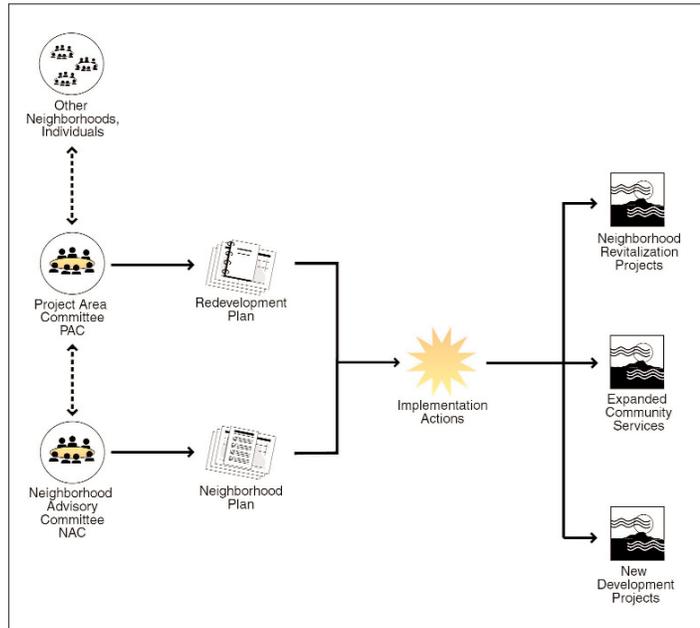
To guide the planning process, each area formed a Neighborhood Advisory Committee (NAC) made up of residents, property/business owners, school representatives and other stakeholders. The Burbank/Del Monte NAC was made up of 22 members, representing these broad interests. NAC members made a one-year commitment to the project, met regularly to provide guidance to City staff and consultants, acted as representatives for the community, and helped develop the content of the neighborhood improvement plan.

Redevelopment Process

In order to provide at least a portion of the funding required to implement Neighborhood Improvement Plans, a Redevelopment Project Area made up of all 22 Strong Neighborhoods Initiative neighborhoods is being formed. This Redevelopment Project Area is necessary to use redevelopment funds for the identified neighborhood improvements.

Project Area Committee

A Project Area Committee (PAC) representing all 22 neighborhood areas was assembled to oversee the development of the Redevelopment Plan and make recommendations to the Mayor and City Council. The PAC, which is required by Redevelopment law, is a committee of 52 members made up of residents, property and business owners, and representatives from community organizations. Thirty-five members (consisting of 13 home owners, 17 tenants and five business owners) were selected in at-large mail-in elections in March and April of 2001. The remaining 17 members were appointed by the City Council from community organizations throughout the City. The City Council confirmed all 52 PAC members on June 12, 2001. Five representatives from the Burbank/Del Monte Strong Neighborhoods Initiative area were elected PAC members: Priscilla Carranza, Daniel Chavez, Ken Henning, Randi Kinman, and Joe Rubino.



Strong Neighborhoods Initiative committee structure, process and products



City of San José Redevelopment Agency representative conversing with meeting participant.

City-County Split Jurisdiction

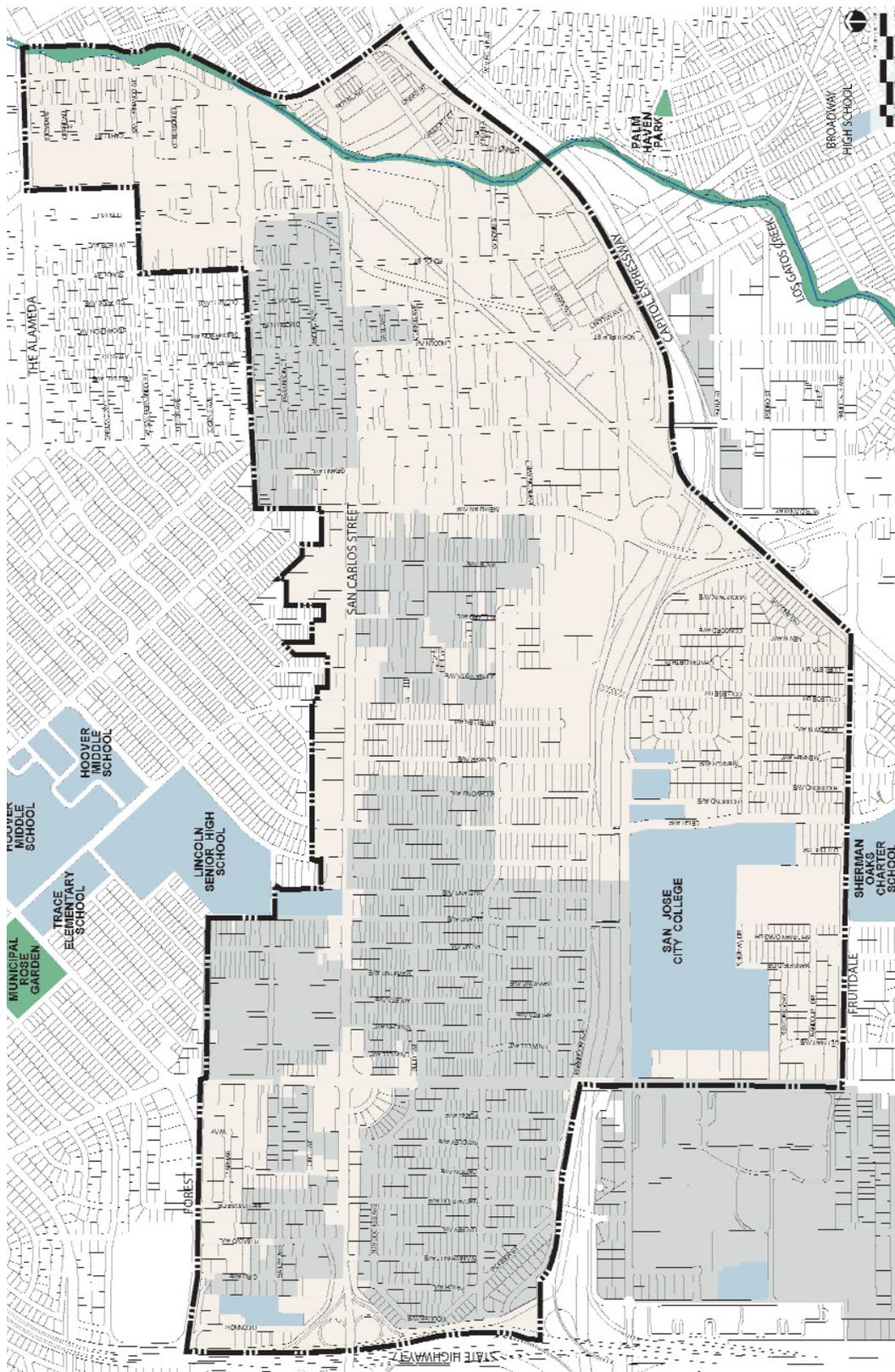
There are a significant number of unincorporated areas within the Burbank/Del Monte Strong Neighborhoods Initiative area. These unincorporated areas, or “urban pockets,” represent land within the City urban service area (USA) that remains under the County’s jurisdiction (land use and general government authority).

Unincorporated urban pockets in Santa Clara County now account for fewer than 3% of the total Countywide population. The remaining pockets are scattered over a 240 square mile area that stretches from Los Altos Hills to Gilroy.

Origins of Unincorporated Pockets

This patchwork of unincorporated pockets is the result of County land use policies prior to 1970, when the County still approved urban development in unincorporated areas. In the early 1970s the County’s role changed dramatically when the County and its 15 cities reached agreement regarding Countywide urban development policies. These policies were intended to provide for more effective management of urban growth, make provision of urban services and infrastructure more efficient, and enable the County to focus its attention and resources on its primary responsibilities - providing Countywide health and hospital services, public safety and justice services, and social services.

These urban development policies gave to the cities the basic responsibility for planning, approving, and providing neighborhood services and facilities to urban development. The County would no longer be in the “urban development business” in competition with the cities.



Unincorporated urban pockets in the Burbank/Del Monte neighborhood appear as shaded areas above.

Annexation

Since the early 1970s, it has been the policy in Santa Clara County in agreement with the City of San José that:

- The City should primarily be responsible for planning and providing necessary services to urban development (for example, the construction or reconstruction of houses and businesses);
- The County should not approve new urban development within the unincorporated areas; and
- Unincorporated urban pockets inside City urban service area boundaries should eventually be annexed into their surrounding cities so that urban services can be provided to them more efficiently.

The 1994 County General Plan reiterates the policy that unincorporated urban pockets should eventually be annexed to their surrounding cities. This is in large part because of the greater benefits to residents that cities can provide. A few of these benefits are:

- Annexation would help ensure that the urban pockets are better integrated with their neighbors in the surrounding City;
- Many services could be more efficiently and inexpensively provided to these areas (for example: fire and police protection);
- The City has the resources to offer a wide range of services applicable to small local neighborhoods;
- Residents and businesses could take advantage of an extensive set of services either not offered by the County or not staffed as fully as the City's programs (graffiti abatement, street sweeping, street light installation, recreation programs, sidewalk installation and repair, traffic calming etc.); and
- Residents would be able to participate in elections of City Council representatives whose decisions have the greatest impact on their communities.

Because of their scattered locations and their economic diversity, unincorporated pockets that remain today have much more in common with residents of the City neighborhoods that surround them than other County areas. Many residents of unincorporated pockets who purchased their homes in recent years are paying higher taxes than longer term residents of the City neighborhoods that

surround them. However, they cannot benefit from the City's neighborhood services and programs without annexing.

Approximately 5,000 residents of unincorporated pockets have annexed into cities in the past two years, and the County is currently working with five cities to encourage further annexations.

However, the decision of whether to annex into the City of San José rests primarily in the hands of the pockets residents and property owners, and will need to be addressed outside of the Strong Neighborhoods Initiative process.

Normally, in California, annexation of lands to cities must be approved by the Local Agency Formation Commission (LAFCO). However, the California State Legislature has enacted special legislation applicable in Santa Clara County that provides for City-conducted annexations. This allows the cities, rather than LAFCO, to conduct public hearings and approve annexation of unincorporated lands within their urban service area boundaries.

The County has an Urban Pockets Program to provide information to residents and property owners about the annexation process and the potential impacts of annexation. For more information or the helpful document titled *Unincorporated Urban Pockets in Santa Clara County: A Status Report 2001*, please call the Santa Clara County Planning Office (408-299-5770).

The County's Role in Neighborhood Plan Implementation

Most of the neighborhood improvement priorities identified during the course of the Burbank/Del Monte Strong Neighborhoods Initiative planning process involve services or programs that the County does not provide, or does not have the resources to provide as effectively as the City. The County's ability to implement proposed improvements in unincorporated urban pockets is limited.

For example, the County does not develop neighborhood parks or tot lots, so its role in implementing the neighborhood's priority related to developing parks will be severely restricted. Other priorities may be implemented less effectively or more slowly in unincorporated pockets. For example, the County has far less funds available for housing rehabilitation in comparison to the City of San José. For the 2002–2003 fiscal year, the County's housing rehabilitation funds total \$1 million dollars, as compared to the City's \$15 million dollars. So opportunities to utilize County funds are much more limited.

Currently it is unclear as to how much (if any) funds the County will have available to make improvements outlined in this Plan in the unincorporated pockets. The Board of Supervisors have not yet made decisions regarding funding allocation, but as described above, the County is not oriented toward neighborhood-level services so there are likely to be competing county-wide demands for their funding.

The City will continue to work with Strong Neighborhoods Initiative participants in unincorporated pockets to bridge these gaps by exploring means to seek alternative funding sources through assessment districts, grants or other unique funding opportunities.