

5. LAND USE AND TRANSPORTATION

The Land Use and Transportation chapter weaves together all other sections of the Envision San José 2040 General Plan. The Land Use and Transportation Goals, Policies, and Implementation Actions (Policies) reinforce each City Concept, as well as each major policy chapter in this Plan – Thriving Community, Environmental Leadership, Quality of Life, and Implementation and provides the land use and transportation policies necessary to support the goals established within each of the previous chapters. The Land Use and Transportation Policies support: a diverse and innovative economy; sustainable transportation modes; avoidance of hazards and incompatible land uses; vibrant, safe, accessible, and complete neighborhoods; and recreational opportunities to increase quality of life in San José.

Land use and transportation are inextricably linked, as land use patterns create specific travel needs. Compact, mixed-use development reduces travel distances, encourages active transportation modes that contribute to a healthful community, and reduce greenhouse gas emissions. The adjacency of most identified Growth Areas and transit facilities also exhibits the close ties between land use and transportation.

Land Use Policies in this chapter guide development typologies and uses for new and existing construction. They also establish a framework for constructing provisions in the Zoning Ordinance (Title 20 of the San José Municipal Code).

As detailed in prior chapters of this Plan, San José's roots are in agriculture. As the City grew and developed, the vast majority of San José's land was dedicated to single-family detached residential uses. The natural setting has influenced development patterns in City, with more rural development typically occurring in and adjacent to San José's eastern and southern hillsides and more intensive development on the Valley floor.

The City's transportation infrastructure has also significantly impacted development patterns. For over three decades, San José has implemented smart growth policies. These policies foster economic development, revitalize downtown, protect neighborhoods, build housing, preserve open space, link land use and

transportation planning, and direct growth to appropriate areas. San José has enjoyed job and housing growth near transit corridors, creation of parks and neighborhood services, and a low crime rate for a major city. A strong policy foundation, proactive planning and political support have resulted in a community with a high quality of life.

Historically, commercial and industrial areas were segregated from residential areas, with exceptions such as Downtown, some Specific Plan Areas, and transit-supportive development as noted above. Land Use Policies in this chapter shift away from the historic pattern of land use separations and allow for more mixing of uses, particularly residential and commercial uses. This strategy supports City Concepts such as “Urban Villages & Corridors” and “Design for a Healthy Community.”

Large areas of existing single-family detached uses throughout the City are still protected by the Land Use Policies in this chapter and by alternative Policies in other chapters of this Plan. Unlike the San José 2020 General Plan, which provides considerable flexibility for residential development throughout the City, the Envision San José 2040 General Plan strategy focuses all growth to identified Growth Areas and precludes large scale residential development from occurring on other sites that have not been allocated new growth capacity. This residential growth strategy directly supports the Urban Villages & Corridors and the Design for a Healthy Community City Concepts.

San José is dedicated to the enhancement of its transportation infrastructure, including light and heavy rail, trails, roadways, airports, and bicycling and pedestrian facilities. Recognizing that trails serve a central and increasingly important role in San José’s transportation system, providing significant environmental and recreational benefit, the City has established an ambitious goal to be a national leader in the development of an urban trail system. The City is also committed to bringing high-speed rail and the Bay Area Rapid Transit (BART) to San José. The Land Use and Transportation Policies in this chapter support a balanced transportation system and encourage a reduction in motor vehicle trips, particularly those in single-occupant vehicles.

San José hosts a variety of alternatives to vehicular travel. As of 2010:

- San José offers extensive bus & rail service to approximately 180,000 passengers per day, with the light rail tracks covering over 40 miles of the region and bus service to over 4,337 stops.

- Twenty-four unique trail systems provide over 50 miles of trails in San José, and the City is planning for 100-mile network across 32 interconnected trails. San José also boasts an extensive network of bicycle lanes and bicycle/pedestrian bridges throughout the City. To facilitate longer trips, transit partners accommodate bikes on buses, light rail, and CalTrain, and bicycle lockers are provided at many transit stations.

The Transportation Policies in this chapter carefully integrate with the Land Use Policies, in part by reducing travel distances with compact, mixed-use development. The Transportation Policies enhance facilities for walking, biking, and transit and create incentives for these modes of transportation while creating disincentives for driving. Driving will remain a significant transportation mode in San José, and the Transportation Policies address this reality and seek to maximize the efficiency of San José's existing street system for personal and commercial vehicular use while still promoting complete streets that provide for pedestrian, bicycle, and public transit modes. The Transportation Network Diagram (included in this chapter) highlights transportation routes in the City and identifies modal options and priorities along varying routes.

Transportation Policies in the General Plan also address San José's airports, which transport a significant number of passengers and cargo to and from San José each day. The Norman Mineta International Airport provides services to 10.9 million passengers annually and approximately 30,000 passengers daily. The airport averages 360 commercial and 168 general aviation departures and landings daily with 17 carriers.

The Land Use and Transportation chapter concludes with the Land Use/Transportation Diagram, which identifies locations, types, and intensities of employment, residential, and mixed-use growth throughout the City. The Land Use/Transportation Diagram gives geographic reference and a spatial context to the goals and policies of the General Plan.

Because the Land Use and Transportation Policies are so connected to other sections of the Envision San José 2040 General Plan, they must be considered in conjunction with other policy sets. For example, the Land Use and Transportation Policies help create vibrant communities, however, the application of these Policies along with the Urban Design and Arts & Culture Policies promote social interaction and an attractive City that truly thrives.

Land Use Diagram Concepts

Building on the General Plan Vision and City Design Concepts, the Land Use/ Transportation Diagram identifies locations, types, and intensities of employment, residential, and mixed-use growth throughout the City. The Land Use/ Transportation Diagram gives geographic reference and a spatial context to the goals and policies of the General Plan. The Diagram also illustrates the inextricable link between land uses and the transportation network. The Diagram must be used in conjunction with the goals, policies, and implementation actions in this General Plan.

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The General Plan Update Land Use/ Transportation Diagram is formulated upon the following key concepts:

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- Generalized Land Use Designations,
- Designated Growth Areas,
- Support for Employment Growth,
- Designated Low Growth Areas,
- An Urban Growth Boundary,
- Incorporation of Specific Plans, and
- Implementation of Village Plans.

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Generalized Land Use Designations

To translate the strength of the General Plan Vision, goals, and policies into the Land Use/ Transportation Diagram, and to promote successful implementation of the General Plan, the Diagram includes a limited number of discrete designations applied to locations that clearly reinforce the Envision goals. The Diagram designations are particularly important 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.

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The *Envision San José 2040* General Plan has 29 designations, including five overlay designations. The land use designations provide significant flexibility and opportunity for the development of employment uses in both mixed-use and standard configurations, and they preserve or potentially reduce lower residential densities outside of the Growth Areas. The relationship between the 91 land use designations included in the *San José 2020* General Plan and the 29 land use designations included in the *Envision San José 2040* General Plan is provided in Appendix 3.

Designated Growth Areas

Directing growth to identified areas and creating complete Villages are top priorities for the *Envision San José 2040* General Plan. The Land Use/ Transportation Diagram has a series of designations that identify targeted locations for growth intensification, including but not limited to the Downtown, Village Area Overlays, Transit Employment Centers, and Specific Plan Areas. These areas were selected as the best areas of the City for new growth to further the Plan Vision and associated environmental, fiscal, economic, and transportation goals, including but not limited to support for increased transit use and protection of open spaces and hillsides. Almost all areas with existing or planned fixed transit stops (light rail, heavy rail, BART, high-speed rail)

and corridors with existing or planned Bus Rapid Transit are identified as high-growth areas in order to encourage increased public transit use.

Support for Employment Growth

The *Envision San José 2040* General Plan strongly identifies and promotes job growth as a critical goal for San José’s future. Economic Development Policies include a Jobs / Employed Resident (J/ER) ratio goal of 1.3. In order to achieve this goal, employment lands from the San José 2020 General Plan are retained and additional employment land capacity is added in select locations. The most notable addition to employment capacity (compared to the San José 2020 General Plan) is within the Alviso planning area, on the Water Pollution Control Plan lands.

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To support growth in employment and commercial activity, the *Envision San José 2040* General Plan provides flexibility for mixing of uses with a particular emphasis upon allowing more flexibility for commercial uses to develop within predominantly residential areas of the city. The land use designations and various Land Use Policies accordingly provide significant support for new mixed-use development. In most instances, the mixed-use designations and policies provide additional flexibility for accommodating commercial uses beyond what was allowed in the *San José 2020* General Plan.

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Low-Growth Areas

Recognizing that much of the land area in San José has a fully developed land use pattern that will remain for the foreseeable future and that the dispersal of new residential growth throughout the City would be counter to various Envision goals, the Land Use / Transportation Diagram limits growth in most of the city’s existing neighborhood areas through application of the Residential Neighborhood designation. Use of this designation acknowledges the city’s built-out character and supports 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. Through the Residential Neighborhood designation, the series of low to middle density residential designations in the *San José 2020* General Plan are consolidated into fewer designations with generally lower allowable densities for the non-Growth Areas, accompanied by more flexible designations providing for a broader range and intensity of mixed uses within the Growth Areas.

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The residential designations in the *Envision San Jose 2040* General Plan place significant emphasis 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 *Envision* General Plan, new residential development in these designations will primarily reflect the character of development in the existing neighborhoods.

Establish Fixed Urban Growth Boundary

Available mapping technology gives the City the ability to clearly identify and delineate the location of the 15% Slope Line and the City’s Greenline / Urban Growth Boundary (UGB) on the Land Use/Transportation Diagram. Both the 15% Slope Line and the UGB are included within the Land Use / Transportation Diagram, and expansion of the UGB above the 15% Slope

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Line is prohibited in accordance with the applicable Land Use Goals & Policies. The Urban Growth Boundary provides clarity as to the lands appropriate for development within the City. The General Plan establishes unique land use designations and specific policies that are applied to lands outside the UGB to reinforce the General Plan goal to direct new urban development to areas within the City's Urban Growth Boundary while preserving areas outside of the UGB for primarily open space, habitat, parkland or agricultural activities.

Incorporation of Specific Plans

The Envision San José 2040 General Plan and Plan Land Use / Transportation Diagram incorporate six of the nine Specific Plan or Planned Residential Communities that were contained within the San Jose 2020 General Plan. Of these, the Midtown and Tamien Specific Plan areas are assigned additional job and housing growth capacity, the Alviso Specific Plan Area is assigned additional job growth capacity, and the Communications Hill, Jackson-Taylor, and Martha Gardens are incorporated without change in growth capacity. The Rincon South Specific Plan has been retired as a Specific Plan, but maintained as a Village Plan to fulfill the Village Planning requirements set forth in the Implementation chapter of the General Plan. The areas of the City previously addressed through the Berryessa Planned Residential Community, Evergreen Specific Plan and Silver Creek Specific Plans, have been sufficiently developed and have Master Planned Development Zoning Districts that provide specific development standards and additional design guidelines, so that it is no longer necessary to maintain a Specific Plans for these areas. The Envision Land Use / Transportation Diagram designations have been applied in the Specific Plan areas to align to the degree possible with the Specific Plan goals and policies, but reference to the Specific Plan is necessary to further define the allowable land uses within the Specific Plan areas.

Implementation of Village Plans

The Envision San José 2040 General Plan and Plan Land Use / Transportation Diagram supports the use of Village Plans as a critical tool for the implementation of the General Plan and Plan Diagram. While Village Plans, prepared through the process established within the Implementation Chapter of the General Plan, are not directly incorporated into the General Plan, because they are critical to the implementation of the General Plan goals and policies, zoning and planning entitlement actions should be evaluated for their consistency with the pertaining Village Plan in order to determine General Plan consistency.

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Land Use Designations

To implement the goals and policies of the Envision General Plan, the following designations are included on the Land Use / Transportation Diagram. Identified residential densities and Floor Area Ratios are prescriptive, except when explicit exceptions are noted or when lower intensities are required in order to avoid significant aesthetic impacts under the California Environmental Quality Act (e.g., lower intensity development is needed to be compatible with a National Register or City Landmark Historic District). Stated residential densities are often referenced as “up to” a certain number of dwelling units per acre, and policies in this General Plan may dictate that a density lower than the maximum is appropriate for a site. Similarly, General Plan policies may dictate that a density close to the maximum allowable density is appropriate for a site. Identified ranges for number of stories are not prescriptive and are intended only as a general reference for understanding typical building scales expected within a given designation.

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Open Hillside

Density: up to 1 DU/20 AC* (1 to 2.5 stories)

This designation is applied to areas which are located outside of the Urban Growth Boundary (UGB). Because of the pervasive geologic conditions in the hills (landsliding, soil creep, earthquake faults) and the extraordinary public costs of hillside development, uses in Open Hillside areas are limited to those having very little physical impact on the land and requiring no urban facilities or services. There is also a need to preserve watershed and prime percolation soil areas. Protecting natural habitats and minimizing the visibility of development are important to enhance the open space character of Open Hillside areas. Very low intensity uses, such as open space, habitat, grazing, tree farming, or very large lot residential estates, are potential uses under this category.

The maximum residential density on property with an Open Hillside designation is determined by the Open Hillside Slope Density Formula which defines minimum lot sizes between 20 and 160 acres (i.e., a density range of .05 to .0063 DU/AC) based on average slope of an existing legal parcel. The average slope of an existing legal parcel is calculated as follows:

$$S = 0.00229 \times IL/a$$

Where:

“S” is the average slope of the parcel in percent

“I” is the contour interval in feet;

“L” is the combined length of contour lines in feet; and,

“a” is the gross area of the parcel in acres.

This average slope of the parcel is then used to calculate the minimum land area per dwelling unit allowed on that parcel. If “S” is 10% or less, the minimum land area per dwelling unit is 20 acres.

If “**S**” is 50% or greater, the minimum land area per dwelling unit is 160 acres. If “**S**” is between 10% and 50%, the minimum land area per dwelling unit is calculated as follows:

Where:

$$a = 1 / (0.0609375 - (0.00109375 \times S))$$

“**a**” is the minimum land area per dwelling unit: and,

“**S**” is the average slope of the parcel in percent.

Lower densities, i.e., larger lot sizes, may be required in some locations in order to satisfy the geologic, public service cost, watershed, natural habitat and visual concerns cited above. Development should encourage open space preservation and reduce impacts associated with on-site grading necessary for development and roadways. Development under this land use designation should be consistent with the Hillside development policies of the General Plan and should require discretionary development review permits.

Lower Hillside

Density: up to 1 DU/5 AC (Match existing land use pattern); FAR up to 0.35 (1 to 2.5 stories)
This designation is applied to properties at the edge of the developed city, just inside the Urban Growth Boundary (UGB) and at the limit of the Urban Service Area (USA), but where urbanization has already partially occurred and where urban infrastructure and services (streets, utilities, etc.) are already available. This designation is applied to properties located downhill from the UGB, but that typically have hillside characteristics and which typically have a higher cost for the provision of public services. Development of Lower Hillside properties is not intended to expand the City or create new areas of development, but rather to allow for limited infill that completes the existing pattern of development at the edge of the City. New residential development is limited to one dwelling unit per existing lot, with new subdivisions not to exceed one dwelling unit per five acres (1 DU/5 AC).

While most properties with this designation will be maintained at the current level of development, in some instances existing vacant or underutilized Lower Hillside properties support new infill development. In either case, Lower Hillside properties should be maintained largely as open space, with development limited in scale and location to preserve the visual and habitat benefits of open space areas. An open space character is prevalent in these areas, which frequently contain important watersheds, natural habitats, and prime percolation soil areas which should be preserved from the encroachment of urban densities. Projects developed under this designation should be designed to minimize their visibility, to enhance the open space character of the hillsides, to avoid geologic hazards and negative impacts to natural environments, and to preserve and enhance the aesthetic qualities of the natural terrain.

Lower densities may be necessary in some locations to address the geologic, environmental, aesthetic, and public service issues mentioned above, and discretionary development permits should be required for new development and subdivisions in these areas to provide a mechanism to address these issues.

Agriculture

Density: minimum 20 acre parcels (1 to 2.5 stories)

Sites in the Agriculture designation are intended for a variety of agricultural uses, including grazing, dairying, raising of livestock, feedlots, orchards, row crops, nursery stock, flower growing, ancillary residential uses, ancillary commercial uses such as fruit stands, and the processing of agricultural products. Building intensity in this designation would be greatly limited. The minimum parcel size in areas designated as Agriculture is 20 acres in size, and the designation is intended to support existing and future agricultural uses on properties. No uses or structures are allowed that would require urban services, such as sanitary sewers or other urban street improvements. Some ancillary, supportive uses can be allowed in accordance with the Rural Agriculture Goals & Policies in this General Plan.

Urban Reserve

Density: N/A (No urban/suburban development through 2040)

The Urban Reserve designation identifies areas which may be appropriate for urban development and inclusion in the Urban Service area in the future when circumstances are appropriate. The Urban Reserve designation enables the City to plan and phase growth based on the need and ability to provide the necessary facilities and services to support additional growth. Due to the environmental and fiscal impacts associated with development in the Urban Reserve areas, no urban or suburban development would occur here through the year 2040.

The South Almaden Valley Urban Reserve (SAVUR) is located between the Santa Cruz Mountains and the Santa Teresa Hills and southeast of Mockingbird Hill/McKean/Harry Roads which generally form the northwest boundary of the Urban Reserve area. The SAVUR extends southeast toward the community of New Almaden and the Calero Reservoir. The rural character of the Valley is typified by grazing and pasture lands, horses and equestrian facilities, and small farms and orchards. In the SAVUR, allowed land uses and standards in the Urban Reserve are those of the Open Hillside and Agriculture land use designations.

The Coyote Valley Urban Reserve (CVUR) generally encompasses the area between the Coyote Greenbelt and the North Coyote Campus Industrial Area. The Urban Reserve includes the Valley floor on both sides of Monterey Highway west of Coyote Creek, northwesterly of Palm Avenue and the prolongation of Palm Avenue to Coyote Creek. Agricultural and rural residential land uses are the existing, predominate uses in the area. In the CVUR, allowed land uses in the Urban Reserve are those of the Agriculture land use designation west of Monterey Highway and those of the Agriculture, Open Hillside and Private Recreation land use designations between Monterey Highway and the Coyote Creek Park Chain, provided that such Private Recreation uses are rural in character and are compatible with both the Coyote Creek Park Chain and the image of the North Coyote Campus Industrial Area

Rural Residential

Density: up to 1 DU/AC (Match existing land use pattern); FAR up to 0.35 (1 to 2.5 stories)

This designation is applied to areas already largely developed for residential use with a low density or rural character. Any new infill development should be limited to densities that match the established density, lot size and shape, and character of surrounding properties. Properties with this designation that have existing zoning entitlements or traffic allocations in place may proceed

with development of those entitlements, even if at a higher density than 1 DU/AC or existing land use pattern. New development in this designation may also be limited to densities lower than 1 DU/AC due to issues such as geologic conditions, grading limitations, proximity to creeks, or higher costs for provision of services. Since this designation is planned on the fringes of the City, the type and level of services required to support future developments in this category is expected to be less than that required for more urban land uses. Projects should minimize the demand for urban services and provide major funding for construction of needed service facilities. Discretionary development permits should be required for new development and subdivisions in these areas to provide a mechanism to address public service levels, grading, geologic, environmental, aesthetics, and other issues.

Residential Neighborhood

Density: up to 8 DU/AC** (Match existing neighborhood character); FAR up to 0.7 (1 to 2.5 stories)

This designation is applied broadly throughout the City to encompass most of the established, single-family residential neighborhoods, including both suburban and traditional areas. The intent is that these neighborhoods be preserved in their existing character and that new development should be strictly limited to infill projects which conform to the prevailing existing neighborhood character as defined by density, lot size and shape, and neighborhood form and pattern. Existing development within this designation will typically have a density of approximately 8 DU/AC, but in some cases the designation may be applied to areas already developed at slightly higher or slightly lower densities. New infill development should conform to the General Plan design guidelines for Residential Neighborhoods and be limited to a density of 8 DU/AC or the prevailing neighborhood density, whichever is lower, with one exception.

**If 50% or more of the development on the same block (both sides of the street) is developed at a density greater than 8 DU/AC, new development can match the prevailing density, provided that: (1) other policies in this Plan are met, (2) appropriate design guidelines are met, and (3) development does not exceed 16 DU/AC. To reinforce the Update's Growth Area Strategy to direct intensified development to areas with better access to services and transit, some areas currently developed with a mix of single-family and duplex uses are designated as Residential Neighborhood to discourage their further intensification.

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Mixed Use Neighborhood

Density: up to 30 DU/AC; FAR 0.25 to 2.0 (1 to 3.5 stories)

This designation is intended to accommodate and be applied to areas with an established greater mix of residential densities and also to allow for the incorporation of discrete amounts of commercial or mixed-use development within a mixed density residential neighborhood setting. Because the established neighborhood density and character is more intense than that found in typical single-family detached neighborhoods, it is appropriate to allow for infill development that includes medium density residential uses such as townhouses or stacked flats and some opportunity for live/work, residential/commercial, or small stand-alone commercial uses. This designation may also be appropriate for areas in close proximity to urban amenities (such as transit stations), but that are not within a proposed Village area.

Development within this designation should occur through use of standard Zoning Districts which specify the minimum lot size. Development at higher ends of the density range will

typically require larger lot sizes (or a combination of existing lots) and must still meet Community Design Policies in this General Plan and applicable design guidelines. The allowable density/intensity for mixed-use development will be determined using an allowable Floor Area Ratio (FAR) (0.25 to 2.0) rather than Dwelling Units per Acre (DU/AC) to better address the urban form and to potentially allow fewer units per acre if in combination with other non-residential uses such as commercial or office.

Urban Residential

Density: 30-95 DU/AC; FAR 1.0 to 4.0 (3 to 8 stories)

This designation allows for medium density residential development and a fairly broad range of commercial uses, including retail, offices, hospitals, and private community gathering facilities, within identified Villages, ~~in other areas within the City that have existing residential development built at this density, within Specific Plan areas, or in areas in close proximity to a Village or transit facility where intensification will support those facilities.~~ Any new residential development at this density should be in Growth Areas or, on a very limited basis, as infill development within areas with characteristics similar to the Village areas (generally developed at high-density and in proximity to transit, jobs, amenities and other services). The allowable density for this designation is further defined within the applicable Zoning Ordinance designation and may also be addressed within a Village Plan or other policy document. This designation is also used to identify portions of Village areas where the density of new development should be limited to a medium intensity in order to provide for a gradual transition between surrounding low-density neighborhoods and other areas within the Village suitable for greater intensification. The allowable density/intensity for mixed-use development will be determined using an allowable FAR (1.0 to 4.0) to better address the urban form and potentially allow fewer units per acre if in combination with other uses such as commercial or office. Developments in this designation would typically be three to four stories of residential or commercial uses over parking.

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Transit Residential

Density: 50-250 DU/AC; FAR 2.0 to 12.0 (5 to 25 stories)

This is the primary designation for new high-density, mixed-use residential development sites that are not located within Village areas and may also be appropriate for some sites within Village areas as identified through a Village Planning process. This designation also supports intensive commercial employment uses, such as office, retail, hotels, hospitals and private community gathering facilities. Sites with this designation are located within planned Villages and adjacent to or in close proximity to transit, jobs, amenities, and services. To help contribute to “complete communities,” commercial uses should be included with new residential development in an amount consistent with achievement of the planned job growth and Village Plan for the relevant Village area. The allowable density/intensity for mixed-use development will be determined using an FAR 2.0 to 12.0 to better address the urban form and potentially allow fewer units per acre if in combination with other uses such as commercial or office. The allowable density for this designation is further defined within the applicable Zoning Ordinance designation and may also be addressed within a Village Plan or other policy document.

Village Overlay

Density: N/A – meet underlying designation

A primary strategy of the City’s General Plan is to direct new housing growth to identified Village and Corridor Growth Areas that have the potential to develop into vibrant, walkable, mixed-use urban communities. Village Overlay areas are divided into several categories depending upon their location: BART/Caltrain, Light Rail (Existing), Light Rail (Planned), Light Rail Corridors (Planned BRT/LRT), Commercial Center, and Neighborhood Villages. These Village and Corridor areas are designated with the Village Overlay to indicate their significant potential for intensification through redevelopment. In most cases these Village Overlay areas have proximity to transit, existing services and other amenities that support their intensification. Each Village has a planned job and housing growth capacity, the distribution of which should be carefully defined through a Village Plan. The Village Overlay can also include single-family detached, historic structures, or other properties that are not intended to redevelop. The intent of including these areas in the Village Overlay is to ensure that the Village Plan for the area addresses potentially sensitive interfaces between more and less intensive uses.

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Properties with a Village Overlay have an underlying General Plan designation, and new development must conform with the underlying designation for the property. Most sites within areas designated with the Villages Overlay, planned for full redevelopment, in a later Plan Horizon, have a Neighborhood Community Commercial or other non-residential designation, so that new residential development may only occur when the City commences the identified Plan Horizon for that Village area. As part of the decision to commence a new Plan Horizon, the City will change the underlying designations to Village or another designation that supports subsequent implementation of the Village. In some cases, limited housing growth is allowed within a future Horizon Village Overlay Area when explicitly consistent with the goals and policies in this Plan and when the site already has an underlying Land Use / Transportation Diagram designation that supports residential use. Medical offices, as well as full-service hospitals, could be appropriate near-term or long-term uses in areas with a Village Overlay.

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Village

Density: Up to 250 DU/AC; FAR 2.0 to 12.0 (5 to 25 stories)

The Village designation is applied only within Village Overlay areas that have have planned housing growth capacity available in the current Plan Horizon. Development within the Village designation should conform to an adopted Village Plan, which specifies how each Village will accommodate the planned housing and job growth capacity within the identified Village Growth Area.

Village Plans will contain more detailed information related to the density and FAR for particular sites and may also recommend that some sites within the Village area be changed to another Land Use designation. The Village designation does not have a minimum residential density range (DU/AC) in order to facilitate mixed-use projects that may include small amounts of residential in combination with significant amounts of non-residential square footage. Such mixed-use projects should be developed within the identified FAR range of 2.0 to 12.0. For projects that are wholly employment uses, Village Plans may incorporate flexibility in the minimum FAR of 2.0 to facilitate development of such interim employment uses. Residential uses and mixed-uses do not qualify for this reduction in FAR. All projects must still meet the Community Design Policies in this plan and in the applicable Village Plan. The allowable density for this designation is further defined within the applicable Zoning Ordinance designation and may also be addressed within a Village Plan or other policy document.

Downtown

Density: Up to 350 DU/AC; FAR 3.0 to 15.0 (3 to 30 stories)

This designation includes office, retail, service, residential, and entertainment uses in the Downtown. Redevelopment should be at very high intensities, unless incompatibility with other major policies within the General Plan (such as Historic Preservation Policies) indicates otherwise. Where single-family detached homes are adjacent to the perimeter of the area designated as Downtown, new development should serve as a transition to the lower-intensity use while still achieving urban densities appropriate for the perimeter of downtown in a major metropolitan city. All development within this designation should enhance the “complete community” in downtown, support pedestrian and bicycle circulation, and increase transit ridership.

Residential projects within the Downtown designation should generally incorporate ground floor commercial uses. The designation does not have a minimum residential density range (DU/AC) in order to facilitate mixed-use projects that may include small amounts of residential in combination with significant amounts of non-residential use. Such mixed-use projects should be developed within the identified FAR range of 3.0 to 15.0. The broad range of uses allowed in Downtown could also facilitate medical office uses or full-service hospitals.

The Downtown Urban Design Policies speak to the urban, pedestrian-oriented nature of this area. As such, uses that serve the automobile should be carefully controlled in accordance with the Downtown Land Use Policies.

Regional Commercial

Density: FAR 0.25 to 12.0 (1 to 25 stories)

These commercial areas attract customers from a regional area and play an important fiscal and economic role for the City. This designation is applied primarily to existing regional shopping centers, though sometimes it may reflect the cumulative attraction of a regional center and one or more nearby community or specialty commercial centers, or two or more community or specialty centers in close proximity whose combined drawing power is of a regional scale. The designation supports a very wide range of commercial uses, which may develop at a wide range of densities.

Large shopping malls, and large or specialty commercial centers that draw customers from the greater regional area are appropriate in this designation along with office uses ranging in intensity up to a 12.0 FAR. Hospitals and private community gathering facilities can also be considered in this designation. The General Plan supports intensification and urbanization of Regional Commercial areas in order to promote increased commercial activity and more walkable, urban environments in Regional Commercial districts.

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Mixed Use Commercial

Density: Up to 50 DU/AC, FAR 0.5 to 3.0 (1 to 6 stories)

This designation is intended to accommodate a mix of commercial and residential uses with an emphasis on commercial activity as the primary use and residential activity allowed in a secondary role. New development of a property with this designation should accordingly include commercial space equivalent to at least a 0.5 FAR for the property with an overall FAR of up to 3.0 typically appropriate allowing for a medium intensity of development. This designation therefore is more commercially focused than the Mixed Use Neighborhood designation and also

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allows for a greater intensity of use. Appropriate commercial uses include neighborhood retail, mid-rise office, medium scale hospitals or other health care facilities, and medium scale private community gathering facilities. Low impact industrial uses are appropriate if they do not pose a hazard to other nearby uses.

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Neighborhood/Community Commercial

Density: FAR 0.25 to 2.0 (1 to 4 stories)

This designation supports a very broad range of commercial activity, including commercial uses that serve the communities in neighboring areas, such as neighborhood serving retail and services and commercial/professional office development. Neighborhood / Community Commercial uses typically have a strong connection to and provide services and amenities for the nearby community and should be designed to promote that connection with an appropriate urban form that supports walking, transit use and public interaction. General office uses, hospitals and private community gathering facilities are also allowed in this designation.

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Combined Industrial/Commercial

Density: FAR 0.25 to 12.0 (1 to 24 stories)

Commercial, Industrial Park with Mixed Industrial Overlay, River Commercial
This category allows a significant amount of flexibility for the development of a varied mixture of compatible commercial and industrial uses, including hospitals and private community gathering facilities. Properties with this designation are intended for commercial, office, or industrial developments or a compatible mix of these uses. This designation occurs in areas where the existing development pattern exhibits a mix of commercial and industrial land uses or in areas on the boundary between commercial and industrial uses. Development intensity can vary significantly in this designation based on the nature of specific uses likely to occur in a particular area. In order to maintain an industrial character, small, suburban strip centers are discouraged in this designation, although larger big-box type developments may be allowed because they mix elements of retail commercial and warehouse forms and uses.

While this designation potentially accommodates a wide variety of uses and building forms, more specific guidance should be provided through the application of the Zoning Ordinance in order to establish use and form standards that will promote the development of a cohesive employment area across multiple adjoining properties that share this designation.

Transit Employment Center

Density: FAR 2.0 to 12.0 (4 to 25 stories)

This designation is applied to areas planned for intensive job growth because of their importance as employment districts to the City and high degree of access to transit and other facilities and services. To support the City's growth as a Regional Employment Center, it is useful to designate such key Employment Centers along the light rail corridor in North San José, in proximity to the BART and light rail facilities in the Berryessa/Milpitas area, and in proximity to light rail in the Old Edenvale area. All of these areas fall within identified Growth Areas and have access to transit and other important infrastructure to support their intensification. Uses allowed in the Industrial Park designation are appropriate in the Transit Employment Center, as are supportive commercial uses. The North San José Transit Employment Center will continue

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to allow limited residential uses, while other Employment Centers should only be developed with industrial and commercial uses.

An important difference between this designation and the Industrial Park designation is that the development intensity and site design elements in Transit Employment Center areas should reflect a more intense, transit-oriented land use pattern than that typically found in Industrial Park areas. This designation permits development with retail and service commercial uses on the first two floors, with office, research and development or industrial use on upper floors, as well as wholly office, research and development, or industrial projects. The development of large hotels of at least 200 rooms and four or more stories in height is also supported within Transit Employment Centers. New development should orient buildings toward public streets and transit facilities and include features to provide an enhanced pedestrian environment.

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Industrial Park

Density: FAR 0.5 to 5.0 (2 to 10 stories)

The Industrial Park designation is an industrial designation intended for a wide variety of industrial users such as research and development, manufacturing, assembly, testing and offices. This designation is differentiated from the Light Industrial and Heavy Industrial designations in that Industrial Park uses are limited to those for which the functional or operational characteristics of a hazardous or nuisance nature can be mitigated through design controls. Hospitals, may be appropriate within this designation, provided that it can be demonstrated that they will not be incompatible with Industrial Park uses or other nearby activities. Areas identified exclusively for Industrial Park uses may contain a very limited amount of supportive and compatible commercial uses, when those uses are of a scale and design providing support only to the needs of businesses and their employees in the immediate industrial area. These commercial uses should typically be located within a larger industrial building to protect the character of the area and maintain land use compatibility. One primary difference between this use category and the "Light Industrial" category is that through the Zoning Ordinance performance and design standards are more stringently applied to Industrial Park uses.

Light Industrial

Density: FAR Up to 1.5 (1 to 3 stories)

This designation is intended for a wide variety of industrial uses and excludes uses with unmitigated hazardous or nuisance effects. Warehousing, wholesaling, and light manufacturing are examples of typical uses in this designation. Light Industrial designated properties may also contain service establishments that serve only employees of businesses located in the immediate industrial area. Office and higher-end industrial uses, such as research and development, are discouraged in order to preserve the scarce, lower cost land resources that are available for start-up industries or lower cost industrial operations.

Because of the limited supply of land available for industrial suppliers/services firms in the city, the Land Use Policies in this General Plan restrict land use changes on sites designated Light Industrial. The design controls for this category of use are not as stringent as for the "Industrial Park" uses.

Heavy Industrial

Density: FAR Up to 1.5 (1 to 3 stories)

This category is intended for industrial users with nuisance or hazardous characteristics which for reasons of health, safety, environmental effects, or welfare are best segregated from other uses. Extractive and primary processing industries are typical of this category. Office, and research and development uses are discouraged under the designation in order to reserve development sites for traditional industrial activities, such as heavy and light manufacturing and warehousing. The Heavy Industrial designation is also the appropriate category for solid waste transfer and processing stations, if those sites meet other General Plan policies. Very limited scale retail sales and service establishments serving nearby businesses and their employees may be considered appropriate where such establishments do not restrict or preclude the ability of surrounding Heavy Industrial land from being used to its fullest extent and are not of a scale or design that depend on customers from beyond normal walking distances. Any such uses should be clearly incidental to the industrial user on the property and integrated within an industrial building.

The Heavy Industrial designation is applied only to areas where heavy industrial uses presently predominate. Because of the limited supply of land available for heavy industrial uses, the Land Use Policies in this General Plan restrict land use changes in areas reserved exclusively for industrial uses.

Public/Quasi-Public

Density: FAR N/A

This category is used to designate public land uses, including schools, colleges, corporation yards, homeless shelters, libraries, fire stations, water treatment facilities, convention centers and auditoriums, museums, governmental offices and airports. Joint development projects which include public and private participation - such as an integrated convention center/hotel/restaurant complex - are allowed. This category is also used to designate lands used by some private entities, including private schools, hospitals, public utilities, and the facilities of any organization involved in the provision of public services such as gas, water, electricity, and telecommunications. Private community gathering facilities may also be considered on lands with this designation. The appropriate intensity of development can vary considerably depending on the particular Public/Quasi-Public use developed on the site.

Open Space, Parklands and Habitat

Density: N/A

These lands can be publicly- or privately-owned areas that are intended for low intensity uses. Lands in this designation are ~~typically devoted to open space, parks, recreation areas, trails, habitat buffers, nature preserves and other permanent open space areas. This designation is also applied to the South San Francisco Bay National Wildlife Refuge, to lands owned by the Open Space Authority, and to lands adjacent to various creeks throughout the City.~~

~~New development on lands within this designation should be limited to minimize potential environmental and visual impacts, and for properties located outside of the Greenline / Urban Growth Boundary, should avoid use of non-native, irrigated vegetation or development of new structures that would alter the environmental and visual quality of native habitat areas.~~

Development of public facilities such as restrooms, playgrounds, educational/visitors' centers, or

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parking areas can be an inherent part of City or County park properties and are appropriate for Open Space, Parklands and Habitat properties both within and outside of the Greenline / Urban Growth Boundary, but in the latter case should be sensitively located so as to minimize potential environmental and visual impacts. Community centers, public golf courses, and other amenities open to the public would also be allowed in publicly-owned properties in this designation that are within the Greenline/Urban Growth Boundary.

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Privately-owned lands in this designation are to be used for low intensity, open space activities. Appropriate uses for privately-owned lands in this category include cemeteries, salt ponds, and private buffer lands such as riparian setbacks. Where appropriate and where it has not otherwise been identified for use as open space (through a zoning, for instance), privately owned land in this designation may be considered for low-intensity agricultural uses provided that such uses do not involve the addition of buildings or other structures or use of irrigation on significant portions of the site.

Private Recreation

Density: N/A

These areas allow a broader range of uses at a higher intensity than the Open Space, Park, and Habitat designation and are generally, but not necessarily, of an open nature. When these lands are within the Urban Service Area (USA), amusement parks, country clubs, golf courses, tennis clubs, driving ranges, recreational vehicle parks, and private campgrounds could be allowed. Ancillary commercial uses, such as bars and restaurants, are allowed in conjunction with private recreation uses. Even within the USA, the intensity of any combination of buildings or structures developed under this category is expected to be limited.

Outside the USA, uses are more limited. Private Recreation uses in this area should: be low intensity, be compatible with surrounding non-urban uses, require minimal permanent changes to existing terrain and vegetation, and involve little paving and few structures. Examples include golf courses and driving ranges, corporate picnic or outdoor recreation facilities, riding stables and recreational vehicle campgrounds, with ancillary commercial uses limited to those which are integral to the primary use (such as a club house at a golf course or a pro shop at a golf driving range). For lands designated as Private Recreation located outside the Urban Service Area, it is not intended that there are any significant amounts of structures.

Preferred Hotel Site Overlay

Density: FAR 2.0 to 12.0 (4 to 25 stories)

This overlay covers sites in North San José that are priority sites for hotel development or hotel expansion in the North San José Area Development Policy. This overlay allows for expansion or new hotel development in addition to the allowed uses consistent with the underlying General Plan designations. The location of new hotel sites within the North San José area could vary from that shown on the Land Use/Transportation Diagram as indicated in the Rincon South Village Plan, and new hotels in these areas should, in general, be located so as to provide a strong street presence.

“Floating” Park Site

Density: n/a

In most cases, locations of existing neighborhood and district parks are specifically defined on the Land Use/Transportation Diagram. However, there are cases where a park is needed, or will be needed in the future based on planned residential growth (such as in the Villages), but where no specific site has yet been identified or where details of surrounding development have not been finalized. In these cases, the designation for the park will be indicated by the letter “P.” This symbol represents a “floating” designation and is only intended to indicate a general area within which a park site will be located. The specific size, location and configuration of such park sites will only be finalized through acquisition of a particular parcel. In addition, for park sites which are specifically identified on the Land Use/Transportation Diagram, no General Plan amendment shall be required to modify the general location, size or configuration of such park sites.

Transit Employment Residential Overlay

Density: 55 to 250 DU/AC; FAR 2.0 to 12.0 (5 to 25 stories)

This overlay identifies sites within the North San José Employment Center that may be appropriate for residential development, but only in accordance with other policies contained in the North San José Area Development Policy. This overlay supports residential development as an alternate use at a minimum average density of 55 units per acre. Sites with this overlay may also be developed with uses consistent with the underlying designation. This designation permits development with commercial uses on the first two floors, with residential use on upper floors, as well as wholly residential projects. Development within this category is intended to make efficient use of land to provide residential units in support of nearby industrial employment centers. Site specific land use issues and compatibility with adjacent uses should be addressed through the development permit process. Land within this overlay area may also be converted for the development of new schools and parks as needed to support residential development.

Specific Plan Area Overlay

Density: varies

The uses allowed within the Specific Plan Overlay encompass a full range of land uses considered compatible and appropriate within a specified project area.

Application of either the Planned Residential Community or Planned Community designation is intended for properties which, because of size, location or urban service conditions, require special consideration for purposes of future development. These designations are intended to provide the private development sector with flexibility in developing innovative projects while also incorporating special development and design objectives. While no specific minimum land area requirement is defined, properties to be considered for this designation must be of a sufficient size to provide an appropriate community environment within the City's surrounding environment.

The Planned Residential Community designation is intended for areas primarily residential in character and can include ancillary non-residential uses. The Planned Community designation is intended for areas exhibiting a greater mixture of primary land uses. Because all significant residential growth in the Envision Plan is expected to occur within identified growth areas with a



current Planned Residential Community, Planned Community, or Village Overlay designation, no new Planned Communities or Planned Residential Communities are expected.

Development within the Planned Residential Community/Planned Community category is subject to all other applicable General Plan policies. Development within specific land use designations will conform to the normal guidelines for those designations unless special qualifications are outlined in the specific land use plan for the Planned Residential Community/Planned Community.

The Envision San José 2040 Plan maintains a number of Planned Communities from the San José 2020 General Plan, as noted above. Those Planned Communities that are retired with the adoption of the Envision Plan and incorporated herein include Berryessa, Evergreen and Silver Creek. The Rincon South Specific Plan has been incorporated into the Envision Plan as a Village.

Urban Growth Boundary

Density: n/a

The Urban Growth Boundary (UGB) defines the ultimate perimeter of urbanization in San José. Outside of this boundary, development remains rural and open in character. The UGB also develops a clearer identity for the City by defining where the City begins and ends and by preserving valuable open space and habitat resources. The intent of the UGB is to define the limit of the encroachment of development and semi-urban land uses into the hillsides that border the valley floor. The UGB generally follows the 15% slope line, unless geologic issues or existing land uses suggest that it should be located downhill from the 15% slope line. Areas outside the UGB should be designated Open Hillside or Open Space, Park, and Habitat, and they should remain outside the Urban Service Area boundary.

Urban Service Area

Density: n/a

The Urban Service Area boundary defines the areas where services and facilities provided by the City and other public agencies are generally available, and where urban development requiring such services should be located. In many locations, the Urban Service Area boundary and the Urban Growth Boundary are co-terminus; a notable exception is that the Urban Reserves are located outside the Urban Service Area.

Sphere of Influence

Density: n/a

The City's Sphere of Influence is regulated by the Santa Clara County Local Area Formation Commission to evaluate the most efficient and effective means of providing public services. The Sphere of Influence is the outermost physical boundary and service area that the City is expected to serve. The planned land uses for all properties within the City's Sphere of Influence are indicated on the City's Land Use/Transportation Diagram.

Proposed BART Stations & BART Line

Density: n/a

Future plans are in place to extend the Bay Area Rapid Transit (BART) system from Fremont to the City of Santa Clara via downtown San José with four proposed stops at key locations within the City. The locations of the future stops, as well as the future alignment of the rail system, are identified on the Land Use/Transportation Diagram. In accordance with the Plan Vision and the Villages Strategy, new development, especially for employment uses, is concentrated in areas surrounding future BART station locations. The location of a future BART station in Milpitas is also identified on the Land Use/Transportation Diagram, as nearby development in San José, particularly employment uses to the southwest of the proposed station location, is concentrated in order to support the future transit system.

CalTrain Stations & CalTrain Line

Density: n/a

CalTrain provides passenger rail services for a large number of San José commuters, residents, and visitors. The locations of existing CalTrain stations, as well as the alignment of the existing CalTrain line, are identified on the Land Use/Transportation Diagram. In accordance with the Plan Vision and the Villages Strategy, new development is concentrated in areas surrounding existing CalTrain station locations.

Existing and Proposed Light Rail Stations & Light Rail Line

Density: n/a

The Santa Clara Valley Transportation Authority owns and operates the existing light rail transportation system. The locations of existing and future light rail stations, as well as the alignment of the existing and future light rail tracks, are identified on the Land Use/Transportation Diagram. In accordance with the Plan Vision and the Villages Strategy, new development is concentrated in areas surrounding existing light rail station locations.

Solid Waste & Candidate Solid Waste Disposal Site

Density: n/a

The Solid Waste Disposal Site designation is applied to locations that are either currently operating, as or fully permitted for, a solid waste disposal facility. Guadalupe, Kirby Canyon, Newby Island, Zanker Materials Processing Facility, and Zanker Road Landfill are currently designated active sites. Candidate Solid Waste Disposal Sites are locations that are under consideration for development as an active solid waste disposal site. All current candidate sites are located in inland canyon locations. These sites include Encinal, Metcalf and Tennant Canyons. These designations are both “floating” designations that are only intended to represent general locations so that the actual facility would be sited in the most environmentally suitable location. This floating designation allows for a potential alternative to the uses otherwise allowed by the sites’ underlying base designations.

The development of Solid Waste Disposal Sites may occur under public or private proprietorship and may include such related or ancillary activities as equipment maintenance. Other uses which may be allowed include the collection and processing of materials to be recycled, composting, landfill gas recovery, and energy conversion operations that, for sites located within the City’s Urban Service Area and Urban Growth Boundary, may continue on a portion of the site after landfill closure. Uses that do not require urban utilities or significant structures, such as composting and processing some construction and demolition materials, may continue on the



surface of the landfill following completion of disposal operations. The allowed uses pursuant to this designation should comply with the Zero Waste goals and policies of this Plan.

The designation of a Candidate Solid Waste Disposal Site should be applied only in non-urban locations, outside of the Urban Service Area, where no adjacent or nearby properties are devoted to or planned for uses incompatible with the operation of a landfill. Non-urban land use designations on surrounding or nearby properties may be changed only if the proposed Plan amendment incorporates measures to maintain compatibility with the existing or Candidate Solid Waste Disposal Site. The City Council should acquire or approve a specific solid waste disposal site only if surrounding land uses are compatible with the operation of such a site.

Neighborhood Business Districts

Density: n/a

This designation applies to commercial areas along both sides of a street, which function in their neighborhoods or communities as central business districts, providing community focus and identity through the delivery of goods and services. In addition, Neighborhood Business Districts may include adjacent non-commercial land uses.

Neighborhood Business Districts (NBDs) contain a variety of commercial and non-commercial uses which contribute to neighborhood identity by serving as a focus for neighborhood activity. The designation facilitates the implementation of a NBD Program by identifying target areas. The NBD Program seeks to preserve, enhance, and revitalize San José's neighborhood-serving commercial areas through the coordination of public and private improvements, such as streetscape beautification, facade upgrading, business organization activities, business development, and promotional events. Consistent with the Implementation and Community Design Policies, the City will schedule, coordinate, and design public improvements in Neighborhood Business Districts so that allocated funding is consistent with the City's growth strategies.

The NBD designation functions as an "overlay" designation which is applied to predominantly commercial land use designations. The NBD overlay designation is typically applied to two types of commercial areas. The first is older commercial areas where connected buildings create a predominant pattern of a continuous street façade with no or very small setbacks from the sidewalk. Examples of this include Lincoln Avenue between Coe and Minnesota Avenues, Jackson Street between 4th and 6th Streets, and the segment of Alum Rock Avenue between King Road and Interstate 680. The second commercial area where the NBD overlay is applied typically contains a series of one or more of the following development types: parking lot strips (buildings set back with parking in front), neighborhood centers (one or two anchors plus smaller stores in one complex), or traditional, older commercial areas as described in the first NBD typology.

NBDs generally surround Main Street designations on the Transportation Network Diagram. The exceptions are The Alameda and East Santa Clara Street, which are noted as Grand Boulevards on the Transportation Network Diagram. NBDs can extend beyond the parcels immediately adjacent to a Main Street or Grand Boulevard, and they often overlap with Village Overlay designations. To enhance clarity and reduce visual clutter, the locations of NBDs are

not shown on the paper copy of the Land Use/Transportation Diagram. A map showing the full extent of the NBDs is included in Appendix 9.

Within an NBD overlay, residential and commercial uses, together with related parking facilities, are seen to be complementary uses, although commercial uses oriented to occupants of vehicles, such as drive-up service windows, are discouraged along major thoroughfares within NBD areas. In areas with the NBD overlay designation, any new development or redevelopment must conform to the underlying land use designation and applicable Village Plans, Land Use Policies, and Community Design Policies. Such development must also conform to design guidelines adopted by the City.