



# Memorandum

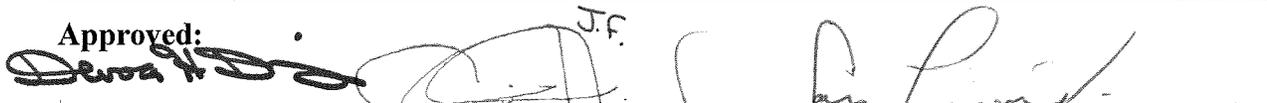
**To: HONORABLE MAYOR AND CITY COUNCIL**

**From:** Mayor Sam Liccardo  
Councilmember Chappie Jones  
Councilmember Dev Davis

**Subject: SEE BELOW**

**Date:** June 23, 2017

Approved:



**SUBJECT: GENERAL PLAN AMENDMENT: WINCHESTER AND SANTANA ROW/VALLEY FAIR URBAN VILLAGE PLANS**

## RECOMMENDATION

Approve staff recommendations with the following changes to both Urban Village (UV) Plans unless otherwise noted:

1. **Vision:** Add the following sentence to Chapter 2, Vision:
  - a. **I-280/Winchester Overpass:** Add the following to the end Guiding Principle 2 of the Winchester UV Plan:
    - i. *“As the I-280/Winchester overpass is an essential connection between the Winchester and Santana Row/Valley Fair Urban Villages, this Plan ensures that improvements to the pedestrian and bike overcrossing at this overpass are given a high-priority and every consideration is given to a cap or other treatment to this overpass.”*
  - b. **Innovation Corridor:** Designate Stevens Creek Blvd. as an Innovation Corridor.
    - i. Add a Guiding Principle to Chapter 2, Vision of the Santana Row/Valley Fair UV Plan to read as follows:
      1. *“Establish the Stevens Creek Innovation Corridor by encouraging the integration and testing of technologies within the Urban Village boundaries”*
    - ii. Add the following “Innovation Corridor language to the Santana Row/Valley Fair Implementation Chapter:
      1. *“Developers can support the Stevens Creek Innovation Corridor by testing and integrating new technologies that provide both innovative place-based experiences and improvements to the public and private realm within the Urban Village. Including, but not limited to, technologies that improve traffic flow and provide on-demand traffic counting, improved access to Wi-Fi and increased data speeds, innovative placemaking artwork, use of visualization technology within the public or private realm to show how both planned developments and public realm improvements will look in 3-D from multiple perspectives.”*

2. **Land Use Map**: Modify the land use map in Chapter 3 of the Winchester UV Plan changing 660 S. Winchester Blvd. from “Urban Village Commercial” to “Urban Village.”
3. **Future Mixed Use Development**: Add the following action item to Chapter 3, Land Use:
  - a. “Action Item: *When the entire commercial allocation for the Village is met, explore an Urban Village Plan update during the nearest 4-year review, and during the update, consider allowing residential in a mixed-use format on commercial-only land use designations within the Urban Village boundaries.*”
4. **Auto/Interim Uses**: Add the following policy to Chapter 3 of the Winchester UV Plan:
  - a. “*Building and site improvements for existing interim commercial uses, including auto uses, that require discretionary approvals, shall be designed to improve the pedestrian environment by increasing landscaping adjacent to the sidewalk, installing large canopy street trees, improving the sidewalk consistent with the policies and guidelines of this Plan, providing public art, or providing a publicly accessible plaza or pocket park. Improvements should also include those that enhance the pedestrian connection or access between the sidewalk and the existing commercial use.*”
5. **Private Recreation Space**: Add the following action item to Chapter 4, Parks, Plazas and Placemaking:
  - a. “*Action item: As a part of the planned nexus study for San Jose’s PDO/PIO program, which is expected to follow the City’s 2018 Greenprint update, the City should reconsider its policies on private recreation areas; specifically, those which give credits for entirely private recreation space. Instead, the City should explore approaches that encourage privately maintained open space, which is also fully accessible to the public.*”
6. **Winchester UV Plan Transition Standards**: Remove the transition standards when new development is adjacent to the “Urban Residential” land use designation, located in Chapter 5, Urban Design of the Winchester UV Plan.
7. **Implementation Chapters**: Require that the Winchester Advisory Group, in conjunction with the Stevens Creek Advisory Group, reconvene on an as needed basis in order to provide feedback on the Implementation Chapters.
8. **Santana Row/Valley Fair UV Plan Implementation Chapter**: The Implementation Chapter for this village should allow for increased heights above the approved village heights if a project provides substantial additional urban village amenities.
9. **Onsite Affordable Housing**: Add the following action item to each of the UV Plans:
  - a. “*Action Item: The City should aggressively pursue incentives for developers to include onsite affordable housing for new projects.*”
10. **New Project Visualizations**: Add the following requirement to Chapters 4, Urban Design:
  - a. Require that new projects proposed within the Urban Village Plan over 55 feet in height provide detailed visualizations of their proposed project that show what the project would like from the street-level from different perspectives and distances. Any illustration of included landscaping, e.g., trees, should show it as it will appear upon installation, and also within the context of the surrounding buildings.

### **11. Horizon 3 Urban Village**

- a. Keep both villages within Horizon 3.
- b. Add the following policies to the UV Plans:
  - i. *“Residential mixed-use projects utilizing the residential pool must build the commercial and residential portions of the development concurrently.”*
  - ii. *“Residential projects utilizing the Envision San Jose 2040 General Plan “Residential Pool” policy (Policy IP-2.11), which can allow residential mixed use projects prior to the opening of an urban village’s designated horizon, shall replace any existing commercial square footage on the development site or provide a minimum commercial FAR of 0.9, whichever is greater.”*

### **BACKGROUND**

We would like to thank the Winchester Advisory Group (WAG) members for all their hard work and dedication to see this process through until now. The group was composed of a wide range of interested parties from representatives of the neighborhood associations surrounding the villages, to property owners, developers, and developer representatives. It was not always easy, but after two years of meetings and discussion, the WAG provided for a robust community engagement process and discussion. Without the group’s continued involvement, the plans would not be where they are today, and we especially want to thank the group’s co-chairs, Steve Landau and Mark Tiernan, as they put in many hours of work in this process. We would also like to thank the City’s Planning Department for all of their work during this process, involving the community at this level could not have happened without their commitment and professionalism.

The recommendations in this memorandum are meant to align the two UV plans with the remaining feedback received from the WAG and align all three plans in the Tri-Village area (Winchester, Santana Row/Valley Fair, and Stevens Creek).

### **Vision**

#### **I-280/Winchester Overpass**

One goal that became clear from the community was the need to do more to improve the overcrossing at I-280/Winchester Blvd. with many in the community hoping to see a cap over the freeway that adds additional park space to both villages. A feasibility study for the cap is an item included as a potential urban village amenity in the Implementation Chapters, but we believe it is important to outline the community’s clear interest in this idea as a vision for the coming decades.

#### **Innovation Corridor**

The Stevens Creek and Santana Row/Valley Fair Urban Villages are in a unique position – they connect key companies in Silicon Valley to Santana Row/Valley Fair and to downtown San Jose. The corridors should reflect their position as a connecting corridor of Silicon Valley by being a testing ground for new technology. We are excited and encouraged that Stevens Creek is within the City’s pilot area for autonomous vehicles. We would like to establish Stevens Creek as an innovation corridor and encourage pilot programs and developments to integrate new technologies in this key area.

#### **Land Use Map**

**660 S. Winchester Blvd.:** This site is currently an apartment complex and the draft plan designates this site as solely commercial. We understand the desire to keep this area along Winchester Blvd. as

an all commercial area, but believe that it is fairest to give the property owner flexibility to keep the site residential through the mixed-use "Urban Village" land use designation.

### **Future Mixed Use Development**

WAG, as well as the Stevens Creek Advisory Group, had concerns over the commercial-only land use designations in the Urban Village Plans. Both groups discussed the need for flexible policies that would allow mixed-use developments on commercial-only sites. However, the commercial-first goals of our General Plan, and the past history of commercial land conversions, require the City to be wary of converting commercial-only land sites in key infill areas along the Winchester corridor. To protect future commercial capacity, but also acknowledge the community's concerns of integrating more mixed-use development, we ask staff and City Council, to consider allowing mixed use development on commercial-only sites, within the Urban Villages, once the assigned commercial capacity is met.

### **Auto/Interim Uses**

Similar to Stevens Creek, although slightly different, there are interim types of uses such as auto dealers that are economically desirable, but that might become obsolete over the life of the plan. We want to encourage economic growth in the UV areas, but also require that remodels or developments adhere to the goals and guidelines in our UV Plans.

### **Private Recreation Space**

These UV areas are some of the most park deficient in the city, and the feedback received from the community was that parkland credits should not be given for private recreation areas that are entirely private. The best place to address this concern is the upcoming nexus study to be conducted following our Greenprint update.

### **Winchester UV Plan Transition Standards**

There was significant community discussion around transition standards. In order to set a clear standard for developers that also emphasizes deference to single-family homes, the recommendation in this memo aligns the setback standards of both villages. The current draft plan for Winchester has triggers for height transition standards when a parcel is adjacent to multi-family sites designated Urban Residential. The change suggested here ensures we are protecting single-family homes, but also not restricting new development, when adjacent to multi-family residential which could also be built at a higher height.

### **Implementation Chapters**

We recognize that both of these chapters must be presented to the Council as a part of the UV Plans, but neither is complete without the financing structure that is currently being discussed and deliberated by the City Council. We should ensure that additional community outreach is done through the Winchester Advisory Group once the financing structure is further defined by the City Council.

### **Santana Row/Valley Fair UV Plan Implementation Chapter**

There was a great deal of debate about height in this UV plan amongst the community and WAG, with some suggesting that height limits should be up to 200 feet in some places. There are also those who feel that the 150 feet maximum height in certain locations is too high. In order to try strike the right balance amongst the community as well as give deference to those projects already approved for the area, we recommend that projects providing substantial urban village amenities as

defined in the future Implementation Chapter, be allowed to exceed the height limits defined in the plan.

### **Onsite Affordable Housing**

Similar to discussions for Stevens Creek, the community expressed concern over the lack of onsite affordable housing provided within proposed mixed-use market rate developments. Finding 100% affordable housing sites is difficult within District 1 and can be a laborious process. Furthermore, mixed-use market rate developments are often located next to key amenities and employment centers. To bring affordable units onsite sooner, and encourage affordable units within key areas, the City should create an easy and transparent process that incentivizes developers to include onsite affordable housing.

### **New Project Visualizations**

Per request from both SCAG and WAG, we ask that all new development provide enhanced visualizations that provide the community with an opportunity to see the proposed development or improvements from multiple perspectives. It is difficult for members of the community to visualize the heights or mass of buildings when heights are presented in feet or stories, from a one-dimensional perspective. Additionally, the community would like to be shown the height of trees and other landscaping in these visualizations as it will appear when the project is completed and not a projection of several or many years after the project is built. Better visualization will enhance the community process, and encourage substantive feedback.

### **Horizon 3 Urban Village**

The General Plan includes three incremental growth horizons so the amount of new housing and the City's need to provide services for those new residents increase gradually. Both Winchester and Santana Row/Valley are in Horizon 3; we are currently in Horizon 1. We recommend keeping both villages in Horizon 3. Although we are experiencing development interest, there are still key next steps we must complete before the Council should consider moving these villages into a future horizon. We need a funded plan to build transit infrastructure to support higher density. For example, staff will prepare an "Area Development Policy" that will allow the City to charge a fee for new development that will go towards transportation improvements. The CEQA/EIR process will begin after the approval of the Urban Village Plans, and finally, staff will also prepare an area-wide "Transportation Demand Management Plan" that will incentivize new development to decrease the number of added car trips.

The General Plan allows mixed-use development to proceed ahead of the current Horizon through the City-wide residential pool policy. To ensure the commercial gets built, and not just the residential portion of mixed-use projects, we ask that projects utilizing the residential pool build the commercial and residential portions of their project concurrently and establish a minimum FAR.

The Urban Village planning process in this area has been a two-year long process that had involved hundreds of residents in West San Jose. It would not be where it is today without this robust and extensive community outreach. There are still many challenges we face, and many ways in which we can improve. We look forward to continuing to engage with the community and developers as we move on to the next steps.