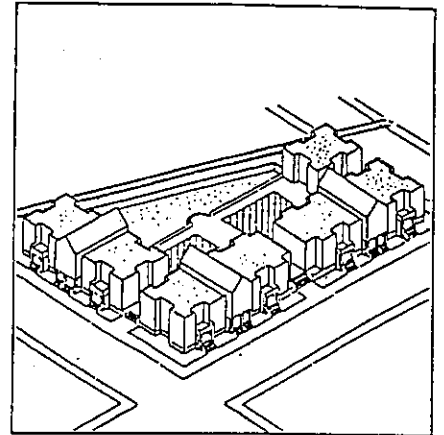
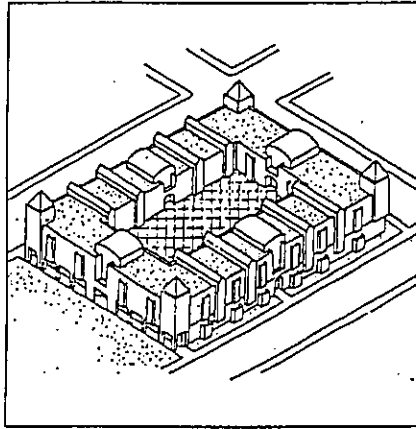
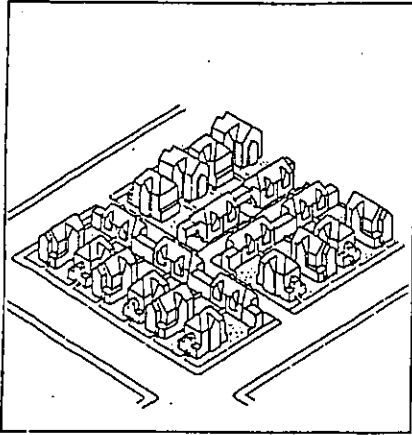


Jackson-Taylor Residential Strategy



City of San Jose

Adopted October 1992

Revised November 1996 and November 1997

Jackson-Taylor Residential Strategy

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and
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**Prepared for:
Department of City Planning
City of San Jose**

**Prepared by:
Calthorpe Associates
and
Bay Area Economics**

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Executive Summary

The "Jackson-Taylor Residential Strategy" is an outgrowth of the "Jackson-Taylor Neighborhood Revitalization Plan," adopted by the City in 1987. One recommendation of the Revitalization Plan was to convert an older industrial area located in the heart of one of San Jose's residential areas to uses that complement the adjacent neighborhood and provide additional market support for the nearby business districts.

The roughly 75 acre area is located near downtown retail and commercial uses, the San Jose Civic Center, North First Street commercial corridor, and San Jose International Airport, which provide substantial employment opportunities and important services to the neighborhood's residents. Likewise, the Nihonmachi Neighborhood Business District directly west of the study area along Jackson and Taylor Streets provides local-serving goods and services, as well as restaurants and entertainment uses that draw patrons from throughout the region.

The Jackson-Taylor Residential Strategy recognizes that the existing industrial uses in the area are already undergoing transition and that a land use pattern that maintains jobs, yet is oriented towards providing housing will be more compatible with the surrounding residential neighborhood. To this end, the plan recommends creating a mixed-use residential and commercial core in the center of the study area that is urban in character and at a scale and density that makes change economically feasible. The surrounding single-family neighborhoods would be buffered from the higher density development by moderate density housing whose design would respect and echo many qualities of the older neighborhoods. The illustrative land use plan suggests locations for specific uses with the study area. Ground floor retail space in selected locations would provide neighborhood-serving and specialty shopping in a manner that complements the Nihonmachi Business District, yet supports employee and resident needs. Public amenities, such as day care and a community center would be located in an expanded Bernal Park. Streets would be opened to re-establish the block pattern of the surrounding area and provide comfortable and pleasant routes for pedestrians. Small parks, connected by these pedestrian streets, would be sited throughout the area to provide relief from the urban environment and to allow public outdoor activities. These elements seek to implement many of the plan's objectives to maintain and enhance the character of the surrounding neighborhood; provide a range of housing types and densities; encourage a mix of housing, employment, shopping and public uses; enhance public open space opportunities; and strengthen pedestrian and street connections within the neighborhood.

The design, configuration and mix of uses is also intended to create a pedestrian-oriented neighborhood that supports the use of public transportation. The plan mixes residential, retail, office, community facilities, parks and nearby schools within a comfortable walking distance, making it convenient for residents and employees to travel by transit, bicycle or foot, as well as by car. Bus stops within the study area would continue to provide fast and efficient service to the Guadalupe Light Rail Transit Corridor and to other downtown destinations. Additionally, BART is considering extending service to San Jose underground along the railroad alignment that passes through the study area. A BART stop is designed into the plan and can be considered a very valuable amenity that would complement the planned mix of uses.

Policies, design guidelines, and implementation strategies tailored to the conditions of the Jackson-Taylor area, are also provided to assist the City and property owners in designing and building new projects and public improvements. They aim to implement the most important urban design principles of the illustrative land use plan, yet be flexible enough to provide opportunities for new, innovative site plans and building designs.

The Jackson-Taylor Residential Strategy is consistent with San Jose's Horizon 2000 General Plan. The General Plan establishes the land use pattern, development intensities and policy considerations for this area by creating the Jackson-Taylor Planned Residential Community (PRC). The PRC incorporates the major features of the illustrative land use plan and policy direction contained in the Residential Strategy. The Jackson-Taylor Residential Strategy is a separate policy document, providing background, vision, and community character for the PRC and also a level of detail for implementation beyond the scope of the General Plan.

1. Introduction

In 1987, the San Jose City Council adopted the "Jackson-Taylor Neighborhood Revitalization Plan" for an approximately 80 block area located just north of Downtown, bounded by the Guadalupe Parkway, East Julian, North Thirteenth, and East Hedding Streets. This plan developed a set of long-range guidelines and implementation strategies for the preservation of existing housing stock, enhancement of neighborhood business districts, and conversion of industrial lands to residential and commercial uses. The plan recommendations were based on input and suggestions from an extensive two year long public participation process and consultant assistance for economic, land use, and urban design issues. Since adoption of the Revitalization Plan, the Council has successfully implemented many of the report's recommendations.

The "Jackson-Taylor Residential Strategy" is an outgrowth of this initial planning process. One recommendation of the Revitalization Plan was to convert an older industrial area located in the heart of the Jackson-Taylor neighborhood to residential and supporting commercial uses. The plan suggested that the area's warehousing, food distribution, and manufacturing uses gradually transition to residential uses that complement the adjacent neighborhoods and provide additional market support for the nearby business districts. The "San Jose Housing Initiative Study" also identifies the industrial area as a suitable site for transit-oriented high density infill housing. The Jackson-Taylor Residential Strategy evaluates current land use and property utilization patterns in this industrial area and provides a series of policies and implementation recommendations for transition to residential and supporting commercial uses.

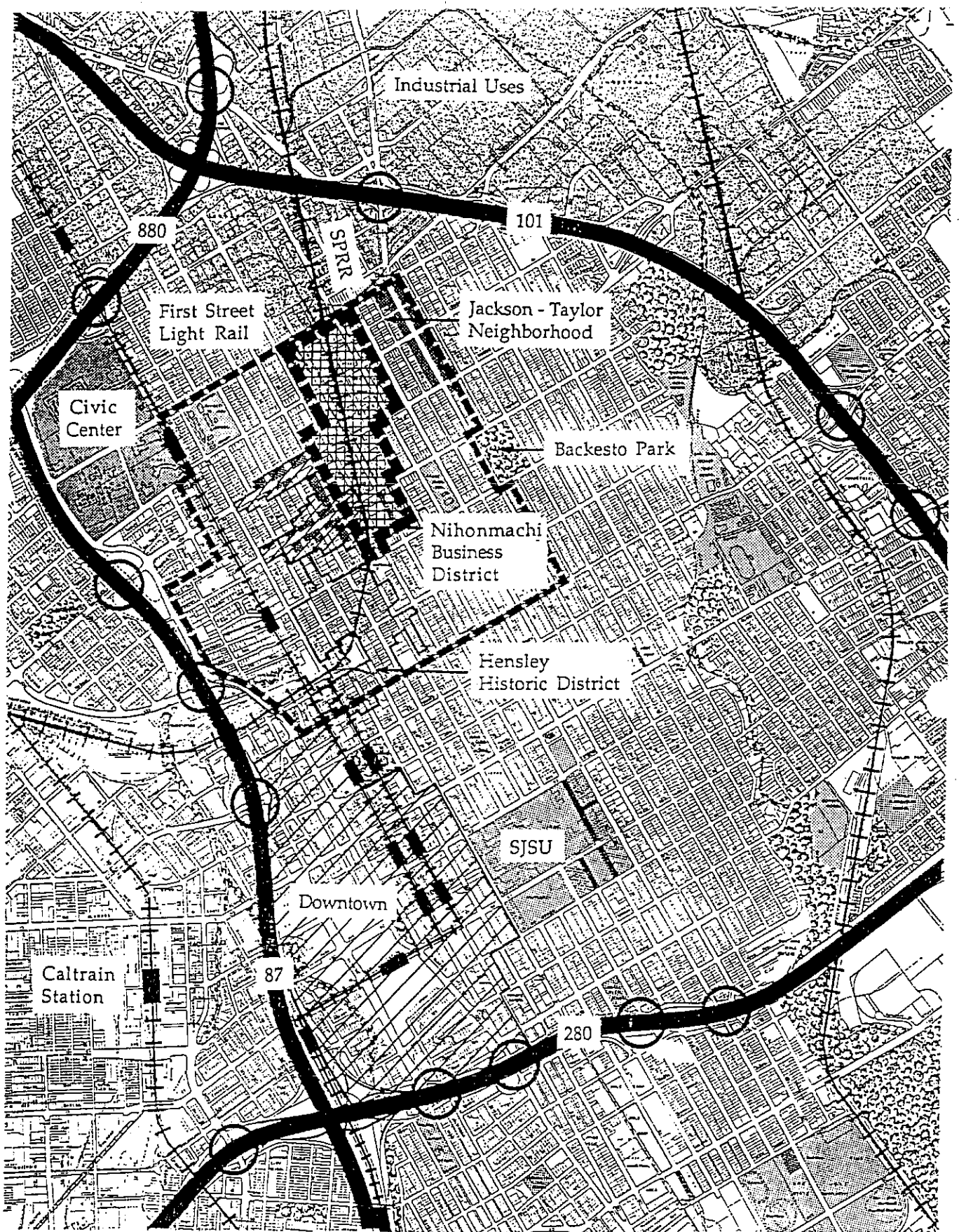
2. Location and Context

The Jackson-Taylor Residential Strategy study area consists of approximately 15 blocks between East Hedding and East Empire Streets from roughly North 6th to North 11th Streets (see Figure 1). The roughly 75 acre area is located in the heart of one of San Jose's older residential areas, directly north of the Downtown Core Area. The nearby downtown retail and commercial uses, the San Jose Civic Center, North First Street commercial corridor, and San Jose International Airport provide substantial employment opportunities and important services to the neighborhood's residents. Likewise, the Nihonmachi (Japantown) Neighborhood Business District directly west of the site along Jackson and Taylor Streets, provide local-serving goods and services, as well as restaurants and entertainment uses that draw patrons from throughout the region. Japantown is also an important focal point for Santa Clara County's Japanese community.

The site is well served by local streets, the regional freeway system, and the City's light rail and feeder bus transit system. North First Street, approximately 1/3 mile from the site, is an arterial with direct access to downtown, as well as employment centers to the north. The light rail line follows North First and stops at Ayer and East Mission Streets. Feeder bus lines run along East Hedding, East Taylor, and Jackson Streets to bus stops in the study area. A major spur of the Southern Pacific Railroad (SPRR) bisects the site from its northeast to southwest corner.

The surrounding Jackson-Taylor neighborhood is an older residential area with approximately 4,600 residents from diverse ethnic backgrounds and income levels. It supports strong Hispanic and Japanese communities, as well as a growing number of Filipinos. According to the "Jackson-Taylor Neighborhood Revitalization Plan" prepared in 1987, the larger Jackson-Taylor neighborhood's percentage of Spanish origin population is 46.2%, over twice the percentage for the city as a whole (22.3%). Japanese-American residents account for 5.8% of the area's population, compared to 1.9% of the City's population. Home ownership is limited to 30% of the neighborhood's households, about one-half the percentage for the city as a whole. Family incomes are also far below the city and county averages (1980 Census). Housing types include small single-family homes, duplexes, Victorians, two-story apartments, and a mid-rise elderly housing apartment building. While housing in the larger area is generally in good condition, there are some blocks where there is evidence of maintenance neglect. Most residential lots are 6,000 s.f. (7 u/ac). The predominate housing style is the California bungalow, with the exception of Hensley Historic District which represents the City's largest concentration of Victorian houses. Across East Hedding Street, along the northern edge of the study area, the land uses are primarily industrial in nature.

Two schools and parks are located within walking distance of the study area. Bernal Park, a 2.4 acre park with a tot lot and ball field, is located in the northwest corner of the study area. It is a heavily used park serving residential areas both north and south of East Hedding. Back to Park (10 acres) is located between Jackson and East Empire Streets five blocks east of the site. Grant Elementary School is two blocks east of the site, also between Jackson and East Empire Streets. Burnett Middle School is four blocks west of the site between East Hedding and East Mission Streets. Residents of the Jackson-Taylor neighborhood have indicated that the area has fewer parks per population than many other San Jose neighborhoods.

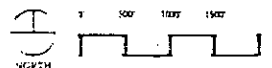


AREA MAP

CALTHORPE ASSOCIATES
 SAN FRANCISCO, CALIFORNIA
 BAY AREA ECONOMICS
 BERKELEY, CALIFORNIA

JACKSON-TAYLOR RESIDENTIAL STRATEGY
 SAN JOSE, CALIFORNIA

FIGURE 1



8. Implementation Strategies

A. General Plan

The Jackson-Taylor Residential Strategy is consistent with San Jose's Horizon 2000 General Plan. The General Plan establishes the land use pattern and major development policies for the study area in the Jackson-Taylor Planned Residential Community (PRC). The Jackson-Taylor PRC contains the major features of the Residential Strategy. The Jackson-Taylor Residential Strategy is a separate policy document, providing the background, vision, and community character for the PRC and also a level of detail for implementation beyond the scope of the General Plan.

The Jackson-Taylor Residential Strategy differs from the PRC in two ways. First, the Residential Strategy contains more detailed land use and urban design direction intended to implement the PRC. This direction should be followed in the development review process for zonings and planning permits. Second, the Residential Strategy identifies alternative land uses and suggests street improvements for possible inclusion in the General Plan at a later date. *Section G: Modifications to the Illustrative Land Use Plan* explains the conditions under which alternative land uses and public improvements would be considered for incorporation into the General Plan.

The Jackson-Taylor PRC indicates the locations of proposed parks, however, the ultimate size, configuration, and location will be finalized at the time of acquisition of a particular parcel. Until a park site is acquired, the land use designation of that "park" site is the PRC designation of the adjacent property in the same block to ensure development is consistent with its surroundings. The only exception is for the site proposed for the potential expansion of Bernal Park to Mission Street. If the expansion of Bernal Park does not occur at that site, then the property should develop at the High Density Residential (12-25 DU/AC) designation.

B. Housing

The Residential Strategy provides opportunities for a variety of housing within the study area. The following policies should guide the development of residential uses:

- Public and private housing funds should be used where possible to facilitate the development of affordable housing.
- Provision of ownership housing to meet the needs of a variety of income levels could be accomplished through "sweat equity," first-time home buyer programs and other mechanisms.
- Limited quantities of live/work housing are encouraged in the study area in new buildings and in existing industrial structure. The type of live/work uses allowed should be closely monitored to assure that they are safe and compatible with adjacent residential uses.

C. Parks/Community Center/Child Care

The Illustrative Land Use Plan and Illustrative Site Plan show recommended locations for parks, a day care facility and a community center. Park facilities and improvements shown are recommended, but it is recognized that actual facility selections will be made through the usual City of San Jose decision making process. The following policies should guide the development of these public uses:

- The City should thoroughly investigate optional funding strategies for the acquisition, construction and maintenance of the recommended parks. These funding strategies may include exactions, fees or assessment districts.
- All parks within the study area must be open to the public, however some sites may be developed in partial fulfillment of private open space requirements.
- The site for the day care facility has been located so as to allow a one acre parcel to be developed by a private, public or joint public/private day care entity.
- Although the Water and Sewer Corporation Yard at 7th and Empire streets is outside the study area, it is adjacent to the area and it is recommended that when the main corporation yard is moved, the Water and Sewer Corporation Yard also be moved and the vacant land become a neighborhood park. Since it is adjacent to the Northside Senior Center, it should be considered an alternate location for the day care center.

D. Street Improvements

The design guidelines show required development standards for all streets in the study area. The following policies should guide the development of streets:

- In many locations, new sidewalks, park strips, street trees and on-street parking configurations may be required. The City should explore optional funding sources, such as exactions, fees, or assessment districts, for both purchase and on-going maintenance of these improvements. As development occurs, the proposed street types should be implemented except where existing improvements are in good condition and are similar to the proposed street sections. In all cases however, street trees should be added.
- The implementation of angled parking will depend on City review at the time of development.
- Abandoned street segments that are reintroduced into the street grid system should either be rededicated as public streets or should be designed as private parking drives to serve surrounding development. 8th Street between Hedding and Mission and Mission Street between 7th and 8th should be rededicated as public streets.
- The plan recommends that alleys be constructed to serve the 12 - 25 du/ac Residential areas. This will require coordination between properties to obtain appropriate easements. Alleys would be privately owned and maintained. In some cases, the extensive number of property owners in a single block prevents easy acquisition of alley easements. Therefore, alleys are highly recommended only in the following locations:
 - Between Mission and Taylor from 10th to 11th streets.
 - The southern portion of the block north of Mission between 10th and 11th.
 - The western and northern portions of the block along 9th street between Taylor and Jackson.

In all other areas, alleyways are the preferred pattern, but may not be practical to achieve due to the number of property owners that would be required to participate in implementing the concept.

E. Conversion

The Residential Strategy is a long term plan for the study area. The implementation of the plan and the complete conversion of the area is expected to take many years. To facilitate the implementation of the plan, the following actions should occur:

- City-initiated General Plan amendments to create the Jackson-Taylor Planned Residential Community.
- City Council-initiated rezonings, consistent with the amended General Plan designations within the study area, should be processed as and when such rezonings might preserve or improve the potential for development consistent with the Strategy. Rezonings should incorporate the design guidelines set forth in the Strategy.
- The City should come to a decision on the phasing and funding for proposed parks as soon as possible.

F. Interim Uses

As the study area transitions from an industrial to primarily residential area, interim industrial uses should be regulated and monitored closely to ensure that the long term opportunities remain intact. The following policies do not apply to that area identified as "Industrial" on the land use plan, unless the land use plan changes for those properties (see Section F, "Modifications to the Illustrative Land Use Plan").

- The City will not terminate or otherwise prohibit the existing industrial businesses from maintaining their existing operations and engaging in routine property maintenance.
- All use changes within existing buildings should be consistent with the General Plan, Residential Strategy, and City codes. If a tenant leaves a building, no new uses that are less compatible with residential uses or that require a change in zoning inconsistent with the strategy will be allowed. Major changes in uses should not be allowed in any given structure. For example, a manufacturing use would not be allowed to replace a warehouse use.
- No new industrial or office buildings should be constructed in the study area, except as part of projects consistent with the General Plan and the Residential Strategy.
- Only minor building improvements should be allowed which do not change the character of the existing structure. These improvements should not add more than 25% to the pre-improvement value.
- Building renovations should not involve substantially higher quality materials or upgraded structural system types.

- The City should minimize its landscaping and off-site improvement requirements consistent with basic functional needs.
- Only minor additions to existing buildings should be allowed. These additions should not exceed 10% of the existing building square footage.

G. Modifications to the Illustrative Land Use Plan

Since the Jackson-Taylor Residential Strategy represents a long term plan for this area, the Strategy acknowledges the potential need to modify certain of its components to reflect changing conditions. These modifications should be guided by the following policies:

- All modifications should be consistent with the goals and objectives set forth in the General Plan and the Jackson-Taylor Residential Strategy.
- All land use modifications should occur through relevant planning processes such as General Plan amendments or rezonings.
- All modifications to other aspects of the strategy (e.g. street openings, landscaping, parks, etc.) should be handled within the respective established processes of the City.
- The Residential Strategy identifies several areas where alternative land uses are recommended in addition to the preferred alternative:

Future BART station within the study area: If funding is committed for a BART station within the Residential Strategy area, these facilities (including bus stops) should be planned in a manner consistent with the Residential Strategy and compatible with the planned land uses in the study area. Efforts should be made to maximize pedestrian and bicycle access to the station. Opportunities for ground floor retail to be developed in conjunction with the transit station should be explored. If the station is located at Jackson and 7th Streets, as shown on the Illustrative Land Use Plan, and the adjacent Japantown Complex has not been completed, the City should initiate closure of 7th street to create a pedestrian plaza.

Area south of Jackson Street between 7th and 9th Streets (Mariani/XDM site): If and when the Mariani facility is closed and not replaced by a similar industrial user, the site's General Plan designation should be amended to allow residential (12-25 du/ac) and retail on Jackson Street. Should Mariani not expand onto the XDM site within a reasonable period of time, the land use plan for that site may be changed to one or more other uses selected from the Jackson-Taylor Strategy land uses and consistent with its objectives. The City should then initiate General Plan amendments and rezonings to allow such uses on the affected sites.

Area south of Bernal Park between 7th and 8th Streets, north of Mission Street: This site should be used as an expansion of Bernal Park, including ultimate provisions for a day care center and community center.

Area north of Taylor Street between 10th and 11th Streets: The equivalent alternative land use for this half-block would allow neighborhood-serving commercial uses, including a potential 30,000 square foot retail establishment (e.g. "mercado" or other specialty store). A General Plan amendment would be required to establish this alternate land use (see Figure 10).

City block between Taylor and Jackson Streets and 6th and 7th Streets (City Corporation Yard/Japantown Complex site): Should this site not be developed by the Nihonmachi Corporation as the Japantown Complex, it should be developed with the mixed-use development type as described in the PRC.

Area south of Taylor Street between 7th Street and the Southern Pacific rail line (parking structure site): Should this site not be used for a parking structure, it should be developed with the mixed-use development type as described in the PRC or as a park.

Southwest corner of 10th and Taylor Streets (General Commercial): Should this site not be developed with commercial businesses, it should be used for high density residential (12-25 du/ac) as defined and described in this document.

- Any modifications not addressed above or in other parts of this document will require an amendment to this document. The Planning Commission, City Council or any property owner within the Residential Strategy area may request an amendment to the Residential Strategy. The application for an amendment shall be in a form determined by the Director of Planning which includes an explanation of the proposal, the reason for the change and any necessary supporting documents, plans, etc. The proposal will be reviewed through public hearings with both the Planning Commission and City Council, however, only the City Council has the authority to amend the Jackson-Taylor Residential Strategy. A proposed amendment will be considered only during the Annual Review process of the General Plan. Applications for amendments to the Strategy from property owners will be subject to filing fees determined by the City Council.

H. Redevelopment Area

The Redevelopment Agency Board designated a Nihonmachi Survey Area with boundaries that are similar to the Residential Strategy study area. The following policies should guide the implementation of any future Redevelopment Project Area in this area:

- The Nihonmachi Redevelopment plan should be consistent with the General Plan.
- Redevelopment investments are encouraged to be consistent with the Residential Strategy and should assist in meeting the goals and objectives of the Strategy, unless the Strategy is inconsistent with the General Plan.

I. Environmental Review

Members of the Jackson-Taylor Task Force were particularly concerned about potential traffic impacts on surrounding neighborhood streets. Near-term environmental review, including traffic analysis and mitigations, will be completed for each project prior to rezoning and development permit approvals. The environmental review, rezoning and development permit processes all involve public notice and public hearings.