

Goals, Policies and Implementation Actions – Plan Implementation Policies



Land Use/Transportation Diagram, Plan Horizons, General Plan Reviews/Amendments, Village Plans

The General Plan establishes the foundation of information and analysis, goals and policies to provide direction for future City actions and to generally guide the ongoing growth of the City. The Implementation section of the General Plan identifies techniques, strategies, and methods for carrying out the recommendations contained in the Plan and specific goals and policies related to the implementation of the General Plan. Other major City processes, independent of the General Plan, provide additional tools for implementation of the General Plan goals and policies. The major implementation processes described in the following section include those related to the ongoing application and maintenance of the General Plan, including the use of Plan Horizons, the Major General Plan Review process and the General Plan Annual Review process.

The following Implementation goals and policies set forth some of the key concepts identified through the Envision process for incorporation into the General Plan. Additional Implementation goals and policies are provided in a separate document.

Land Use / Transportation Diagram

As set forth in the Land Use / Transportation Diagram and Land Use goals and policies, all substantial new development activity within San Jose should conform to the Land Use / Transportation Diagram. The land uses shown on the Land Use/ Transportation Diagram do not, in all cases, reflect the existing zoning or use of individual properties. The General Plan land use designations indicate the City's intent for the appropriate future land use and development character for a designated area. As a charter city, the City of San José is exempt from the statutory requirement that zoning be consistent with the General Plan, although zoning will become more consistent as the Plan is implemented over time.

Goal IP-1 Make land use and entitlement decisions to implement the General Plan Land Use / Transportation Diagram and to further the vision, goals and policies of the General Plan.

Policy IP-1.1 Apply Zoning to indicate the appropriate types and forms of development for a particular property, since the General Plan Land Use / Transportation Diagram designations are intended to be general in nature and to provide flexibility to allow for a mix of land uses, intensities and development forms compatible with a wide variety of neighborhood contexts.

- Policy IP-1.2 Multiple zoning designations potentially may be consistent with the Land Use / Transportation Diagram and may be considered for individual parcels within a larger area sharing a single Land Use / Transportation Diagram designation to provide more site-specific development guidance, understanding that the Land Use / Transportation Diagram is intended to provide a more general description of the appropriate land uses and development form for an area
- Policy IP-1.3 Ensure that redevelopment or significant intensification of land uses on a property conforms to the Land Use / Transportation Diagram. In general, the Land Use / Transportation Diagram designation reflects the City's long-term planned land use for a particular property and in the case of non-conforming uses, anticipates transition to the planned use over the timeframe of the General Plan
- Policy IP-1.4 Maintain a City Zoning Ordinance that aligns with the General Plan goals and policies and the Land Use / Transportation Diagram and develop new Zoning Districts as necessary to facilitate their implementation.
- Policy IP-1.5 Ensure that Rezoning and Prezoning of properties conforms to the Land Use / Transportation Diagram to further the community welfare and to advance the General Plan Vision, goals and policies.
- Policy IP-1.6 Use standard Zoning Districts to implement new land use entitlements to promote consistent development patterns. Limit use of the Planned Development Zoning process to unique types of development or land uses which can not be implemented through standard Zoning Districts, or for sites with unusual physical characteristics which require special consideration.
- Policy IP-1.7 Consider potential land use compatibility impacts, existing development forms and the availability of infrastructure to support the proposed land use when considering rezoning or prezoning proposals.

Planning Horizons / Major General Plan Review

The General Plan includes phases (referred to as Horizons) in order to better manage the City's growth. The General Plan Land Use / Transportation Diagram identifies new Growth Areas, often currently in commercial use, in which redevelopment of underutilized properties is encouraged to create intensified mixed-use development. Rather than consider development of all of these Growth Areas concurrently, the proposed Horizons divide implementation of the Growth Areas into phases. Within each Horizon, additional Village and/or Corridor Growth Areas will be designated for mixed-use development including residential uses, consistent with the City's ability to provide infrastructure and services. New development proposals will be guided to those Growth Areas within the City which have adequate infrastructure and service facilities to support new growth.

Use of these Planning Horizons provides an opportunity for evaluation of the City's progress toward achievement of its General Plan Vision and goals, including consideration of the City's

economic development, fiscal health and ability to support population growth. The City Council will conduct periodic reviews of the City's progress toward the achievement of certain goals identified within the General Plan. In addition to the annual General Plan review process, every four years the City Council will conduct a Major Review of the City's progress toward implementation of the General Plan using key indicators identified within the Plan. This Major Review will also provide an opportunity for the City Council to determine whether it is appropriate to move to the next Horizon identified within the General Plan.

By establishing clear priorities for development, the Plan Horizons support more efficient use of the City's land resources, more efficient delivery of City services and help minimize potential environmental impacts. The highest priority is to focus new housing growth in established transit corridors and transit station areas in close proximity to the Downtown, and in large employment districts. As part of the periodic Major Review of the General Plan, the City will specifically consider progress toward the achievement of economic, fiscal, and transportation goals, as well as the availability of infrastructure and other services to support the City's continued growth.

Goal IP-3 Maximize the City's realization of the General Plan Vision, goals and policies through a periodic Major General Plan Review for the Council to consider the status of implementation and potential adjustment of the Land Use / Transportation Diagram and General Plan policies. Use Plan Horizons to facilitate this periodic review and to assign priority to areas within San Jose for new housing growth.

Policy IP-3.1 Implement the General Plan Land Use / Transportation Diagram through five phases (referred to as Horizons) in order to better manage the City's growth consistent with the City's ability to provide infrastructure and services.

Policy IP-3.2 Identify the Village and Corridor areas in each General Plan Horizon to be made available for new housing. Because the Village and Corridor sites identified for future housing have been generally planned and developed with commercial uses, phasing their availability for housing development will provide the City an opportunity to consider the potential job growth, fiscal and other economic impacts related to their conversion from commercial to mixed-use development.

Policy IP-3.3 Prepare Village Plans in advance of the redevelopment of a Village or Corridor Growth Area to facilitate coordination of infrastructure planning with new residential growth, including use of the City's Capital Improvement Program.

Policy IP-3.4 Conduct a Major Review every four years of changes to land use within San Jose for the City Council to evaluate the City's achievement of key economic development, fiscal and infrastructure/service goals. Based on this review, the Council will determine the City's readiness to commence the next General Plan Horizon and make adjustments to the Land Use / Transportation Diagram and/or General Plan policies as necessary to further achievement of the key General Plan goals.

- Policy IP-3.5 Consider consistency with the following key goals/indicators during each Major General Plan Review to inform the City Council’s decision to commence the next General Plan Horizon :
- 1) Jobs/Housing Balance – City job and housing data should demonstrate improvement of the City’s jobs to employed resident ratio (J/ER) consistent with achievement within San Jose of a ratio of 1.3 jobs per employed resident by the year 2040.
 - 2) Fiscal Stability – The City should demonstrate sustainable improvement above 2010 service levels in the level of service for the municipal services provided by the City to the San Jose community.
 - 3) Infrastructure – Adequate infrastructure should be in place to support the planned amount of job and housing growth for the current and contemplated Horizon Growth Areas. Village and Corridor housing Growth Areas should generally have planned transit facilities and services in place prior to their development for new housing growth.
- Policy-3.6 Make Village or Corridor areas identified for potential housing growth available for employment use during any Horizon, but only allow expanded housing use in those areas once implementation of the General Plan enters the Horizon as shown on the Table *Planned Job Capacity and Housing Growth Areas by Horizon*. Change the Land Use / Transportation Diagram to identify new housing Growth Areas as indicated on the Table with each new Horizon. To support achievement of the Plans Jobs/Housing balance goals, job growth may occur in all Growth Areas at any point in time (e.g., in any Planning Horizon).
- Policy-3.7 Allow development of the City’s initial (“Base”) housing growth capacity under this Plan, which consists of the residential development capacity from land use entitlements in place at the time of the General Plan adoption, residential growth capacity specified within the adopted Downtown Strategy, North San Jose Area Development Policy and Specific Plan documents, along with residential growth capacity to accommodate the planned dwelling unit yield from development of residential properties identified on the City’s Vacant Land Inventory.
- Policy-3.8 Strategically focus most new residential development into specified Growth Areas, and discourage distribution of residential units elsewhere in the City, in order to foster the cohesive transformation of these areas into complete, urban Villages as envisioned within this Plan.
- Policy-3.9 Implement the Horizons in planned phases to give priority for new residential growth to occur in areas with: 1) proximity to the Downtown, 2) access to existing transit facilities, 3) adequate infrastructure in place to support intensification, and 4) potential through proximity to other Growth Areas to positively contribute to the City’s overall urban form.

Policy-3.10 Reconvene the Envision San Jose 2040 Task Force as part of the Major General Plan Review process to provide an opportunity for community stakeholder review, discussion and input in the City’s implementation of the General Plan.

Horizon (Phase)	New Residential Growth Areas
“Base”	<ul style="list-style-type: none"> ▪ Downtown ▪ North San Jose Area Development Policy ▪ Specific Plans ▪ Existing Entitlements ▪ Vacant Land Inventory
Horizon 1	<ul style="list-style-type: none"> ▪ BART/Caltrain Village (The Alameda) ▪ Light Rail/BRT Villages (Curtner, Race, Capitol/Hostetter, Blossom Hill/Snell, North 1st, Southwest Expressway, East Santa Clara, Alum Rock, The Alameda, West San Carlos) ▪ Commercial Centers (Valley Fair / Santana Row, South Bascom – North, South De Anza) ▪ Neighborhood Village (Evergreen)
Horizon 2	<ul style="list-style-type: none"> ▪ Light Rail Villages (Capitol/87, Capitol/McKee, Stevens Creek)
Horizon 3	<ul style="list-style-type: none"> ▪ BART/Caltrain Village (Alum Rock) ▪ Light Rail/BRT Villages (Penitencia Creek, Capitol/Berryessa, Capitol/Mabury, Oakridge) ▪ Commercial Centers (Winchester)
Horizon 4	<ul style="list-style-type: none"> ▪ Light Rail/BRT Villages (Blossom Hill/Cahalan) ▪ Commercial Centers (remaining)
Horizon 5	<ul style="list-style-type: none"> ▪ Light Rail/BRT Villages (Capitol/Silver Creek) ▪ Neighborhood Villages (remaining)

General Plan Annual Review / Performance Measurement

Goal IP-4 Use the General Plan Annual Review and Amendment Process to update and refine the City Council policy expressed in the General Plan, and use General Plan Performance Measures to monitor and evaluate the progress of the Plan’s implementation strategies and programs.

Policy IP-4.1 On an annual basis, schedule General Plan Annual Review hearings for the Planning Commission and the City Council for review and consideration of proposed amendments to the General Plan and the General Plan Performance Measures (measurable standards included within the General Plan goals and policies), in order to conduct an annual comprehensive evaluation of the City’s implementation of the General Plan toward achievement of the General Plan vision and goals.

- Policy IP-4.2 Consider current development trends, as part of the General Plan Annual Review, to determine the City's progress in achieving the economic and housing development and environmental and fiscal goals established in the Plan. In particular, carefully monitor the jobs/ employed resident ratio to reduce the existing jobs/housing imbalance in San José. Consider information including vacant land absorption, amount of residential and economic development, amount and value of non-residential construction, number and types of housing units authorized by building permit, and activity levels in such processes as zonings, annexations, and building permits. In addition, consider the status of current capacity of major infrastructure systems which are addressed in General Plan Level of Service policies (transportation, sanitary sewers and sewage treatment), transit-ridership statistics and other measures of peak-hour diversion from single occupant vehicles, and the levels of police, fire, parks and library services being provided by the City.
- Policy IP-4.3 Review and consider all proposed Amendments that involve the conversion of employment land to non-employment uses, or that involve minor modifications to the Urban Growth Boundary or expansion of the Urban Service Area only during the General Plan Annual Review hearing except that early consideration for continued processing or denial for such projects may be considered outside of the Annual General Plan Review process.

General Plan Amendment Hearings

Goal IP-5 Provide flexibility and responsiveness to potentially beneficial projects by conducting General Plan amendment hearings as needed.

- Policy IP-5.1 Conduct General Plan amendment hearings only one or two times per year to facilitate a comprehensive review of the cumulative implications of proposed amendments, except that in addition to the Annual General Plan Review, the City may conduct up to three additional General Plan hearings to consider proposed amendments to the General Plan which will particularly advance General Plan goals, pursuant to State law.
- Policy IP-5.2 Afford the opportunity to refine the Plan based on changing conditions and community needs through the General Plan amendment process so that the City, private property owners, developers, community groups and individual citizens may request changes to the planned land uses on property or propose changes to the goals and policies of the Plan..
- Policy IP-5.3 Engage the community to participate in the General Plan Review and Amendment Process, through community meetings to familiarize the general public with the amendment proposals, ongoing community notification, as well as at the formal public hearings before the Planning Commission and City Council.

Policy IP-5.4 Analyze proposed General Plan Amendments based on the merits of the individual projects as well as in the context of cumulative trends and consistency with the General Plan's Major Strategies.

Policy IP-5.5 Provide a summary of major policy issues and cumulative effects of proposed changes to the General Plan to the Planning Commission and City Council for every General Plan hearing.

Village Planning

The development of vibrant, walkable, mixed-use urban settings or “Villages” at strategic locations throughout the City is a key tool for the implementation of the General Plan jobs and housing growth capacity in a manner consistent with the Vision, principles and other policies set forth in this General Plan and embodied in the General Plan Land Use / Transportation Diagram. Concentrating new job and housing growth within specific Village areas will establish important density and provide an opportunity for a mix of uses, so that retail and other commercial and public services can be located in close proximity to residential and worker populations. Villages will allow people to walk rather than drive to those services, thereby reducing traffic and other environmental impacts while also providing greater mobility for the expanding senior and youth segments of the population.

Goal IP-6 Use new housing and employment development to create walkable and bicycle-friendly “Villages” at strategic locations throughout the City. Enhance established neighborhoods by integrating within new Village development a mix of uses including retail shops, services, employment opportunities, public facilities and services, housing, places of worship and other cultural facilities, parks and public gathering places.

Policy IP-6.1 Prepare a comprehensive Village Plan to implement the Village concept, prior to the issuance of entitlements for residential development within any of the identified Growth Areas, that clearly addresses: :

- a) **Job growth capacity:** Identify suitable areas for retail and other employment uses, giving careful consideration to the existing and future demand for retail space, the appropriate location and design of retail, opportunities for large-scale and small-scale retail uses and adequate and appropriate sites for other employment uses consistent with the total planned job capacity for the particular Growth Area.
- b) **Infrastructure:** Identify appropriate sites for parks, plazas and other public and quasi-public open spaces, and sites to potentially incorporate libraries, public safety facilities and other public uses as appropriate. The Village Plan should also consider the adequacy of public and private utilities to serve the planned growth capacity.

- c) **Urban Character:** Include consideration of streetscape and building frontage design, pedestrian facility improvements and other urban design actions necessary to successfully implement the Village concept.
- d) **Financing:** Consider potential special financing mechanisms which could be needed to deliver potential higher level of amenities envisioned within the Village concept.

Policy IP-6.2 Use the Village Plan process to build on the Vision, goals and policies established within the General Plan, so that each Village Plan can be successfully completed within a relatively short time-frame of approximately six months. The preparation of Village Plans is not necessary for the Downtown, North San Jose and Specific Plan Areas which have already had plans or strategies developed through a community planning process.

Policy IP-6.3 Implement the Village concept with a process that provides for careful preparation and implementation of Village Plans, sensitive to concerns of the surrounding community, and of the property owners and developers who undertake the redevelopment of properties within the Villages. Proceed generally in the order of the following timeline, although some steps may be taken concurrently:

- 1) City Council approves commencement of the Plan Horizon which includes a particular Village Area.
- 2) The City completes preparation of a Village Plan.
- 3) Specific properties within the Village are rezoned (as needed) by the City or private property owners. Because most Village sites will have commercial zoning, rezoning to provide for redevelopment and intensification will likely be necessary for projects with a residential component.
- 4) Site design and building architecture will be determined through a Development Permit process.

Policy IP -6.4 Update the Land Use/Transportation Diagram for the Village area upon completion of a Village Plan to depict the major land use features established within the Village Plan, such as parks, residential mixed-use, commercial mixed-use and employment uses, and replace the Village Overlay designation with the Village designation to indicate that the Village Plan process has been completed.

Action IP-6.5 Conduct proactively the Village Planning process for Village areas identified for housing growth in the current Horizon proactively, ahead of the developer demand to begin residential construction within each Village area. Actively pursue outside funding opportunities for the Village planning process.