



Memorandum

TO: HONORABLE MAYOR
AND CITY COUNCIL

FROM: Planning Commission

SUBJECT: SEE BELOW

DATE: June 8, 2023

SUBJECT: FILE NOS. GP23-002, GPT23-002 & GPT23-003. CITY-INITIATED GENERAL PLAN TEXT AMENDMENT TO AMEND THE ENVISION SAN JOSÉ 2040 GENERAL PLAN TO 1) UPDATE POLICY TR-1.4 TO ALLOW IMPLEMENTATION OF THE UPDATED CITY COUNCIL POLICY 5-1, AND 2) UPDATE THE TRANSPORTATION NETWORK DIAGRAM AND DESIGNATIONS TO ALLOW IMPLEMENTATION OF CITY COUNCIL POLICY 5-8 AND MULTIMODAL TRANSPORTATION IMPROVEMENT PLANS.

PLANNING COMMISSION RECOMMENDATION

On May 24, 2023, the Planning Commission voted 10-0-0 to recommend that the City Council take the following action:

Adopt three resolutions approving the General Plan Text Amendment to amend the Envision San José 2040 General Plan to 1) update Policy TR-1.4 to allow implementation of the updated City Council Policy 5-1, and 2) update the Transportation Network Diagram and Designations to allow implementation of City Council Policy 5-8 and Multimodal Transportation Improvement Plans.

SUMMARY AND OUTCOME

Approval of the proposed General Plan Amendments will result in revisions to Policy TR-1.4 in Chapter 6, revisions to the “Street Typologies” section in Chapter 5, and revisions to the Transportation Network Diagram in Chapter 5 in the Envision San José 2040 General Plan, as described in the attached Planning Commission Staff Report.

BACKGROUND

Since 2021, City Council has adopted many transportation plans and policies including updates to City Council Policy 5-1 (Transportation Analysis Policy), a new Council Policy 5-8 (Transit First Policy), and three Multimodal Transportation Improvement Plans. To maintain internal consistency between the Envision San José 2040 General Plan and the adopted transportation

policies and plans and allow implementation of the updates to the Council Policies and plans, several General Plan policies are needed to be updated accordingly.

ANALYSIS

For a complete analysis, please see the Planning Commission staff report attached.

Climate Smart San José Analysis

The proposed General Plan Amendment and General Plan Text Amendments align with Climate Smart San José's overall goals by laying out policies for reducing the transportation impact of future development in San José.

EVALUATION AND FOLLOW-UP

Should the City Council approve the General Plan Amendment and the Text Amendments, the Envision San José 2040 document will be updated with the revised text and maps. No further follow-up is needed.

COORDINATION

The preparation of this memorandum has been coordinated with the City Attorney's Office.

PUBLIC OUTREACH

This memorandum will be posted on the City's Council Agenda website for the June 20, 2023, City Council meeting. Staff followed Council Policy 6-30: Public Outreach Policy to inform the public of the proposed project. A notice of the public hearing was distributed to the owners and tenants of all properties located within 1,000 feet of the project site, published in the San Jose Post-Record, and posted on the City website. The staff report is also posted on the City's website. Staff has also been available to respond to questions from the public.

COMMISSION RECOMMENDATION AND INPUT

On May 24, 2023, the Planning Commission held a public hearing on the proposed amendments and proposed text amendments to the Envision San José 2040 General Plan. The Director of Planning, Building and Code Enforcement recommended approval of the amendment requests. The item remained on the consent calendar and was approved by the Planning Commission with no discussion.

Staff Presentation

This item was on the consent calendar, therefore there was no presentation by staff.

Public Hearing

No members of the public spoke on the proposed project.

Planning Commission Discussion

Commissioner Young made a motion to approve staff recommendations as part of the consent calendar and Commissioner Tordillos seconded the motion. The motion passed 10-0-0.

CEQA

Not a Project, File No. PP17-008, General Procedure and Policy Making resulting in no changes to the physical environment.

PUBLIC SUBSIDY REPORTING

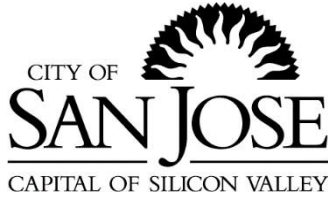
This item does not include a public subsidy as defined in section 53083 or 53083.1 of the California Government Code or the City's Open Government Resolution.

/s/
Christopher Burton
Secretary, Planning Commission

For questions, please contact Michael Brilliot, Deputy Director at Michael.brilliot@sanjoseca.gov or (408) 535-7831.

ATTACHMENT

Planning Commission Staff Report



Memorandum

TO: PLANNING COMMISSION
SUBJECT: GP23-002 GPT23-002, GPT23-003

FROM: Christopher Burton
DATE: May 24, 2023

COUNCIL DISTRICT: Citywide

Type of Permit	General Plan Amendment (GP23-002) General Plan Text Amendment (GPT23-002) General Plan Text Amendment (GPT23-003)
Project Planner	Wilson Tam
CEQA Clearance	General Procedure & Policy Making resulting in no changes to the physical environment. Public Project number PP17-008.

RECOMMENDATION

Staff recommends that the Planning Commission recommend to the City Council to:

1. Adopt three resolutions approving the General Plan Text Amendment to amend the Envision San José 2040 General Plan to 1) update Policy TR-1.4 in conformance with updated City Council Policy 5-1, and 2) update the Transportation Network Diagram and Designations in conformance with the City Council Policy 5-8 and Multimodal Transportation Improvement Plans.

PROJECT BACKGROUND

Since 2021, City Council has adopted numerous transportation plans and policies including updates to City Council Policy 5-1 (Transportation Analysis Policy), a new Council Policy 5-8 (Transit First Policy), and three Multimodal Transportation Improvement Plans. To maintain internal consistency between the Envision San José 2040 General Plan and the adopted transportation policies and plans, several General Plan policies would need to be updated accordingly.

City Council Policy 5-1 (Transportation Analysis Policy)

In February 2018, City Council Policy 5-1 “Transportation Analysis Policy” was adopted as the policy for transportation development review in San José. Vehicle-miles traveled (VMT), which measures the amount and distance people drive by vehicle, is the transportation metric for environmental review under the California Environmental Quality Act (CEQA). In December 2022, City Council approved updates to the policy to streamline environmental review under VMT for affordable residential projects and market-rate residential projects in designated City Planned Growth Areas. In addition, the updated policy provided a process for City Council to consider adopting a Statement of Overriding Conditions under CEQA for market-rate residential projects with significant and unavoidable VMT impacts in specific identified circumstances.

City Council Policy 5-8 (Transit First Policy)

In August 2022, City Council passed Policy 5-8 “Transit First Policy” to prioritize transit operations and access in plans and operational decision-making. Upon adoption of this policy, City Council directed staff to prioritize transit vehicles and the access and experience of people riding transit. This includes the re-design and re-allocation of travel lanes, curbside lanes, and programming of traffic signals to support transit operations and riders.

The General Plan’s Street Typology is a framework that categories streets according to their key function(s). Grand Boulevards are major transportation corridors that connect City neighborhoods. These streets are intended as primary transit routes and are sized to accommodate Santa Clara Valley Transportation Authority (VTA) light rail, bus rapid transit, buses, and other forms of public transit. Grand Boulevards are designed with transit as the primary mode of transportation, and where conflicts arise between travel modes, transit will be prioritized after pedestrian safety. If buses operate on streets that are not designated as Grand Boulevards, such as Local and City Connector Streets, such streets will be designed with the same design and transit priority investments and principles as for Grand Boulevards.

Multimodal Transportation Improvement Plans

City Council adopted three multimodal transportation improvement plans (MTIPs) – En Movimiento (February 2021), Downtown Transportation Plan (November 2022), and West San José MTIP (December 2022). These MTIPs studied the connectivity of bicyclists, pedestrian, transit riders, and drivers for East San José, Downtown, and West San José areas where the City envisions significant growth and where there is a need to improve access and mobility for the existing population especially the underserved communities. Based on General Plan’s Street Typology framework, these MTIPs strengthen the prioritization of transit, walking, and biking in the street network by recommending changes to the General Plan’s Transportation Network Diagram.

ANALYSIS

To implement the Transportation Analysis Policy, Transit First Policy, and Multimodal Transportation Improvement Plans, staff proposes this General Plan Text Amendment to ensure internal consistency. If this amendment is adopted, the General Plan Transportation Policy TR-1.4, Transportation Network Designations, and Transportation Network Diagram would be modified as described below:

Transportation Policy TR-1.4

The Policy TR-1.4 lists the types of land-use projects for which the City Council may consider an override of Significant and Unavoidable VMT impacts. The project types include 100% affordable housing, market-rate housing within Urban Villages, commercial, and industrial projects. The approved updates to Council Policy 5-1 expand the types of market-rate or mixed-income housing that can be considered for a Statement of Overriding Consideration under CEQA. Specifically, market-rate or mixed-income housing consistent with the General Plan land use designation or City-initiated General Plan amendments thereafter may have a path forward to development under the updated Council Policy 5-1. In addition, market-rate or mixed-income housing on lands currently designated with a Private Recreation and Open Space land use designation but proposed with a privately initiated General Plan amendments are permitted to seek a City Council Statement of Overriding Considerations for Significant and Unavoidable VMT Impacts so long as they provide a package of transportation and public benefits as required by the updated Council Policy 5-1.

Proposed amendment to Transportation Policy TR-1.4: Through the entitlement process for new development, projects shall be required to fund or construct needed transportation improvements for all transportation modes giving first consideration to improvement of bicycling, walking and transit facilities and services that encourage reduced vehicle travel demand.

- The City Council may consider adoption of a statement of overriding considerations, as part of an EIR, for projects unable to mitigate their VMT impacts to a less than significant level. At the discretion of the City Council, based on CEQA Guidelines Section 15021, projects that include overriding benefits, in accordance with Public Resources Code Section 21081 and are consistent with the General Plan and the Transportation Analysis Policy 5-1 may be considered for approval. The City Council will only consider a statement of overriding considerations for ~~(i) market-rate housing located within General Plan Urban Villages; (ii) commercial or industrial projects;~~ **(i) market-rate or mixed-income housing consistent with the General Plan Land Use Designation effective on November 29, 2022 or future City-initiated General Plan amendments; (ii) market-rate or mixed-income housing that requires a privately initiated General Plan amendment and is on land that is currently designated Private Recreation and Open Space; (iii) commercial projects; (iv) industrial projects; and (v) 100% deed-restricted affordable housing as defined in General Plan Policy IP-5.12.** Such projects shall fund or construct multimodal improvements, which may include improvements to transit, bicycle, or pedestrian facilities, consistent with the City Council Transportation Analysis Policy 5-1.

Transportation Network Designations

San José streets accommodate many users, including people gathering, walking, driving, riding bikes, riding scooters, and riding transit. With so many uses, the General Plan's Transportation Network Designations established a Street Typology framework to define key functions of eight different types of streets: Grand Boulevards (transit priority), On-street Primary Bicycle Facilities Streets (bike priority), Main Streets (pedestrian priority), Residential Streets, Local Connector Streets, City Connector Streets, Expressways, and Freeways. The current street typologies described in the Transportation Network Designations focus on the number of vehicular traffic lanes and the level of traffic volume they generally serve. Although the prioritization of travel modes is mentioned, there is a lack of clarity on what a modal priority means when conflicts arise and how such priority should be implemented.

The approved Council Policy 5-8 strengthens the prioritization of transit for Grand Boulevards and other streets where frequent bus services are provided. The approved Multimodal Transportation Improvement Plans also strengthens the prioritization of transit, bike, and pedestrian modes by designating more streets as Grand Boulevards, On-Street Primary Bicycle Facilities Streets, and Main Streets in the Transportation Network Diagram of an area. Hence, staff proposes to amend the current descriptions for seven street typologies to clarify their modal priority and street characteristics. Below are the proposed new descriptions for the seven street typologies. The proposed changes in the Transportation Network Diagram are detailed in Attachment C, Exhibit A.

Proposed text for Grand Boulevard: Grand Boulevards are major transportation corridors that connect neighborhoods. They are primary transit routes and are sized to accommodate Santa Clara Valley Transportation Authority (VTA) light-rail, bus rapid transit (BRT), buses, and other forms of public transit. Grand Boulevards are designed with transit as the primary mode of transportation. Other transportation modes such as automobiles, bicycles, pedestrians, and trucks are accommodated in the roadway. When conflicts arise between transit and other modes, transit operations and safe pedestrian access to transit are prioritized. Pursuant to City Council Policy 5-8, "Transit First Policy", the needs of equitable, reliable, and

competitive transit must be placed over those of other street users. Emergency vehicle preemption overrides transit operations as necessary.

Proposed text for Local Connector Street: Local Connector Streets are primary driving routes to enter or leave a neighborhood. Not directly connected with freeway ramps, they are extensions of City Connector Streets as traffic disperse and carry moderate volumes of local traffic. Automobiles, bicycles, pedestrians, transit, and trucks are accommodated in the roadway. When conflicts arise between transportation modes, bicycle and pedestrian safety are prioritized. As these moderate-traffic corridors lead to more potential conflicts between drivers, bicyclists, and pedestrians, they must be designed to reduce vehicular speeds, ensure safe crossings, reduce confusion, and create a more livable environment. Where Local Connector Streets serve frequent transit services, those streets are designed with the same transit priority principals consistent with the City Council Transit First Policy 5-8 as appropriate and feasible.

Proposed text for Residential Street: Residential Streets are local routes between and within neighborhoods. They are intended to provide access to properties and serve slow, low-volume traffic. As these low-volume corridors may be used by non-local traffic as cut-through routes to bypass congested corridors, neighborhood traffic management strategies should be applied as appropriate to slow and reduce through automobile and truck traffic, discourage dangerous driving behaviors, and ensure safe crossings.

Proposed text for Expressway: Expressways are major transportation corridors that provide limited access to abutting land uses and serve high volumes of regional traffic including automobiles, trucks, and express transit buses. Bicycles and pedestrians are either permitted or accommodated on separate parallel facilities. Expressways are maintained and operated by the Santa Clara County Roads and Airports Department.

Proposed text for On-Street Primary Bicycle Facility Street: On-Street Primary Bicycle Facility Streets are the best biking and scootering routes between and within neighborhoods. Serving slow and low-volume traffic, these streets are designed with bike and micromobility as the primary modes of transportation. Other transportation modes including automobiles, pedestrians, transit, and trucks are accommodated in the roadway. When conflicts arise between transportation modes, bike and micromobility facilities are prioritized to the extent needed to attract and accommodate high volumes of bike and scooter riders and make biking and scootering safe and comfortable for all ages and skill levels. Examples of bike and micromobility facilities include protected bike lanes, protected intersections, bike and scooter parking, bike and scooter share stations, and wayfinding signs allowing for easy transfers between bikes, e-scooters, and transit. Signals should be designed to minimize bicycle delay. Neighborhood traffic management strategies should be applied as appropriate to slow and reduce through automobile and truck traffic, discourage dangerous driving behaviors, and ensure safe crossings. Where On-Street Primary Bike Facility Streets serve frequent transit services, those streets are designed with the same transit priority principals consistent with the City Council Transit First Policy 5-8 as appropriate and feasible.

Proposed text for Main Street: Main Streets play an important commercial and social role for the local neighborhood area, supporting retail and service activities that serve the local neighborhood residents, and providing an urban street space for social community gathering and recreational activities. Main Street locations are identified within new planned Growth Areas where the City envisions increased density of commercial and residential development or within established neighborhoods that have maintained a traditional central commercial area. Each Main Street may be different in character and should reflect the key characteristics of the surrounding neighborhoods. Additionally, Main Streets contribute toward a sense of place, facilitate social interaction, and improve adjacent land values through careful attention to the design of streetscape and adjoining public spaces.

Main Streets are the best walking routes between key destinations within neighborhoods. They are pleasant places to stroll and are often lined with ground-floor storefronts and multi-use buildings that attract people to the street. These streets accommodate high volumes of people walking on the sidewalks. Sidewalks should be wide with ample pedestrian amenities, including street trees, high-quality landscaping, pedestrian-scale lightings, pedestrian curb extensions, enhanced street crossings, and pedestrian-oriented signage identifying trails and points of interest. Signals should be designed to minimize pedestrian delay. Pedestrian crossings should have a high priority at intersections. Building frontages should be pedestrian oriented and pedestrian scale with buildings and entrances located adjacent to sidewalks. Additionally, certain Main Streets can be considered for permanent or temporary road closure. They can accommodate street vendors, outdoor dining, festivals, farmers' markets, and other regular open-street programs.

Main Streets are also recognized as Neighborhood Business Districts, which are discussed further in the Land Use/Transportation Diagram Designations section of this chapter.

Proposed text for City Connector Street: City Connector Streets are primary driving routes between neighborhoods. Connected with freeway ramps, these streets carry moderate to high volumes of regional traffic. Automobiles, bicycles, pedestrians, transit, and trucks are accommodated in the roadway. When conflicts arise between transportation modes, bicycle and pedestrian safety are prioritized. As these corridors lead to more potential conflicts between drivers, bicyclists, and pedestrians, they must be designed to discourage speeding, ensure safe crossings at high-traffic intersections and freeway ramps, and create a more livable environment. Where City Connector Streets serve frequent transit services, those streets are designed with the same transit priority principals consistent with the City Council Transit First Policy 5-8 as appropriate and feasible.

Should this proposed General Plan Text Amendment be adopted, City Council will be authorized to consider a statement of overriding considerations for significant and unavoidable transportation impacts of certain types of market-rate or mixed-income residential projects. Staff will also be authorized to implement modal priorities in street improvements based on the General Plan's Street Typology framework and Transportation Network Diagram consistent with the adopted transportation plans.

ENVISION SAN JOSÉ 2040 GENERAL PLAN CONFORMANCE

The proposed General Plan Text Amendment changes are consistent with the following General Plan Goals and Policies as well as the implementation of the Land Use/Transportation Diagram:

1. Quality of Life Goal H-1: Provide housing throughout our City in a range of residential densities, especially at higher densities, and product types, including rental and for-sale housing, to address the needs of an economically, demographically, and culturally diverse population.
2. Policy IE-1.6: Plan land uses, infrastructure development, and other initiatives to maximize utilization of the Mineta San José International Airport, existing and planned transit systems including fixed rail (e.g., High-Speed Rail, BART and Caltrain), Light-Rail and Bus Rapid Transit facilities, and the roadway network. Consistent with other General Plan policies, promote development potential proximate to these transit system investments compatible with their full utilization. Encourage public transit providers to serve employment areas.
3. Policy TR-1.3: Increase substantially the proportion of travel using modes other than the single-occupant vehicle. The 2030 and 2040 mode split goals for all trips made by San José residents, workers, and visitors are presented in the following table:

Table TR-1: Mode Split Targets for 2030 and 2040

Mode	All Trips to and/or from San José		
	2019	2030 Goal	2040 Goal
Drive alone	80%	No more than 45%	No more than 25%
Shared Mobility/ Carpool	12%	At least 25%	At least 25%
Transit	5%	At least 10%	At least 20%
Bicycle	Less than 2%	At least 10%	At least 15%
Walk	Less than 2%	At least 10%	At least 15%

4. **Reduction of Vehicle Miles Traveled:** As a means to reduce energy consumption, to reduce greenhouse gas emissions and to create a healthier community, San José maintains a goal to reduce the citywide vehicle miles traveled per service population 20% in 2030 and by 45% in 2040. Achieving this goal will require a multi-pronged strategy that includes both land use and transportation. This section includes the transportation goals, policies and actions that are intended to achieve both the 2030 and 2040 reduction goals. All reductions are measured from the 2017 base year.

CALIFORNIA ENVIRONMENTAL QUALITY ACT (CEQA)

General Procedure & Policy Making resulting in no changes to the physical environment. Public Project number PP17-008.

PUBLIC OUTREACH

The proposed amendment is intended for internal consistency between the General Plan and the adopted updates to City Council Policy 5-1 (Transportation Analysis Policy), the City Council Policy 5-8 (Transit First Policy), En Movimiento (East San José MTIP), Downtown Transportation Plan, and West San José MTIP. Public outreach activities were conducted as part of the efforts in developing these transportation policies and plans.

Staff followed Council Policy 6-30: Public Outreach Policy. A notice of the public hearing was published in the San José Post Record and on the City’s website. The staff report is also posted on the City’s website and staff has been available to respond to questions from the public.

CONCLUSION

The proposed amendment to authorize the City Council to consider a Statement of Overriding Considerations for Significant and Unavoidable transportation impacts of certain types of market-rate residential projects aligns with the approved updates to the City Council Transportation Analysis Policy 5-1. In addition, the proposed amendment to the Transportation Network Designations aligns with City Council’s direction to prioritize transit (City Council Transit First Policy 5-8) and to implement modal priorities in the connected street networks of the East San José, Downtown, and West San José areas (Multimodal Transportation Improvement Plans).

Project Manager: Wilson Tam

Approved by: /s/ Michael Brilliot, Deputy Director for Christopher Burton, Planning Director

ATTACHMENTS:	
Attachment A:	Draft Resolution for GPT23-002
Attachment B:	Draft Resolution for GPT23-003
Attachment C:	Draft Resolution for GP23-002

Owner and Applicant:

The City of San Jose
200 East Santa Clara Street, CA 95113



GP23-002, GPT23-002 & GPT23-003

Links to Attachments A - C

Click on the title to view document

Exhibit A: Draft Resolution for GPT23-002
Exhibit B: Draft Resolution for GPT23-003
Exhibit C: Draft Resolution for GP23-002