ROOSEVELT PARK

URBAN VILLAGE PLAN

Approved by the City Council on November 19, 2013

As amended by the City Council on December 11, 2018

As amended by File No. GPT21-005 on November 7, 2021

Table of Contents

Introduction 5

Background and Planning Process 6

Land Use 8

A. Planned Growth Capacity and Objectives 8

1. Employment Growth 8

2. Housing Growth 8

B. Land Use Designations 10

C. Land Use Policies 13

Urban Design 17

A. Building Height 17

B. Architecture 20

C. Street Frontage 21

D. Setbacks and Building Placement 21

E. Gateways 22

Streetscape 24

A. Street Trees 24

B. Streetscape Amenities 25

C. Public Art 26

Pedestrian Circulation 29

A. Sidewalks 29

B. Pedestrian Facilities 30

1. Corner Curb Bulb-outs 30

2. Crosswalks 30

PARKING 32

A. Parking Component 32

URBAN PLAZAS AND TRAILS 35

A. Urban Plazas 36

B. Five Wounds Trail 37

IMPLEMENTATION 39

A. Implementation Priorities 43

This page is intentionally left blank.

INTRODUCTION

The Roosevelt Park Urban Village Plan (Village Plan), together with the Little Portugal, Five Wounds, and 24th & William Urban Village Plans, are part of the first group of Urban Village Plans prepared by the City and the community to further the Urban Village strategy of the Envision San José 2040 General Plan (General Plan). As a City Council approved policy document for the future growth of the Roosevelt Park Urban Village, this Village Plan establishes a framework for the transition of the Roosevelt Park Urban Village into a vibrant mixed-use and pedestrian-oriented district that complements and supports the Bus Rapid Transit (BRT) System along East Santa Clara Street and creates a safe environment for all modes of travel, a healthy mix of uses, and public gathering places…a great place to live, work, and play. This Village Plan includes goals, objectives, and policies designed to shape both future public and private development.

Background and Planning Process

The planning process for the Roosevelt Park Urban Village really began with the Five Wounds/Brookwood Terrace Strong Neighborhoods Initiative (SNI) Plan that was completed in August of 2002. This SNI Plan outlined the community's vision and land use direction for the area that now encompasses four Urban Villages including the subject Roosevelt Park Urban Village, as well as, the Little Portugal, Five Wounds, and 24th & William Urban Villages. For Roosevelt Park Urban Village area, the vision of the SNI Plan was for a 3- to 5-story, mixed-use and pedestrian-oriented corridor with ground floor storefronts. While the SNI Plan was accepted by the City Council in 2002 as the community's vision and priorities for the Five Wounds/Brookwood Terrace Area, the SNI Plan and its land use recommendations for the Roosevelt Park Urban Village area were not approved by the City Council and did not become official City Policy.

In 2010, the vision and recommendations for the future of the Five Wounds planning area, including the Roosevelt Park Urban Village, were further developed in the Five Wounds/Brookwood Terrace Bay Area Rapid Transit (BART) Station Area Community Concept Plan. This BART Station Area Plan was developed by the community and San José State University with support from the City, under the umbrella of CommUniverCity. Completed in September of 2010, this BART Station Area Plan refined the land use, urban design, circulation, and parks and open space recommendations for Roosevelt Park and the aforementioned three other Urban Villages in the Five Wounds/Brookwood Terrace area. The recommendations of this BART Station Area Plan were not, however, formally approved as City policy by the City Council.

In 2011, at the conclusion of the Envision San José 2040 General Plan (General Plan) Update process, the first Urban Village planning process was started in the Five Wounds/Brookwood Terrace area, using the CommUniverCity BART Station Area Plan concept as the starting point. The vision, goals, and many policy recommendations of the CommUniverCity BART Station Area Plan were integrated into the Roosevelt Park Urban Village Plan, as they are consistent with the strategies of the General Plan. Unlike the prior planning processes, this Village Plan is approved by the City Council as the City's policy for future growth within this Urban Village.

The Planning Process for the Roosevelt Park Urban Village Plan was combined with the Planning process for the Five Wounds, Little Portugal, and 24th & William Urban Villages. The process first consisted of two community meetings where staff explained the General Plan's Urban Village Major Strategy and how it would be implemented in the Five Wounds/Brookwood Terrance area. Following this outreach, two additional community workshops were held, each attended by approximately 40 to 50 residents, and property and business owners. At the first workshop, on July 23, 2011, the community provided comments and direction on a draft Land

Use Plan. At the second community workshop, on January 26, 2012, the community reviewed and provided input on the refined Land Use and Urban Design Plans, as well as the circulation, streetscape, parks and trails, and parking recommendations.

LAND USE

***Land Use Goal:* Create a pedestrian-oriented, complete community in the Roosevelt Park Urban Village by developing a mix of uses along East Santa Clara Street including retail sales and services, public facilities, offices, and other commercial uses integrated with high-density housing, to serve the surrounding neighborhoods and help create a vibrant great place.**

Currently, East Santa Clara Street, between the Coyote Creek and U.S. Highway 101, consists of the Roosevelt Community Center and Park and one- and two-story commercial buildings that contain restaurants, ethnic and convenience markets, medical offices, and community-serving retail stores and services. The East Santa Clara Street corridor also includes a few older mixed-use buildings that have ground floor commercial with apartments above. Much of this development is more than 50 years old and is pedestrian-oriented, with buildings built up to and addressing the sidewalk. The goal of this Village Plan is to retain and expand upon the existing mix of community-serving commercial uses and the pedestrian orientation of much of the area, and integrate new high-density housing as well as taller, more urban development into the corridor. This Village Plan recognizes that additional development along the corridor, if well designed and containing the right mix of uses, can add new vitality to the area and enhance its positive image. An expanded mix of neighborhood-serving uses, housing, and employment opportunities would provide residents with the opportunity to meet many of their daily needs by walking, bicycling, or taking transit, thereby furthering the City's Envision San José 2040 General Plan (General Plan) goals to support a healthy community, and reduce traffic congestion and resulting greenhouse gas emissions, and energy consumption.

A. PLANNED GROWTH CAPACITY AND OBJECTIVES

The Roosevelt Park Urban Village Plan (Village Plan) plans for the addition of new commercial/employment square footage and residential units for the overall Urban Village, as well as for each of the identified Areas within the Urban Village.

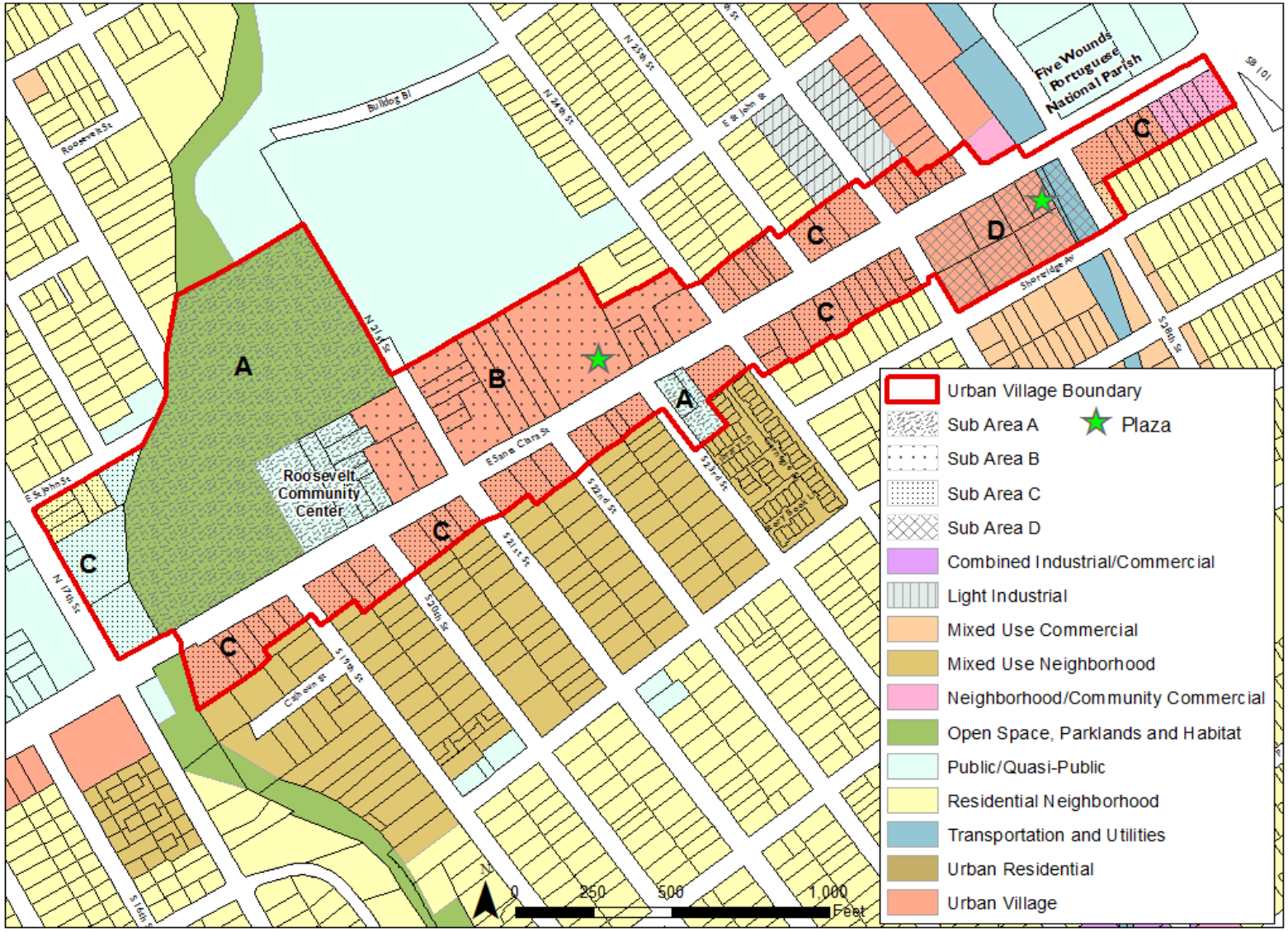
1. EMPLOYMENT GROWTH

Area A, as identified in the Roosevelt Park Land Use Plan (Figure 1) is not anticipated for any additional commercial/employment uses as the area encompasses only the Roosevelt Community Center and Park and the San José Water Works facility.

2. HOUSING GROWTH

The Village plans to accommodate additional housing growth in all areas except Subarea A.

Figure 1
Roosevelt Park Village Land Use Plan



B. LAND USE DESIGNATIONS

To focus future land uses, the Roosevelt Park Urban Village is broken into four (4) Subareas: Subareas A, B, C, and D. As shown on the *Roosevelt Park Village Land Use Plan (Figure 1)*, Subarea A includes the only three (3) Public/Quasi-Public uses within the Urban Village: the Roosevelt Community Center and Park, San José Water Works, and the East San José Carnegie Branch Library. A majority of the Urban Village is located in Subarea C. Located on both the north and south sides of East Santa Clara Street, Subarea C is comprised mostly of commercial properties that are small and shallow in depth, and five (5) single-family residences. Subareas B and D are comprised of those properties that are comparatively larger and with a greater depth. Four General Plan Land Use designations are applied within this Urban Village, as described below. These Land Use designations must be used in conjunction with the goals and policies of this Village Plan.

It should be noted that rezoning may be required for consistency with the land use designations.

Public/Quasi-Public
Density: FAR N/A

A majority of Subarea A is designated with the Public/Quasi-Public land use designation which is applied to the properties of the existing Roosevelt Community Center and Park, San José Water Works, and the East San José Carnegie Branch Library.

The Public/Quasi-Public 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 that include public and private participation - such as a jointly administered public/private research institute or an integrated convention center/hotel/restaurant complex - are allowed. Private community gathering facilities, including those used for religious assembly or other comparable assembly activity, are also appropriate on lands with this designation. The appropriate intensity of development can vary considerably depending on potential impacts on surrounding uses and the particular Public/Quasi-Public use developed on the site.

Open Space, Parklands and Habitat
Density: FAR N/A

Subarea A is also designated with the Open Space, Parklands and Habitat Land Use designation which is applied to Roosevelt Park.

The Open Space, Parklands and Habitat category is used to designate lands that can be publicly- or privately-owned 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 applied within the Urban Growth Boundary to lands that are owned by non-profits or public agencies that intend their permanent use as open space, including 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 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. Within the Greenline/Urban Growth Boundary, community centers, public golf courses, and other amenities open to the public would also be allowed within publicly-owned properties in this designation.

Residential Neighborhood

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

The Residential Neighborhood Land Use designation is applied to the five existing single-family detached residences that are located along the south side of East St. John Street east of North 17th Street.

This designation is applied to encompass the only single-family residential neighborhood within the Urban Village area. The intent of this designation is to preserve the existing character of these neighborhoods and to strictly limit new development to infill projects that closely conform to the prevailing existing neighborhood character as defined by density, lot size and shape, massing, and neighborhood form and pattern. New infill development should improve and/or enhance existing neighborhood conditions by completing the existing neighborhood pattern and bringing infill properties into general conformance with the quality and character of the surrounding neighborhood. New infill development should be integrated into the existing neighborhood pattern, continuing and, where applicable, extending or completing the existing street network. The average lot size, orientation, and form of new structures for any new infill development must, therefore, generally match the typical lot size and building form of any adjacent development, with particular emphasis given to maintaining consistency with other development that fronts onto a public street to be shared by the proposed new project.

Neighborhood/Community Commercial
Density: No established minimum or maximum FAR

The portion of Subarea C that is adjacent to the U.S. 101 on ramps is designated with a Neighborhood/Community Commercial Land Use designation. The Neighborhood/Community Commercial Land Use designation supports a broad range of commercial uses such as neighborhood-serving retail stores and services, offices, and private community gathering facilities, including places of worship. Any new residential uses are *not* supported by this land use designation; given its proximity to the freeway on-ramps this portion of Subarea C is not ideal for residential uses.

While the General Plan limits the FAR of development within the Neighborhood/Community Commercial designation to an FAR of up to 3.5, this Village Plan does not establish a maximum or minimum FAR. Development intensities will be limited by maximum heights and building height "step down" policies contained in the Urban Design Chapter established in this Village Plan.

Urban Village
Density: No established FAR minimum or maximum for fully commercial developments. Commercial FAR minimum for mixed-use development varies by Subarea, as shown in Table 1. No established minimum or maximum residential unit density.

Table 1: Required Floor Area Ratio (FAR) for the commercial component of mixed-use developments

Subarea	**Required FAR:**
B	0.50
C	0.30
D	0.50

Subareas B through D, which constitute the majority of the Roosevelt Park Urban Village, are designated with the Urban Village Land Use designation. The Urban Village designation supports a wide range of commercial uses, including retail sales and services, professional and general offices, and institutional uses. The Urban Village designation is a commercial designation that also allows residential uses in a mixed-use format. Residential and commercial mixed-use projects can be vertical mixed-use with ground floor retail uses and residential uses on the upper floors for example, or, where a larger site allows, the project can be mixed horizontally with commercial and residential uses built adjacent to each other in one integrated development. A horizontal mixed-use project is strongly encouraged to place commercial uses adjacent to East Santa Clara Street. Fully residential projects without a commercial component are not consistent with the Urban Village designation in this Village Plan.

This Village Plan does not establish a maximum FAR for commercial or mixed-use residential/commercial development for properties designated Urban Village, nor does it establish a maximum or minimum number of dwelling units per acre for the residential portion of mixed-use projects. The intensity or density of new development will effectively be limited by the maximum height limits established in this Village Plan and shown on the *Roosevelt Park Village Height Diagram (see Figure 2)* and by the parking requirements established in the Zoning Ordinance, as may be amended in the future.

To meet the employment lands and job development objective for this Urban Village described below, this Village Plan establishes a minimum FAR for the commercial/employment component of a mixed-use project. In Subareas B and D, the minimum FAR for the commercial portion of a mixed-use project shall be 0.50 and in Subarea C, the minimum FAR shall be 0.30. This Village Plan does not establish a minimum commercial FAR requirement for new fully commercial development.

C. LAND USE POLICIES

A primary objective of this Village Plan is to retain the existing amount of commercial space within the Roosevelt Park Urban Village and increase commercial activity and employment opportunities as the area redevelops. The existing commercial/employment square footage is estimated to be approximately 344,500 square feet—this Village Plan establishes an overall objective to increase the overall amount of commercial square footage by approximately 53 percent.

This Village Plan does not establish specific parameters for the different types of commercial or employment uses, but these uses are largely generally envisioned to be a mix of retail shops and services, and professional and general offices. This Village Plan supports retail uses that are small or mid-sized in scale, and which serve the immediately surrounding neighborhoods, as well as communities within roughly a two-mile radius. Big box or large format retail uses are not feasible given the small sizes of parcels along this section of East Santa Clara Street. Big box or large format retail would not be allowed in this pedestrian-oriented Urban Village, given the auto-orientation of these uses.

While this Village Plan allows fully commercial development of relatively low density and supports the continued use of the existing small-scale residential development, higher-intensity development built with a floor area ratio (FAR) of 1.9 or greater is encouraged: a building built at an FAR of 1.9 would typically be three stories in height. Fully commercial projects developed at less than an FAR of 1.9 are intended to be interim uses to ultimately be replaced by high-intensity commercial/employment uses in the future. The FAR goal of fully commercial projects is 1.9 FAR.

While this Village Plan emphasizes expanding commercial activity in the Roosevelt Park Urban Village, it also supports high-density mixed-use residential/commercial development. Residents of new housing will support local businesses, acting as a catalyst for more economic and commercial development. This Village Plan does not establish a minimum density for the residential component of a mixed-use development. A commercial development that includes a small number (e.g. three) of residential units could be supported as allowed under General Plan Community Development Policy CD-7.2. Nevertheless, this Village Plan encourages development of mixed-use residential projects at higher densities, where they can be designed to be compatible with the surrounding neighborhoods.

This Village Plan precludes the development of fully residential projects within the Urban Village boundary to achieve the employment goals of the General Plan and of this Village Plan. Based on recent history and development patterns, without this requirement for a commercial component in new mixed-use residential/commercial projects, predominantly 100 percent residential projects would likely be built in the Roosevelt Park Urban Village, consuming land that is needed for job and commercial growth. Therefore, as discussed above, this Village Plan establishes a minimum amount of commercial square footage required as part of any mixed-use residential/commercial project by establishing minimum commercial FARs for Subareas B, C, and D. There is however, one exception to these requirements for sites designated with the Urban Village land use designation. This exception could allow a mixed-use residential/commercial project with an Urban Village land use designation to provide a lower commercial FAR or potentially no commercial FAR at all. If the existing amount of commercial development at some point in the future exceeds the FAR requirement for an assigned Subarea, then a residential project could provide less than the required commercial FAR, such that the overall amount of commercial development within the assigned Subarea would not drop below the FAR requirement.

Finally, since the Roosevelt Park Urban Village will have a pedestrian focus, this Village Plan does not support new drive-through or other auto-oriented uses such as auto repair, automobile sales and rentals, sales of auto parts, or car washes. In addition to detracting from the Urban Village's walking environment, these uses would not support ridership on Bus Rapid Transit. This Village Plan also supports the preservation, protection, and restoration of the Coyote Creek and its adjacent riparian lands. However, that objective must also be balanced with the goal of transitioning the Roosevelt Park Urban Village into a vibrant mixed-use, pedestrian-oriented, urban district that will introduce denser and taller development onto East Santa Clara Street.

Land Use Policies

Land Use Policy 1: *Grow the Roosevelt Park Urban Village into an economically vibrant commercial district that serves the surrounding communities and increase commercial building square footage within the Village by approximately 53 percent.*

Land Use Policy 2: *New fully commercial development is encouraged to be built at a Floor Area Ratio of 1.9 or greater.*

Land Use Policy 3: *The minimum FAR for the commercial portion of a mixed-use project shall be 0.50 in Subareas B and D, and 0.30 in Subarea C.*

Land Use Policy 4: *A mixed-use residential/commercial project with the minimum commercial FAR called for in this Village Plan could be permitted to provide a lower commercial FAR or potentially no commercial FAR at all, if the existing amount of commercial development exceeds the FAR requirement within the site's assigned Subarea as indicated on the Roosevelt Park Land Use Plan, and such that the overall amount of commercial development within the assigned Subarea would not drop below the FAR requirement.*

Land Use Policy 5: *Development of ground floor neighborhood-serving commercial uses along East Santa Clara Street is strongly encouraged.*

Land Use Policy 6: *New development with residential components that are adjacent to the Five Wounds Trail corridor should provide primary unit entries, stoops, and porches facing the trail.*

Land Use Policy 7: *New development with residential components that are adjacent to the Five Wounds Trail corridor should provide ground floor residential units that face the trail.*

Land Use Policy 8: *Create a high-density mixed-use Urban Village that is pedestrian focused and enhances the quality of life for residents in surrounding communities.*

Land Use Policy 9: *Mixed-use residential/commercial projects are encouraged to build at densities of 50 dwelling units to the acre or greater on larger sites, such as the Empire Lumber site (generally located south of East Santa Clara Street, north of Shortridge Avenue, and bounded by South 26th Street), given that the site design is compatible with the surrounding neighborhood and the policies contained in the Urban Design Chapter.*

Land Use Policy 10: *Drive-through uses are not permitted within the Roosevelt Park Urban Village.*

Land Use Policy 11: *New motor vehicle uses such as auto repair, automobile sale and rental lots, auto parts sales, and car washes and are prohibited. Motor vehicle uses which occupy an existing building uniquely designed for a specific motor vehicle use that cannot be utilized for another non-vehicle related use may be allowed on an interim basis that will be replaced over time with pedestrian and transit supportive uses in a more urban, pedestrian-oriented format.*

<u>Land Use Policy 12:</u> Types of uses in a mix and intensity that support ridership on Bus Rapid Transit (BRT) are strongly encouraged.

<u>Land Use Policy 13:</u> The aggregation of parcels along East Santa Clara Street is encouraged to facilitate new development, especially mixed-uses, at a higher density or intensity, and to provide for the inclusion of publicly-accessible plazas and other private but publicly-accessible open spaces into new development.

<u>Land Use Policy 14:</u> Ensure that new public and private development adjacent to the Coyote Creek riparian corridor is consistent with the provisions of the City's Riparian Corridor Policies while recognizing that this Village Plan supports more intensive urban development adjacent to the riparian corridor.

<u>Land Use Policy 15:</u> New development that abuts the Coyote Creek should include an open space setback consistent with the City's Riparian Corridor Policies.

<u>Land Use Policy 16:</u> Preserve and enhance public connections to the Coyote Creek.

<u>Land Use Policy 17:</u> Accommodate high-density and intensified uses along East Santa Clara Street in multi-story buildings that are compatible with the surrounding neighborhoods.

<u>Land Use Policy 18:</u> To achieve the goal that 25% or more of the units built are deed restricted affordable, with 15% of the units affordable to household with income below 30% of Area Median Income, integrate affordable housing within the Roosevelt Park Urban Village by prioritizing the application of the City's affordable housing programs within this Village, and by encouraging residential development to include deed restricted affordable units within a given project, as stated in General Plan Policy IP-5.1, as may be amended in the future.

URBAN DESIGN

<u>Urban Design Goal</u>: Create an attractive Urban Village that is a catalyst for the economic vitality of the East Santa Clara Street Corridor, creates a vibrant pedestrian environment, and contributes towards a strong and positive community identity through high-quality and thoughtful design of buildings and public spaces.

The quality of urban design, including both the architecture of new buildings and materials used, and the massing and placement of the buildings in relationship to the street, each other, and the surrounding neighborhood, will play a critical role in making Roosevelt Park a great place. If successful, high-quality urban design in Roosevelt Park Urban Village (Urban Village) will contribute to the positive identity of the area and set it apart from other areas of the City as place to live, shop, and work.

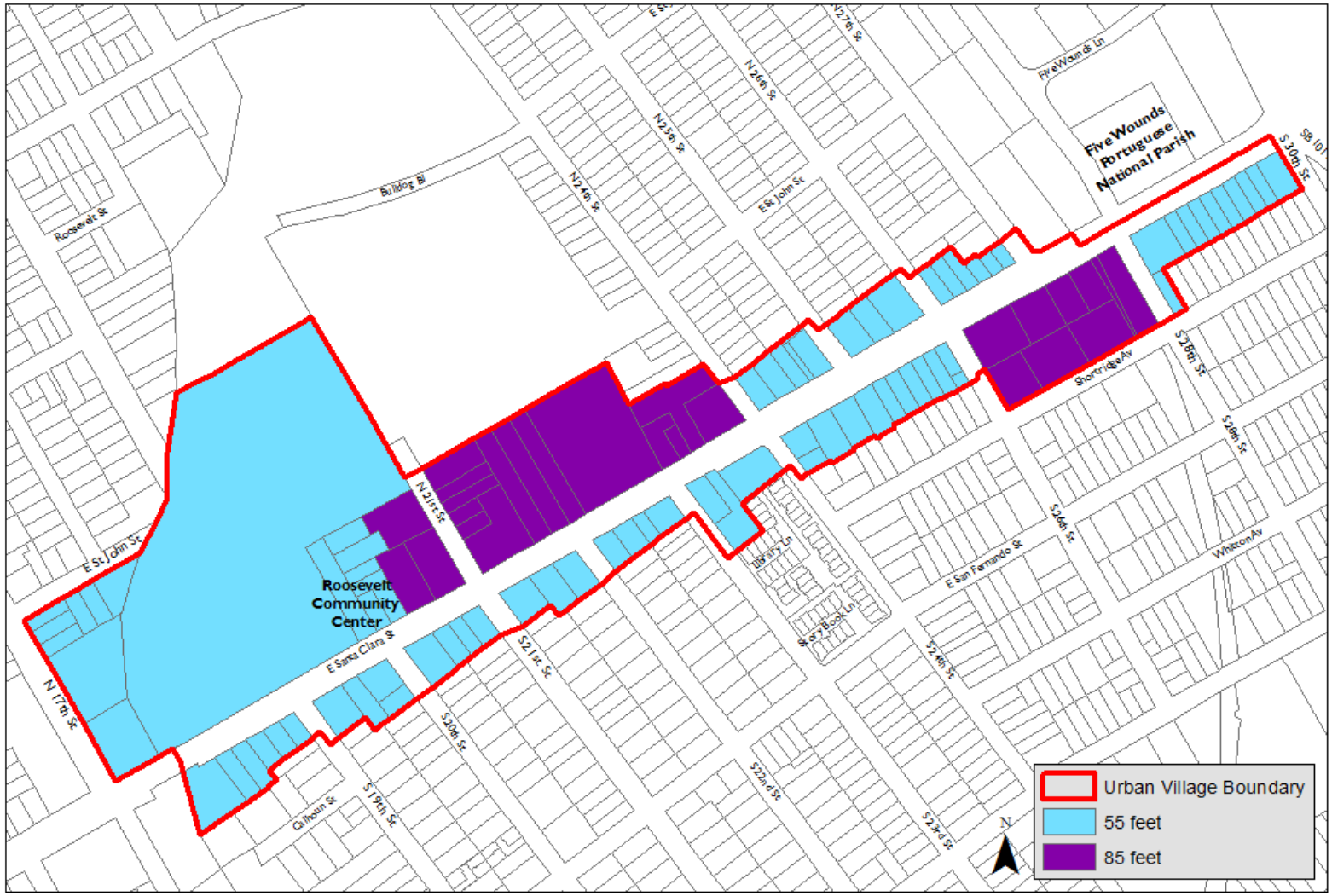
The Roosevelt Park Urban Village Plan (Village Plan) provides urban design objectives, and policies and actions intended to achieve these objectives, to facilitate new development within this Urban Village that is of high quality and lasting design, pedestrian-oriented, and urban in scale. At the same time, this Village Plan includes design parameters to ensure that urban development along East Santa Clara Street is compatible with the surrounding neighborhoods.

A. BUILDING HEIGHT

The surrounding community has expressed support for the redevelopment of the existing, predominately single-story commercial buildings along East Santa Clara Street with multi-story commercial or mixed-use residential/commercial development. However, the surrounding neighborhood is largely composed of one-story single-family homes, with a few duplexes and small two-story apartment buildings interspersed. As the Urban Village redevelops, it will be critical to ensure that buildings do not overwhelm the adjacent homes and that they maintain sufficient rear setbacks adjacent to this lower-density residential development. To ensure neighborhood compatibility, this Village Plan establishes the height limit and "step down" policies for new development along East Santa Clara Street. Height limits for each of the Areas are also shown in the *Roosevelt Park Village Height Diagram (see Figure 2)*.

Additionally, the community has expressed the desire to ensure that the Five Wounds Portuguese National Church structure continues to be a visually prominent feature of the community. The Five Wounds Portuguese National Church is a historic City Landmark and a symbol of the long-standing Portuguese presence in the area. Therefore, this Village Plan incorporates a building height policy to protect the visual prominence of the Church structure.

Figure 2
Roosevelt Park Village Height Diagram



Building Height Policies

<u>Building Height Policy 1:</u> Accommodate high-density and intensified uses along East Santa Clara Street in multi-story buildings that are compatible with the surrounding neighborhoods.

<u>Building Height Policy 2:</u> New development in the Roosevelt Park Urban Village shall not exceed the height limits as indicated on the Roosevelt Park Village Height Diagram (see Figure 2), except as allowed per Height Policy 3.

<u>Building Height Policy 3:</u> Limited projections of non-habitable architectural elements, mechanical and equipment rooms, and special architectural treatments (e.g., chimneys, weather vanes, cupolas, pediments, etc.) shall be permitted above the maximum height limit by a maximum of 10 feet. Such projections shall not effectively create an overall building elevation that is greater than the established height limit (as shown in Figure 2) and only allow limited projections of non-habitable architectural elements, mechanical and equipment rooms, and architectural treatments to extend over the maximum height limit as allowed per San José Municipal Code Section 20.85.040, as may be amended in the future.

<u>Building Height Policy 4:</u> New development in Subarea D, the former Empire Lumber site (located on the south side of East Santa Clara Street, north of Shortridge Avenue and between South 26th Street and South 28th Street) shall be designed such that views of the Five Wounds Portuguese National Church will be maintained for a majority of the neighborhood located to the south and southwest of the site. No more than 50 percent of the footprint of Subarea D shall contain, in total, building height that exceeds 55 feet. Buildings over 55 feet in height shall provide a height and massing study to demonstrate how the views of the Church will be maintained, particularly from the south and southwest. Furthermore, new projects proposed within Subarea D over 55 feet in height must provide detailed visualizations of the proposed project that show how the views of the Five Wounds Church will be maintained for the neighborhoods located to the south and southwest of the church.

<u>Building Height Policy 5:</u> All portions of buildings over 55 feet in height shall be stepped back from the lower portion of the building such that the massing of the building does not overwhelm the sidewalk and the street.

<u>Building Height Policy 6:</u> New development adjacent to property with an existing single-family residence or with a General Plan land use designation of Residential Neighborhood with a density of 8 dwelling units to the acre or less, shall step down in height to 35 feet within 20 feet of such single-family properties, measured from the shared property line.

<u>Building Height Policy 7:</u> The height of new development on properties adjacent to, and in the vicinity of the Five Wounds Portuguese National Church, including Subarea D, should protect the visual integrity and prominence of the Church structure.

B. ARCHITECTURE

Building architecture, when thoughtfully designed, can have a positive effect in shaping the identity of a district. This Village Plan intends that new buildings are of a high-quality design that enhances the positive sense of place in Roosevelt Park and contributes to its economic and social vitality. While the policies below provide a great degree of flexibility, the community has expressed a strong preference for buildings built in a Mediterranean architectural style or other architectural styles that reflect the Portuguese, as well as the Mexican heritage of the area.

Architecture Policies

Architecture Policy 1: Ensure that the design of new development in the Roosevelt Park Urban Village is of a high standard and contributes to the positive image and vitality of the corridor.

Architecture Policy 2: New development along East Santa Clara Street is encouraged to be built in a Mediterranean or other similar architectural styles that reflect the ethnic heritage of the area.

Architecture Policy 3: To create a visually rich and interesting built environment, articulation of building façades (including incorporation of high-quality material) and variations in building planes and roof lines are encouraged in new development. New buildings should avoid a monolithic appearance.

Architecture Policy 4: Larger buildings should include changes in building plane and roof lines to reflect individual units or tenant spaces so that the overall building mass is broken down and is viewed as several small buildings. Buildings wider than 75 feet should be subdivided into portions or segments that read as distinct volumes, like a series of building fronts, of a maximum 50 feet in width.

Architecture Policy 5: New development should include decorative elements on building façades and entryways, and are encouraged to integrate unique, artisan and artist-designed elements into façades and public spaces that contribute to a Mediterranean or other similar architectural style.

Architecture Policy 6: New development should use high-quality, durable building materials on buildings, and in publicly-visible areas.

C. STREET FRONTAGE

For a pedestrian on the sidewalk, the most important element of a building is the design of the ground floor. This Village Plan establishes the following policies to guide the sidewalk-level design of new buildings along East Santa Clara Street to ensure that development contributes to a positive walking experience.

Street Frontage Policies

Street Frontage Policy 1: Provide a comfortable and visually engaging pedestrian environment through the creation of an inviting pedestrian-oriented building street frontage.

Street Frontage Policy 2: At least 70 percent of any building frontage on the ground floor along East Santa Clara Street should be devoted to windows and entrance areas.

Street Frontage Policy 3: Large blank walls are discouraged along East Santa Clara Street, 24th Street and 28th Street, and adjacent to public spaces such as plazas. Where solid walls adjacent to sidewalks are necessary, the walls should include architectural elements, landscaping, and/or murals to add visual interest and soften the visual impact.

Street Frontage Policy 4: High visibility from the sidewalk into the interior of retail shops is encouraged through use of transparent openings and windows in building façades.

Street Frontage Policy 5: The installation of awnings and canopies is encouraged in commercial areas to create shelter and shade for pedestrians. Bulky awnings that obscure views of building façades are discouraged.

Street Frontage Policy 6: The use of tinted and reflective windows on the ground floor is discouraged.

Street Frontage Policy 7: All ground floor commercial space fronting on East Santa Clara Street, should have at least one primary building entrance along and accessible from the adjacent public sidewalk.

D. SETBACKS AND BUILDING PLACEMENT

In addition to the design of a building's façade, the placement of a building on a property can also significantly contribute towards, or detract from the pedestrian environment.

Many of the buildings in the Roosevelt Park Urban Village, largely built prior to World War II, have been constructed adjacent to the sidewalk, with the main entrance and windows facing the street and sidewalk. Parking, when provided, is located on the side or behind the building. While this Village Plan envisions significantly denser development than the one- and two-story

commercial buildings that currently exist, new development should replicate the existing pedestrian-oriented setbacks, building placement and site design of many of these older commercial buildings.

Setback Policies

Setback Policy 1: Establish a consistent "building-defined" street edge with pedestrian-oriented, street-facing development along East Santa Clara Street with building façades located adjacent to the sidewalk.

Setback Policy 2: New buildings along East Santa Clara Street should be built adjacent to the sidewalk, with zero or minimal front and side street setbacks for the majority of the front or side building façades.

Setback Policy 3: Greater setbacks along a public right-of-way should be accommodated in order to: (1) provide any additional needed pedestrian walkway/sidewalk to widen the public right-of-way to the desired consistent sidewalk width of 15 feet; (2) provide one or more recessed pedestrian entries at the ground level; (3) a plaza; (4) to accommodate pedestrian ramps for compliance with the Americans with Disabilities Act (ADA); or (5) residential balconies at the elevation of the second finished floor or above.

Setback Policy 4: Parking lots or structures should be located behind buildings or underground, and surface parking should not be located directly adjacent to East Santa Clara Street.

Setback Policy 5: Parking areas that are located at the side of a building, adjacent to East Santa Clara Street, should not occupy more than 30 percent of a given property or project's street frontage along East Santa Clara Street. For corner properties, parking areas should not be located adjacent to an intersection.

E. GATEWAYS

The purpose of a Gateway is to provide an Urban Village identifier that announces that one is entering a distinct district. A Gateway feature is envisioned to be placed only near the western edge of the Roosevelt Park Urban Village area and not near the eastern edge. This is done to not compete or be confused with the Little Portugal Gateway feature that is planned near the area where these two Urban Villages abut each other.

A Gateway would not need to include a formal or traditional column-like structure, but instead could include distinctive architectural elements on buildings, public art, landscaping, and/or paving treatments. A Gateway could also include signage identifying the Urban Village, consistent with the City's Sign Ordinance, Title 23, as may be amended in the future. As with the streetscape amenities discussed below, it is not anticipated that the City will have funding

available for development of a Gateway, so funding will likely need to be secured through grants or private sources. As the adjacent properties redevelop, some gateway elements could potentially be funded by developers and integrated into their proposed development.

All community identification and wayfinding signage and systems must conform with the City Council Policy 9-3, Community Identification Signs and Wayfinding.

Gateway Action

Gateway Action 1: *When new development is proposed at the western edge of the Roosevelt Park Urban Village boundary, near Coyote Creek, work with the property owners and developer to incorporate Gateway elements adjacent to East Santa Clara Street into their project.*

STREETSCAPE

<u>Streetscape Goal:</u> Create an attractive pedestrian-friendly street environment that contributes to the positive identity of the Roosevelt Park Urban Village, encourages walking, bicycling, and transit ridership, and acts as a catalyst for private investment and business activity.

The character of the street and sidewalk play an important role in defining the identity of a place and in creating an environment where people feel comfortable walking and frequenting shops and services to meet their daily needs. Establishing an attractive and interesting streetscape in the Roosevelt Park Urban Village (Urban Village) will help create a place where people want to socialize, shop and live, and therefore, a place where businesses want to locate and invest. This Chapter identifies improvements and design elements within the public right-of-way that will, in conjunction with new high-quality development, promote the success of the Urban Village.

A. STREET TREES

Street trees provide many benefits to an urban corridor. Street trees make an area more attractive, contributes towards the corridor's positive identity and thereby encouraging private investment, increasing the flow of customers to businesses, and potentially increasing property values. Street trees create inviting pedestrian areas that encourage walking by providing shade from the sun and a physical and visual barrier between pedestrians and the automobile activity on the street. In addition, street trees can increase pedestrian safety and reduce traffic noise by causing motorists to perceive a narrower street and reduce speed. Trees, large canopy trees in particular, produce shade which can reduce building energy costs by naturally reducing the need for air conditioning. Trees improve air quality by filtering particulates from the air.

East Santa Clara Street, between U.S. 101 and North 17th Street, has a consistent row of London Plane street trees on both sides of the street that are beginning to mature and provide a wide canopy of shade. These trees should be maintained. When new or replacement trees are planted along East Santa Clara Street, these should also be London Plane trees, or other varieties that are appropriate for a street environment and which can thrive in San José's Mediterranean climate. Where space allows, new or replacement street trees should grow to provide a large shade canopy over the sidewalk when mature.

Street Tree Policies

<u>Street Tree Policy 1:</u> Maintain a consistent row of street trees along East Santa Clara Street that provides a wide and dense canopy of shade over the sidewalk and extends over the street.

<u>Street Tree Policy 2:</u> Where possible and appropriate, expand the existing street tree canopy along East Santa Clara Street by planting additional street trees.

B. STREETSCAPE AMENITIES

The *Bay Area Rapid Transit (BART) Station Area Community Concept Plan* identified a number of public amenities recommended to be included in the Roosevelt Park Urban Village. These improvements include self-cleaning public restrooms, pedestrian-scale lighting, drinking fountains, historic placards, street banners, and attractive and numerous trash and recycling receptacles. In addition, attractive landscaping within the "park" strip between the sidewalk and the street curb could beautify the corridor. If designed and executed well, these types of amenities can create an inviting pedestrian environment that could result in more community activity and business patronage along the corridor, which in turn could catalyze more private investment.

It is not anticipated that the City of San José will be able to provide or directly fund most of the amenities identified by the community, or maintain them if capital funds are secured, due to anticipated ongoing City budget limitations. Nevertheless, funding for the installation and maintenance of some of the identified streetscape elements could be provided by property and business owners through a special financing district, established through approval by property and/or business owners. The City's role in installing these amenities would primarily be to work with property and business owners to facilitate their installation and maintenance, and identify and pursue opportunities as they arise. Some streetscape amenities could also be installed as part of the construction of new private development along East Santa Clara Street, through the City and community's successful negotiation with developers during the land use entitlement process.

One possible tool for developing some desired streetscape amenities is the City's Public Arts Program. If streetscape elements such as street banners, street furniture, pedestrian-scale lighting, historic placards, and the like are designed by artists as unique but functional public art pieces, existing and proposed sources of public art funding could potentially be used for their installation, as discussed in the Public Arts section below.

Another possible funding source for streetscape amenities could be the establishment of a Parking Improvement District. The establishment of a parking district would require agreement of businesses along East Santa Clara Street and would involve the installation of parking meters. Revenue collected from the meters could be dedicated to those improvements identified within the District, and managed by the business owners through a business association. An action to

explore establishment of a Parking Improvement District as the area begins to redevelop and business activity increases is included below in the Parking section.

Streetscape Amenities Policies

Streetscape Amenities Policy 1: Develop streetscape amenities along East Santa Clara Street that contribute to the positive image of the corridor, support the businesses, and create an attractive and comfortable pedestrian and shopping environment.

Streetscape Amenities Policy 2: Work with business and property owners, through the East Santa Clara Street Business Association, to identify funding strategies and opportunities for the installation and maintenance of streetscape amenities and landscaping along East Santa Clara Street.

Streetscape Amenities Policy 3: When funding becomes available, work collaboratively with property and business owners to identify a prioritized list of streetscape amenities and develop improvement plans for priority improvements, as needed.

C. PUBLIC ART

Public art throughout the Roosevelt Park Urban Village can play a key role in reinforcing the visual identity of the area, celebrating its diverse cultural history, and providing significant added value to both public infrastructure and private development. Public art could occur as stand alone art pieces; however, it is envisioned to be integrated into the streetscape and buildings and to play a functional and not just aesthetic role. Examples of functional public art include street furniture, street or building lighting, paving treatments, bicycle racks, tree guards and grates, and gateway elements such as columns and landscaping. While this Village Plan does not limit the development of public art pieces to local artists, it does encourage consideration of local artists in the selection process and encourages the development and retention of local talent.

There are some limited funding mechanisms for public art. One, which applies only to public projects on City property, is the “percent for art” program. A “percent for art” is an allocation of one percent of all capital project costs for the design, fabrication, and installation of public artworks to enhance the design and add to the character of the community served by the capital improvement. Percent for art funds within the City of San José are managed by the Public Art Program/Office of Cultural Affairs in collaboration with stakeholders and capital project managers. Public projects that are developed by outside agencies could also contribute to public art; however, a public arts contribution would have to be negotiated on a case-by case basis. The City has negotiated with the Valley Transportation Authority (VTA) for funding for

public art along the East Santa Clara and Alum Rock Avenue corridor as part of the Bus Rapid Transit project.

A potential funding source for public art that should be explored is the establishment of a percentage for art program from new private development projects. The percent for art for private development would be calculated based on estimated building valuation calculated at the time of permit issuance. Such a funding tool could potentially be applied citywide, just to Roosevelt Park or to all Urban Villages and other growth areas. Regardless of how widely such a funding tool would apply, the funds collected in a given area would need to be spent within that area.

Another potential funding source for public art in the Roosevelt Park Urban Village, as well as, for other physical improvements and for streetscape maintenance, could be the establishment of a special financing district. Such a district would need to be established by a vote of the property owners and/or business owners, depending on the financing mechanism. While the City would need to manage the process to establish a district, the property and/or business owners would need to express interest in initiating the process.

In addition to special financing districts or requirements for private contributions towards public art, developers can be encouraged, through the entitlement process, to integrate unique and/or artist-designed building and site elements into their projects. Private art must be publicly viewable.

Public Art Policies

Public Art Policy 1: Create an attractive and culturally rich environment that helps to establish a unique identity for East Santa Clara Street by integrating public art and artist-designed elements into both the public and privately built environment.

Public Art Policy 2: Continue to collect the one percent for art from public projects on City-owned property and allocate money collected within or proximate to the Roosevelt Park Urban Village to public arts projects within this Urban Village.

Public Art Policy 3: Integrate public art and artist-designed streetscape elements, such as street furniture, bicycle racks, tree wells, and pavement treatments, into the streetscape and public right-of-way along East Santa Clara Street.

Public Art Policy 4: Encourage the integration of unique and artist designed elements into private development. Examples of such elements could include façade treatments, building lighting, awnings, roof accents, pavement treatments etc. Private art must be publicly viewable.

The following action items are contingent upon receipt of future funding.

Public Art Action

<u>Public Art Action 1:</u> Explore establishment of a public art fee, perhaps through a special arts district, on new private development in the Roosevelt Park Village to fund the development of public art in this area and consider establishing this funding mechanism as a pilot project that could be expanded to other Urban Villages and growth areas identified in the Envision San José 2040 General Plan.

PEDESTRIAN CIRCULATION

Pedestrian Circulation Goal: ***Create a safe, attractive, and inviting pedestrian environment that provides direct and convenient pedestrian access within the Urban Village and between the Urban Village and the surrounding neighborhoods.***

A key goal of the Envision San José 2040 General Plan and this Village Plan, is to create an urban fabric where walking is a convenient way to get from one place to another, and where the built environment is refocused from the automobile towards the pedestrian or cyclist. Roosevelt Park should be a place where people are encouraged and feel comfortable walking within the Urban Village, and where surrounding community members are encouraged to walk from their homes to the Urban Village. This section focuses on the pedestrian infrastructure that is needed to create a successful walkable Urban Village.

This Village Plan does not address automobile circulation because automobile circulation improvements were not identified as part of the CommUniverCity planning process, and some minor automobile circulation modifications along East Santa Clara Street were done as part of the Santa Clara – Alum Rock Bus Rapid Transit (BRT) project. This Village Plan also does not suggest additional bicycle circulation improvements within the Urban Village corridor largely because there is not sufficient right-of-way along East Santa Clara Street to accommodate enhanced bicycle facilities, particularly with the BRT project. Consideration for enhancing bicycle routes on parallel streets should be given.

A. SIDEWALKS

The existing sidewalks along East Santa Clara Street are generally 10 to 12 feet wide (measured from the inside edge of the curb inward and includes street tree wells). To achieve the goal of a 15-foot-wide sidewalk, existing sidewalks should be maintained, and existing narrow sidewalks should be expanded. New development on East Santa Clara Street should be set back from the property line to provide the additional needed pedestrian walkway. Setback areas should be paved to match the sidewalk in the public right-of-way to give the appearance of a broad sidewalk.

Sidewalk Policies

Sidewalk Policy 1: Facilitate an inviting and comfortable pedestrian environment by maintaining and developing, where needed, wide sidewalks in the Roosevelt Park Urban Village.

Sidewalk Policy 2: To expand existing sidewalks to 15 feet or more in width, new development on East Santa Clara Street should be set back from the property line to provide the additional

needed sidewalk. Setback areas should be paved to match the sidewalk in the public right-of-way to give the appearance of a singlewide sidewalk.

B. PEDESTRIAN FACILITIES

Prior to the start of the final design of the Bus Rapid Transit (BRT) project, the community identified a number of pedestrian improvements along East Santa Clara Street, including the need for enhanced crosswalks, pedestrian refuge areas at crossings, as well as sidewalk bulb-outs, or curb extensions at intersections that shorten intersection crossings for pedestrians. The BRT project includes some but not all of these enhancements. With the exception of pedestrian refuge area, opportunities for the installation of these enhancements could occur in the future; the narrow width of East Santa Clara Street does not provide space for pedestrian refuge areas in the middle of the street, or center medians. Each one of these enhancements is discussed below.

1. CORNER CURB BULB-OUTS

Given the geometry of the roadway, the width of East Santa Clara Street, and the BRT project, bulb-outs for crossings on East Santa Clara Street are not likely feasible. If bulb-outs are installed, drought tolerant landscaping and art elements within bulb-outs are preferred over hardscape. Landscaping would need to be low in height to not interfere with the line of sight for approaching motorists. A maintenance program would also need to be established before landscaping could be installed, and such a program would likely need to be financed by surrounding businesses and property owners through the establishment of a business assessment district and/or another private funding source.

2. CROSSWALKS

The BRT project includes enhanced crosswalks along East Santa Clara Street at controlled (i.e. signalized) intersections. In the BART Station Area Community Concept Plan, the community recommended that the existing crosswalks along East Santa Clara Street be enhanced to be wider and more visible. Enhanced crosswalks could consist of attractive stamped concrete that is colored differently from the surrounding pavement. This treatment would effectively communicate to motorists the presence of a crosswalk and the pedestrian presence. Another possible treatment is the installation of inlaid thermo-plastic material that is imprinted into the street asphalt. This treatment is relatively affordable and has more permanence than the standard painted crosswalks that can fade quickly with heavy traffic. The City's Department of

Transportation will work with the VTA's BRT project team to select the best treatment for crosswalks that will achieve the visibility desired by the community while also having low maintenance costs.

Pedestrian Facilities Policies

Pedestrian Facilities Policy 1: Create a comfortable, safe, and inviting walking environment by developing pedestrian improvements such as bulb-outs, pedestrian refuge areas, and enhanced crosswalks along East Santa Clara Street.

Pedestrian Facilities Policy 2: Pursue opportunities, when they arise, for the installation of curb bulb-outs in locations that are feasible and do not interfere with the operation of the Bus Rapid Transit System.

The following action item is contingent upon receipt of future funding.

Pedestrian Facilities Action

Pedestrian Facilities Action 1: Install wide and highly-visible crosswalks across and along East Santa Clara Street to contribute to an attractive streetscape and a comfortable and safe walking environment.

PARKING

A. PARKING COMPONENT

***Parking Goal:* Effectively manage the supply and demand for parking to ensure a sufficient amount of parking to meet the needs of businesses and residents, while ensuring that an oversupply of parking is not created which would detract from the pedestrian environment, the development potential of the East Santa Clara corridor, and the overall vitality of the Roosevelt Park Urban Village.**

Providing sufficient parking for customers and residents will be essential to the creation and continued success of a vibrant Urban Village, particularly one surrounded by largely suburban development. While it is anticipated that a significant number of people will walk, ride bicycles, or take transit to the Roosevelt Park Urban Village in the future, many will also want to drive some or most of the time. In addition, many new residents will still own a car. Nevertheless, the goal is to create a pedestrian-friendly and more urban environment in the Urban Village. The provision of large quantities of off-street parking, particularly in highly-visible areas along East Santa Clara Street, will detract from the type of urban and walkable environment that this Village Plan and the community intend to achieve. The goal of this Village Plan is to effectively balance the demand for parking with the supply provided by new development and on public streets.

Accommodating automobile parking consumes a significant amount of land that could be used for new development, landscaping, open space, and pedestrian circulation areas. For example, a typical modern suburban development in San José often has more than three times as much land dedicated for off-street surface parking than is occupied by the commercial building the parking is intended to serve. Parking demands can, if not effectively managed and designed, detract from the goal of creating a walkable and vibrant Urban Village. Requiring suburban amounts of parking would also make it infeasible to redevelop most of the properties in the Roosevelt Park Urban Village with more urban and pedestrian-oriented development, given that these properties are typically small, and even if combined with adjacent properties, could not accommodate both significant new development and suburban levels of parking to serve that new development.

The parking policies included in this Village Plan are intended to reduce the amount of land dedicated to parking and thereby increase the amount of land available for other more active uses. At the same time, this Village Plan includes strategies to more efficiently manage both the off-street and on-street parking supply to ensure that the demand for parking by customers, residents, and employees is appropriately met.

One potential strategy to better manage the existing parking supply is to install parking meters. Parking meters, if priced correctly, can ensure that a portion of the on-street parking supply is always available for customers. To ensure that that customers are not parking in the adjacent neighborhoods or are discouraged from shopping in the Roosevelt Park Urban Village, the cost of parking should be set at a low price; however this price must also be set high enough to ensure that at least a small number of on-street spaces are always available, by discouraging motorists from using on-street spaces for long periods of time. With the establishment of parking meters, the City and business owners within the Urban Village should consider the establishment of a Parking Improvement District, which would set aside parking meter revenues for maintenance of the streetscape and/or the installation of streetscape amenities such as the ones discussed in the Streetscape section above.

To more effectively manage the supply of private off-street parking, this Village Plan encourages the sharing of parking between uses within a single development and between different uses on separate properties, through parking agreements amongst the private property owners. Different uses often have different peaks in their parking demand. For example, office uses typically need most parking from 8 a.m. to 5 p.m. during the weekday, and restaurants often need more customer parking on weeknights after 6 p.m. and on weekends. By encouraging these two different uses to share available parking, and not build dedicated spaces reserved exclusively for each use, the overall cost of development is reduced and more land can be dedicated to active, often revenue-generating uses.

This Village Plan does not recommend the development of a City-funded off-street parking lot or structure as a means to provide a shared parking area for private development. Constructing such a facility is not anticipated to be feasible given the high cost of parking development, the difficult finances of the City and the State's elimination of San José's Redevelopment Agency. While a special financing district could potentially provide some funds toward a public off-street parking facility, such a district would not likely generate enough money to construct an off-street parking facility, given the small size of the Urban Village and the limited number of properties and/or businesses that could potentially contribute.

Parking Policies

Parking Policy 1: Minimize the space demands of off-street parking through the efficient design (e.g. utilizing carlifts or tandem parking), provision and management (e.g. shared parking arrangements) of parking in new development and through the efficient management of on-street parking.

Parking Policy 2: *Encourage all new residential and non-residential development to provide no more than the minimum number of parking spaces required by the Zoning code, as may be amended in the future.*

Parking Policy 3: *Encourage new residential and commercial development to "unbundle" or separate the sale or lease price of private parking spaces from the sale or lease price of the residential unit or commercial tenant space.*

Parking Policy 4: *Encourage the sharing of parking between uses that have different peaks in parking demand throughout the Urban Village area within reasonable walking distance between the use that requires the parking and the off-site parking arrangement location.*

Parking Policy 5: *As part of the entitlement process, ensure that new development provides off-street bicycle parking spaces as required by the Zoning code, as may be amended in the future, and that the spaces are located conveniently to shoppers and other patrons.*

Parking Policy 6: *Support the use of car lifts in new development, valet parking, car sharing programs, and other creative techniques to reduce the amount of space dedicated to parking.*

The following action items are contingent upon receipt of future funding.

Parking Actions

Parking Action 1: *After significant new development occurs along the corridor, work with residents, and property and business owners to explore installing parking meters along East Santa Clara Street, as well as, along the portions of the cross streets within the Urban Village boundary.*

Parking Action 2: *With the installation of parking meters in the Roosevelt Park Urban Village, work with property and business owners to explore establishment of a Parking Improvement District and identify ways to manage and spend parking revenue within the District.*

Parking Action 3: *As funding opportunities arise, proactively install bicycle parking in the public right-of-way in front of existing development.*

Parking Action 4: *Propose a change to the Parking Chapter of the Zoning Ordinance that would eliminate the parking requirement for new uses established in historic structures that are listed on the City's Historic Resources Inventory. For example, the establishment of a use that is consistent with the zoning designation in the Mexico Theater structure, which is currently vacant and listed on the City's Historic Resources Inventory, would not be required to provide parking.*

URBAN PLAZAS AND TRAILS

<u>Urban Plazas and Trails Goal:</u> Maintain, enhance, and expand the opportunities for community recreation and interaction for both existing and future community members of Roosevelt Park.

The Roosevelt Park Urban Village and neighborhood surrounding the Urban Village are well served by parks and community spaces. The 11-acre Roosevelt Park and the Roosevelt Community Center are located at the western edge of the Urban Village and the East San José Carnegie Branch Library is located approximately in the center of the Urban Village. Given the proximity of these facilities to the Urban Village a traditional new park of at least one acre may not be necessary.

Given the existing presence of the Roosevelt Park and Community Center, and that there are limited opportunities for a new large traditional park in the immediate area, this Village Plan focuses on the development of new publicly-accessible, but privately-owned and maintained plazas that are integrated into new urban development. These urban plazas would not provide the typical range of recreational opportunities found in the City's parks, but instead would be publicly-accessible areas framed by commercial and mixed-use development that provide opportunities for community celebrations and gatherings, informal interaction by neighbors, and events such as farmers' markets.

This Village Plan also supports the development of both the Five Wounds Trail and the Coyote Creek Trail as regional transportation and recreation corridors that would serve the Roosevelt Park community. The Five Wounds Trail, located at the eastern edge of the Urban Village, is an identified future trail in the City's trail program. This trail would provide the Roosevelt Park community with a direct bicycle and pedestrian connection to Kelly Park and the future Five Wounds and Berryessa BART stations. The alignment of this trail proceeds along the former Western Pacific Rail Road corridor adjacent to 28th Street. The Coyote Creek Trail, located at the western edge of the Urban Village, is also a trail that is identified as a future trail in the City's trail program. The Coyote Creek trail is envisioned as a 'creek' trail that will provide opportunities for interpretation, education, and physical fitness for trail users and school groups. The alignment of this trail proceeds on-street along South 19th Street from the south to East Santa Clara Street. This alignment connects back to the Coyote Creek at Roosevelt Park.

Both privately-funded plazas and the Five Wounds and Coyote Creek Trails can be opportunities to celebrate community identity and history through art or artisan-designed elements.

A. URBAN PLAZAS

Opportunities for the development of new urban plazas will occur as properties along East Santa Clara Street redevelop with higher-intensity uses. Urban plazas should be designed to provide visually engaging gathering spaces for community members to socialize informally and a space for neighborhood events. These plazas could also be used for commercial activity (including outdoor seating for restaurants and café s), food carts and small farmers' markets. The plaza should be framed and surrounded by businesses that could potentially expand seasonally onto the plaza to serve as "eyes" on the plaza to ensure a more secure operation. While larger plazas of 15,000 to 20,000 square feet are desired and would provide the most flexibility in use, the small size of existing parcels along East Santa Clara Street will likely result in plazas that are significantly smaller. Nevertheless, the minimum size of private, but publicly-accessible plazas should be 2,000 square feet, which would provide sufficient space for street furniture, trees and landscaping, public art, and small community gatherings or events.

Outside of Downtown and Santana Row, few urban plazas have been successfully developed in San José. Because of capital, operational and maintenance constraints, the City is not likely to finance construction of plazas within the Roosevelt Park and other Urban Villages. Urban plazas would need to be developed and maintained by private developers and private associations and organizations. The City and the community will need to work with private developers, as projects are proposed, to facilitate the development of public plazas, including any public art requirement. The City's Parkland Dedication Ordinance (PDO) requires that new residential or mixed-use residential commercial development either dedicate land for public parks, pay an in-lieu fee of dedication, construct new park facilities, or provide a combination of these options. The total funding obligation is based on the number of residential units built. The PDO ordinance allows residential or residential mixed-use developments to receive up to a 50 percent credit toward meeting the park funding obligation by providing private, but publicly-accessible plazas. It must be noted that currently, plazas or portions of plazas that are counted towards meeting a development's park obligation cannot be used for or include commercial uses.

While this Village Plan supports locating publicly-accessible plazas in any location along East Santa Clara Street, the community's preference is for a plaza to be located adjacent to the Five Wounds Trail on the south side of East Santa Clara Street, on the Empire Lumber site. This urban plaza may be constructed within the footprint of the VTA owned right-of-way property as part of the future development of the Five Wounds Trail, so long as the street-level design of the adjacent Subarea D development appropriately supports and accommodates the development that plaza. A plaza at this location would have good visibility, as it would serve as an enlargement of the open space area associated with the Trail area. This location could also contribute towards the area's strong, positive, and unique identity.

Urban Plaza Policies

Urban Plaza Policy 1: *Create attractive and vibrant urban plazas that are publicly-accessible, but privately-owned and maintained that will provide space for community members to casually interact with each other and for community activities.*

Urban Plaza Policy 2: *Integrate publicly-accessible, but privately-owned and maintained plazas into new development along East Santa Clara Street.*

The following action item is contingent upon receipt of future funding.

Urban Plaza Action

Urban Plaza Action 1: *Explore policy or ordinance changes that would facilitate the development and maintenance of privately-owned plazas within Urban Villages and other growth areas throughout the City*.

B. FIVE WOUNDS TRAIL

The former Western Pacific Railroad's San José spur line bisects the Five Wounds/Brookwood Terrace Strong Neighborhoods Initiative Area and is located at the eastern boundary of the Roosevelt Park Urban Village boundary. This railroad line could provide potential bicycle and pedestrian connections from Five Wounds/Brookwood Terrace community to the planned Berryessa BART Station at the San José Flea Market site north of U.S. Highway 101, the planned 28th Street BART station north of the Five Wounds Church, and Kelley Park to the south. In addition, the trail will provide connections to the planned Lower Silver Creek Trail, the planned Three Creeks Trail (also on the former Western Pacific right-of way) and an expanded Coyote Creek Trail. This interconnected trail system would be a component of the City's planned 100-mile trail network and serve recreational and commute needs beyond those of Roosevelt Park and surrounding communities.

Completion of the Five Wounds Trail is a priority for the community, and design concepts for the Trail were developed in the BART Station Area Community Concept Plan. The trail is intended to be a regional trail facility that would provide recreational opportunities and an improved bicycle transportation corridor for people living and working within and adjacent to this Urban Village.

Only a portion of the anticipated Parkland Dedication Ordinance (PDO) fees generated from new residential and mixed-use development can be allocated to private plazas, so there remains a question as to where to allocate the balance of the PDO fees collected in the Roosevelt Park Urban Village. This Village Plan recommends consideration of a reserve fund where PDO monies collected could be earmarked for the future development of the Five

Wounds Trail. Upon evaluation of priority park projects as park impact fees are collected within, or in vicinity of, the Roosevelt Park Urban Village, the Director of Parks, Recreation and Neighborhood Services could recommend establishment of a Five Wounds Trail reserve within the Parks Trust Fund with the intent to develop the Five Wounds Trail.

It must be noted that the Five Wounds Trail is presently listed as an unfunded second-level priority in the City's 2009 Council Adopted Greenprint for Parks, Recreation Facilities and Trails. The trail is a second level priority in part because of the significant funding and land purchase requirements for the project and the anticipation that it will take many years to complete the project.

The following action items are contingent upon receipt of future funding.

Trail Actions

Trail Action 1: Develop the former Western Pacific Railroad line into a multi-use trail that provides bicycle and pedestrian connections to Kelley Park and the planned 28th Street and Berryessa BART stations, Lower Silver Creek Trail, and Coyote Creek Trail.

Trail Action 2: Continue to pursue opportunities with VTA and the County to fund and develop the Five Wounds Trail from the planned Berryessa BART station to Kelley Park, building the trail in phases if needed.

Trail Action 3: Consider establishing a Five Wounds Trail reserve within the Parks Trust Fund in which PDO monies from development occurring in the Roosevelt Park Urban Village could be set aside for the development of the Five Wounds Trail.

Trail Action 4: In the development of the Rail-Trail, consider and incorporate, where feasible, the concepts and design recommendations of the Five Wounds/Brookwood Terrace BART Station Area Community Concept Plan.

IMPLEMENTATION

This Chapter provides the framework for the implementation of the Roosevelt Park Urban Village Plan (Village Plan). The private development community will play a key role in the implementation of this Village Plan as it relies on development investment within the Village Plan area to achieve the identified improvements and many of the Village Plan's goals. While some sites in the Village Plan may generate early development interest, others could take significantly longer and implementation of the entire Roosevelt Park Urban Village (Urban Village) could take many years. Continued community interest and political will is needed for the Urban Village to become the engaging, mixed-use, walkable, bikeable, and well-designed neighborhood that creates the sense of place that is envisioned in the Village Plan.

The City of San José (City) does not have the level of resources needed to achieve the capital improvements identified in this Village Plan. Implementation topics covered in this Chapter include:

- Consistency with the Envision San José 2040 General Plan
- Land Use Regulation
- Zoning
- Affordable Housing
- Implementation Priorities, Policies, and Actions

Consistency with the Envision San José 2040 General Plan

The Roosevelt Park Urban Village Plan is consistent with the Envision San José 2040 General Plan (General Plan), and furthers implementation of the General Plan's Urban Village Major Strategy. The Urban Village Major Strategy was established as the policy framework to focus new job and housing growth to create walkable and bike friendly urban villages with good access to transit, services, amenities, and other existing infrastructure and facilities.

This 51-acre area is considered one of the main connections between East San José and the adjacent East Santa Clara, Roosevelt Park, 24th & William, and Five Wounds Urban Villages, and the City's Downtown. East Santa Clara Street is one of seven "Grand Boulevards," which stands out as having great potential to connect City neighborhoods and to contribute to the City's overall identity through cohesive design. Due to its importance as a major transportation route, and because of the land uses it supports, this Grand Boulevard plays an important role in shaping the City's image for its residents, workers, and visitors with the potential to act as a major urban design catalyst at a citywide scale. The Valley Transportation Authority's (VTA) Bus Rapid Transit (BRT) service runs down East Santa Clara Street, connecting East San José to Downtown San José's Diridon Station, and then continuing northwest along El Camino Real to

Palo Alto. Given this location and access to transit, the Roosevelt Park Urban Village area is anticipated to experience significant new development and growth in the coming years.

Land Use Regulation

The Roosevelt Park Village Plan is a long-term plan for new development within the Village Plan area and has the same implementation timeframe as the General Plan. New development within the boundaries of the Urban Village must conform to the standards included in this Village Plan, the most important of these standards being land use. The City of San José has the following two primary land use controls (among others such as specific plans, area development plans, etc.) that guide future development: 1) General Plan Land Use Designations, and 2) Zoning Districts found in Title 20 of the Municipal Code. With the adoption of this Village Plan, the land use designations identified on the Land Use Diagram of this document are also incorporated into the General Plan Land Use/Transportation Diagram. Any future changes to the land use designation in the Village Plan will require an amendment to the General Plan Land Use/Transportation Diagram.

The General Plan land use designation identifies locations, types, and intensities of future development. New development is required to conform to the General Plan land use designation, which may require a rezoning of the property as part of the entitlement process for a proposed project; this Village Plan does not change the Zoning Districts to be consistent with the land use designations in this Village Plan and the General Plan.

Zoning

Rezoning may be required for consistency with the land use designations.

Affordable Housing

Providing more affordable housing is one of the greatest challenges facing San José and providing affordable housing within the Urban Villages is a major goal of the General Plan. In addition, the Village Plan also contains a policy to integrate affordable housing within the Urban Village.

There are both financing and programmatic tools available to increase the amount of affordable housing in San José. The financing tools include Tax Exempt Bond Financing, where developers of mixed-income or 100% affordable rental properties can work with the City to issue tax-exempt bonds, the proceeds of which are administered as loans by conventional lenders. Developers that build 100% income-restricted housing can assemble a variety of funding sources to finance their project, including federal and State low-income housing tax credits, tax-exempt bond financing, federal project-based rental vouchers, and low-cost “soft” financing subsidies from the City, County, State, and the Federal Home Loan Bank. The

availability of some tax credits and most subsidy sources is typically very limited and not predictably available in all locations or at a large scale.

Two programmatic tools that support the development of affordable housing are the City's Inclusionary Housing Ordinance and the Affordable Housing Impact Fee. Developers may satisfy their Inclusionary Housing requirement for market rate rental or for-sale units (when building 20 or more units) by providing a percentage of affordable homes on-site within their projects, or through a variety of developer options including off-site construction of affordable units, payment of the in-lieu fee, dedication of qualifying land in lieu of construction, purchasing surplus inclusionary housing credits from another developer, the acquisition and rehabilitation of existing units, providing deed-restricted units that are available to lower-income households through agreement between the developer and the U.S. Department of Housing and Urban Development, or any combination of these methods that will achieve the requisite amount of affordable housing. Because of litigation over the validity of this ordinance, the City was only able to implement this requirement in 2016 after it prevailed in the lawsuit.

With regards to market-rate rental housing, the City Council adopted the Affordable Housing Impact Fee (AHIF) Program on November 18, 2014, and which took effect on July 1, 2016. AHIF requires new market-rate rental housing developments with between three to 19 rental residential units to currently pay a one-time Affordable Housing Impact Fee as determined by the adopted ordinance, as may be amended in the future. The City will use collected fees to subsidize the development of restricted affordable housing in San José for units serving prescribed income levels. While sources of funding now exist for creating more affordable housing, additional measures are needed to encourage its production.

Urban Village Implementation

Parks and Plazas

The goal of maintaining, enhancing, and expanding parks and plazas within the Plan area is discussed in the Parks, Plazas, and Placemaking Chapter of the Village Plan. Public parks and plazas are overseen by the City's Department of Parks, Recreation, and Neighborhood Services (PRNS). PRNS has a number of approaches to the development and financing of new public parks and plazas, all of which contribute to the PRNS's Capital Improvement Program (CIP):

- The Parkland Dedication (PDO) and Park Impact (PIO) Ordinances.
- Construction and Conveyance Taxes (C&C).
- Outside funding sources from grants, gifts, and other agencies like the County and State.
- Cooperative and Joint Use Agreements (most often with school districts or other public agencies).

- Bond Funding (when available).

The PRNS CIP implements the Parks and Community Facilities component of the City's adopted Capital Budget, which is approved by Council each June for the following fiscal year. The CIP is comprised of park, trail, and recreation facility projects throughout the City and is planned over a five-year forecast; the most recent 2016-2021 Adopted CIP includes approximately $309 million in open space and park projects. Projects within the CIP are financed through a variety of funding mechanisms, described below. The City is, however, constantly in search of new tools to improve the City's park, trail, and recreational facilities, as well as vital services offered through PRNS.

Streetscape Amenities and Circulation Improvements

Street and public infrastructure projects will need to be financed and implemented through a combination of public and private funding mechanisms. Through the entitlement process for new construction, a developer will be required to plant street trees where they do not exist in front of their development, as well as dedicate right-of-way as necessary for the widening of the sidewalk. In some instances, private developers could propose funding identified improvements because these improvements would add substantial appeal to their projects. Such improvements could include special pedestrian scale streetlights, sidewalk furniture, corner curb bulb-outs, enhanced landscaping or public art. Street improvements could also include Green Infrastructure. Green Infrastructure incorporates stormwater management techniques into the built environment through enhanced landscaping and pervious surfaces rather than channeling water and runoff directly to the storm drain system.

Regional, State and federal funds are another potential funding source for the implementation of streetscape and circulation improvements. These sources do not, however, typically fund all on-going maintenance costs. To fund maintenance costs, as well as the capital improvement costs for additional services required by new development, a Special Financing District could be formed for the Roosevelt Park Urban Village.

Public Art

The integration of public art within this Urban Village is a placemaking strategy of the Village Plan. Public art can play a key role in reinforcing the visual identity of the area and add significant value to both public infrastructure and private development.

The City's public art program adds one percent of all eligible City of San José capital project costs towards the design, fabrication and installation of public artwork to enhance the design and add to the character of the community served by its capital improvements. Public art funds within the City are managed by the Public Art Program/Office of Cultural Affairs, and specific projects are implemented in collaboration with stakeholders and capital project managers. Public art projects that are developed by outside public agencies could also contribute to public

art; however, a public arts contribution would have to be negotiated on a case by case basis. For example, VTA funded the public art enhancement program as part of the Bus Rapid Transit project along the East Santa Clara Street and Alum Rock Avenue corridor.

The inclusion of public art and public art maintenance into private development projects is highly encouraged, and is a demonstrated benefit for developers. However, for this Urban Village to meet its public art goals, additional funding sources or strategies need to be identified.

A Special Financing District, such as a Business Improvement District, which has been established in Downtown San José and the Willow Glen neighborhoods, could be a resource for the creation and maintenance of public art and other amenities.

A. IMPLEMENTATION PRIORITIES

It is anticipated that there will continue to be strong interest in building new housing in San José and in the Roosevelt Park Urban Village area. The following is the list of public improvements and amenities that are desired by the community.

Affordable Housing

Market rate projects could provide affordable housing units above and beyond City ordinance requirements, however, these affordable housing units are not considered amenities that can be counted towards the Village Amenity Contribution.

Five Wounds Trail Improvements

Development of the Five Wounds Trail is a high priority Urban Village Amenity for which there is limited funding. Residential development is encouraged to contribute towards the design and development of the trail.

Urban Plazas

Fully publicly-accessible urban parks, plazas, and paseos for which there is limited funding are desired in the Village Plan. These spaces are often called Privately-Owned Public Open Space (POPOS).

Streetscape Amenities

Development projects may build or contribute to upgrades including attractive sidewalks, benches, and trees along its project frontage and beyond. These can include street furniture, pedestrian scale lighting, drinking fountains, historic placards, integrated public art, street banners, and attractive trash and recycling receptacles.

Circulation Improvements

Development projects may build or contribute to circulation improvements like corner bulb-outs, enhanced sidewalks, enhanced crosswalks, and the incorporation of green infrastructure in sidewalks and urban plazas above and beyond standard requirements.

Public Art

To encourage the integration of public art features within the 24th & William Urban Village, development could incorporate publicly viewable private art within the given project, or provide public art or money to fund public art elsewhere within the Urban Village area.

Special Financing District

Special Financing Districts are established by local businesses and/or property owners as a "special benefit assessment" to fund maintenance and capital enhancements in a District. They can be used for these purposes, and for marketing, small business assistance, maintenance, security services, public art, streetscape improvement and special events.

Implementation Actions

Implementation Action 1: If, by January 1, 2026, the Federal Transit Administration has not approved a full funding grant agreement for the construction of "Phase II" of the Silicon Valley Rapid Transit (BART) extension that includes a station within the Five Wounds Urban Village Plan area, the City Manager shall place all four of the Five Wounds Area Village Plans on the Council agenda to re-examine the feasibility of development according to the plans.

Implementation Action 2: Actively market the Roosevelt Park Urban Village to potential developers who build urban walkable commercial and mixed-use development.

Implementation Action 3: Develop a Multimodal Transportation and Streetscape Plan for East Santa Clara Street/Alum Rock Avenue, from Coyote Creek to King Road. This Plan should identify the design and location of specific streetscape and other transportation improvements that could be constructed by private development proposals, through the City's CIP program or by outside grant funding.

Implementation Action 4: Actively seek external funding to finance and implement advancement of these Village Plans.