

Council Agenda 04-20-10; Attachment 4
Preferred Land Use Scenario
Growth Areas Summary – Narrative Description



For the General Plan Update, staff and the Envision Task Force have identified specific Growth Areas within San José in which to focus new job and housing growth capacity, while the majority of the City would not be planned for additional growth or intensification. This approach reflects the built-out nature of San José, the limited availability of additional “infill” development sites compatible with established neighborhood character, and the emphasis in the Vision and Guidelines to reduce environmental impacts while fostering transit use and walkability.

Consistent with key principles and Task Force and Council direction, the Preferred Land Use Scenario does not include housing growth on the Evergreen Campus Industrial properties, nor does it consider growth within the South Almaden Valley and Coyote Valley Urban Reserves, nor does it include any growth capacity outside of the Urban Growth Boundary. Growth in these areas has negative environmental implications, has negative fiscal impacts and would not contribute toward a vibrant San José.

The Growth Areas are organized into general categories, each corresponding to a location within the City (e.g., Downtown, North San José, BART Station Areas, Commercial Areas, etc.) in which it is desirable to focus new job and/or housing growth. This document provides a summary of how the Growth Areas strategy has been applied for each of these scenarios in the Preferred Land Use Scenario.

Current General Plan Capacity

The current General Plan (San José 2020) growth capacity, excluding the urban reserves, is an important component of the Preferred Land Use Scenario. Existing un-built entitlements for approximately 21,000 dwelling units, along with existing San José 2020 growth capacity for the Downtown, Specific Plan Areas, and the Employment Land Areas (including North San José, Edenvale, and North Coyote Valley) have been incorporated into the Envision San José 2040 Preferred Land Use Scenario. The Preferred Land Use Scenario however differs from San Jose 2020 in that it does not include growth capacity for the Coyote Valley and Almaden Valley Urban Reserves. No development of the Urban Reserves is anticipated to occur within the timeframe of the Envision San Jose 2040 General Plan Update. Without the Urban Reserves, capacity for the development of up to 255,550 additional jobs and for up to 71,310 dwelling units is carried over from the San Jose 2020 General Plan to the Envision Preferred Land Use Scenario.

Downtown

In addition to existing un-built housing entitlements, ambitious amounts of job and housing growth capacity are already planned for the Downtown in the Downtown Strategy. Maintaining this capacity is important for multiple City goals (e.g., to support financing of the BART system) and is also consistent with the Envision goals. After careful review of potential development sites within the Downtown, staff concluded that it may be feasible to add capacity for an additional 750 dwelling units beyond that already planned. The Preferred Land Use Scenario includes growth capacity for 48,500 new jobs and 10,330 new dwelling units (8,330 dwelling units from San Jose 2020, 1,250 dwelling units on entitled or vacant land sites, and 750 dwelling units of new capacity).

Specific Plan Areas

The City's existing Specific Plans generally have a residential orientation; only the Alviso Master Plan and Rincon South Specific Plan include significant amounts of planned job growth. The City's Water Pollution Control Plant lands, currently undergoing a separate master planning process, have been identified as the one significant opportunity within the City to add new employment land areas, and in particular to provide an opportunity for new light industry or manufacturing activity jobs. According to current occupancy data and the *Envision Job Growth Projections and Employment Land Demand* Report, there is a strong demand now and into the future for additional industrial land of this type. Accordingly, a significant amount of job growth capacity has been added within the Alviso Master Plan area for all scenarios considered by the Envision Task Force, including the Preferred Land Use Scenario.

After careful consideration of the potential for further intensification of the Specific Plan areas, with particular emphasis given to intensifying the Tamien Specific Plan area and the Specific Plan areas in nearest proximity to Downtown in order to support transit and the Downtown job base, the Preferred Land Use Scenario includes additional job and housing growth capacity for the Midtown and Tamien Specific Plan areas above that included within the San Jose 2020 General Plan. Because the other Specific Plan areas are generally planned at already high densities, built-out and/or located in areas with a lesser degree of transit access, the Preferred Land Use Scenario generally does not include additional job and housing growth capacity for those areas.

North San José

The adopted North San José Area Development Policy provides growth capacity for up to 85,000 new jobs and 32,000 new housing units. This Policy includes a phasing plan and a Traffic Impact Fee that link job and housing growth together and requires some amount of both in order to fund transportation improvements. Accordingly, it is important to maintain the full amount of job and housing growth capacity provided within the Policy in order to keep the Policy and its environmental review clearance intact. Because of the ambitious amount of job growth contained within the preferred scenario and the amount of employment lands potentially available for intensification within North San Jose, 12,000 additional Mid & High Rise Office jobs are added to the North San José area in the Preferred Land Use Plan.

Employment Lands

In addition to North San José, significant job growth is planned within each of the City's large Employment Land areas. The Preferred Land Use Scenario includes new job growth capacity in the Monterey Corridor, Edenvale, Berryessa/International Business Park, Mabury, East Gish and Senter Road areas and maintains the planned job growth capacity in North Coyote Valley. Of particular note, the northeast corner of the Berryessa/International Business Park area has been classified as a BART station area due to its proximity to the planned Milpitas BART station and existing Capitol Avenue Light Rail stations, and has been planned for significant Mid & High Rise Office intensification as a transit-oriented employment center. The Old Edenvale area, because of its access to Light Rail, is also planned for additional Mid & High Rise Office job growth.

BART/Caltrain Villages

The Envision transportation analysis, consistent with the observations of transportation and land use planners in general, indicated that regional transit systems attract more ridership when employment uses are concentrated at destination stations. Thus to support the Envision goals of promoting San Jose as a regional job center and of supporting the transit system, it is important to plan significant job growth capacity in proximity to the BART and Caltrain stations located within San Jose. Because these systems also provide significant ridership capacity and represent a significant public investment, it is logical to plan the most intense amount of growth capacity, outside of the Downtown area, within the BART and Caltrain station village areas.

To accommodate the large amount of job growth contained within the Preferred Land Use Scenario, to facilitate regional transit use, and to support San Jose's growth as a regional employment center, both the Lundy/Milpitas and Berryessa BART station village areas are planned for large amounts of new Mid & High Rise Office employment uses. To further intensification of the BART station areas in general, some additional housing growth is also allocated to the Berryessa and Alum Rock BART station villages. The Downtown BART station area is provided with capacity as part of the Downtown. Recognizing the various constraints that apply to the Santa Clara BART station vicinity, this village area has been allocated only a limited amount of new job growth capacity.

To accomplish the envisioned level of intensification of employment uses at the Berryessa BART station, it would be necessary to reconsider existing entitlements for medium density residential uses in the vicinity of the planned BART station. Without the addition of a significant amount of growth capacity to the Berryessa BART station area, it would be one of the lower intensity Growth Areas in terms of planned service population (residents and employees) per acre.

Within the San Jose 2020 General Plan, the Alum Rock BART station area is planned for a range of both job and housing growth. Consistent with the job-orientation of the Preferred Land Use Scenario, the Alum Rock BART station area is planned for the high range of anticipated job capacity, along with a medium amount of housing growth capacity.

Transit Villages and Corridors

A large and balanced amount of job and housing growth capacity is planned for the Transit Villages and Corridors to maximize the opportunity for creating new mixed-use villages in these light rail and bus-rapid-transit areas. Within the Preferred Land Use Scenario the BART village areas are planned primarily for Mid & High Rise Office uses with a small amount of new residential capacity, while the Light Rail Villages are allocated a balance of both job and housing growth capacity. The proposed balance of job and housing growth capacity is intended to enable implementation of the village concept, to provide opportunities for retail and service jobs that benefit from close proximity to residential use and to support use of the Light Rail system as a means of commuting between residential and employment areas within San Jose. The Oakridge Mall Light Rail station area is of particular interest because of its size and high level of unrealized potential to support a walkable, mixed-use community due to the amount and diversity of established commercial uses and other services already located within the area. The Preferred Land Use Scenario includes significant job and housing growth capacity for the Oakridge area to enable future conversion of this area to a village environment.

Commercial Centers

While the Commercial Centers are less directly connected to transit, they contain large parcels which may have greater potential for redevelopment and are generally located in areas with a high degree of accessibility which is advantageous for intensified commercial development. Providing residential growth capacity in the Commercial Center Growth Areas is a potential catalyst for spurring the redevelopment and enhancement of existing commercial uses while also transforming them into village type environments. At the same time, their typically more suburban settings may create some challenge to such revitalization. The Commercial Centers with closer proximity to other growth areas and transit (e.g., North Bascom Avenue) or in proximity to established, more intense uses (e.g., De Anza Blvd.) have greater potential to transform into village settings that will also support transit use. A modest and balanced amount of new housing and job growth capacity is planned for the Commercial Centers in order to support their intensification as both employment and housing centers, while also recognizing that transit-oriented sites should be given greatest priority.

Neighborhood Villages

To support the Envision goal of providing broad access to mixed-use villages for all areas of the City through the development of Neighborhood Villages, while also reflecting the strong jobs orientation of the Preferred Land Use Scenario, a small amount of housing growth capacity and a modest amount of job growth capacity is planned for the Neighborhood Village areas. The new housing growth capacity will support expansion or intensification of existing retail and service uses in the Neighborhood Village areas. It also will likely be difficult, particularly in the near-term, to attract Driving Industry type jobs to these locations given their relatively small scale and separation from other employment areas. Job growth capacity added in the Neighborhood Villages is primarily focused on retail and other residential service uses, but it may be possible in the future to develop smaller, neighborhood-oriented employment villages with other types of employment.

Intensification outside of Growth Areas

Under the staff and Task Force recommendation, sites with existing commercial or industrial land use designations that are located outside of the planned and identified growth areas would be able to proceed with development of employment uses, subject to standard development review criteria (including the California Environmental Quality Act). The staff and Task Force recommendation would limit residential development on sites with a residential land use designation that are outside of the planned and identified growth areas to three residential units or less. Any project that is located outside of a growth area that proposes more than three residential units would be required to file a General Plan Amendment.