

24th and William Urban Village Plan



Approved by the City Council on November 19, 2013

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INTRODUCTION

The 24th and William Street Urban Village Plan, together with the Roosevelt Park, Five Wounds, and Little Portugal Urban Village Plans, is the first Urban Village Plan prepared by the City and the community to further the Urban Village strategy of the new Envision San Jose 2040 General Plan. As a City Council approved policy document for the future growth of the 24th and William Street Urban Village, this Plan establishes a framework for the transition of the 24th and William Street Urban Village into a vibrant mixed-use and pedestrian oriented district that supports the surrounding neighborhoods and is integrated with the planned Five Wounds Trail. This Plan includes goals and policies designed to shape both future public and private development.

BACKGROUND AND PLANNING PROCESS

The planning process for the 24th and William Street 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 this Village as well as the other three Urban Villages located within its boundary. While the SNI Plan was accepted by the City Council in 2002 as the community's vision and priorities for the Five Wounds Area, the Plan and its Land Use recommendations for the 24th and William Street 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 area, including the 24th and William Street Urban Village, were further developed as part of the Five Wounds/Brookwood Terrace BART Station Area Community Concept Plan. This Plan was developed by the community and San Jose State University, with support from the City, under the umbrella of CommUniverCity. Completed in September of 2010, this Plan refined the land use, urban design, circulation and parks and open space recommendations for 24th and William Street and the three other Urban Villages in the Five Wounds/Brookwood Terrace area. The recommendations of this Plan were not, however, formally approved as City policy by the City Council.

In 2011, at the conclusion of the Envision San Jose 2040 General Plan Update process, the City's first Urban Village planning processes were initiated in the Five Wounds/Brookwood Terrace area, using the CommUniverCity plan as the starting point. The visions, goals and many of the policy recommendations of the CommUniverCity Plan have been integrated into the 24th and William Street, and the three other Village Plans, as consistent with the strategies of the Envision San Jose 2040 General Plan. Unlike the prior planning processes, these four Plans were then approved the City Council as the City's policy for the future growth of these Urban Villages.

The planning process for the 24th and William Street Urban Village Plan was combined with the Planning process for the Five Wounds, Roosevelt Park and Little Portugal Urban Village Planning processes. The planning process first consisted of two community outreach meetings where staff explained the strategies of the recently adopted Envision San Jose 2040 General Plan and how they would be implemented in the Five Wounds/Brookwood Terrace area. Following this outreach, two additional community workshops were held that 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, the community reviewed and provided input on the refined land use and urban design plan, as well as the circulation, streetscape, parks and trails, and parking recommendations.

LAND USE

Land Use Goal: Maintain and enhance the 24th and William Street Urban Village as a complete community by further integrating a mix of neighborhood serving commercial uses and employment uses within the Village, while also allowing for the integration of additional housing.

The 24th and William Street Urban Village area has an existing land use fabric that is more common in older more established communities in the United States but is unique for most of San Jose. While the community is largely a single family neighborhood, it also contains a corner market, a grocery store, a bakery, a coin laundry and a number of other neighborhood serving retail uses that are within walking distance for many residents. The area also includes a number of industrial, auto related, small manufacturing and food processing businesses. While these uses at times contribute to the gritty character of the area, they also provide employment opportunities for people within the immediate and surrounding communities.

By containing housing, businesses and neighborhood serving retail, the 24th and William Street Urban Village is in many ways a “complete” community, where people can live, shop and work within a small area. This is one of the key characteristics that define an Urban Village.

The goal of this Plan is to maintain and then expand this mix of land uses to reinforce the 24th and William Street Urban Village as a complete mixed-use community. While light industrial type uses could remain, and expand in identified locations, this Plan does envision a transition to more commercial type uses over time. As part of the planning process, the community was very supportive of encouraging arts related uses within this Village, particularly in the area north of San Antonio Street and bisected by the planned Five Wounds Trail, an area that currently contains a mix of industrial businesses and single family homes. The industrial properties and buildings in the area are of the type that often works well for artists and arts organizations, as the rents are relatively low.

Twenty Fourth Street, and in particular the intersection of 24th and William Streets, is intended to be the primary community hub for both this Village and the adjacent surrounding neighborhoods. The intersection of 24th and William Street presently contains a number of neighborhood serving retail uses. This Plan intends to retain these types of uses while allowing for additional neighborhood serving retail and other small scale commercial or office uses through the intensification of existing commercial

properties or the redevelopment of identified residential and underutilized commercial and industrial properties.

While, the primary land use emphasis of this Urban Village Plan is to maintain the existing level of employment and commercial uses, and then facilitate a 75 percent increase in the square footage of employment uses, this Plan ultimately will support mixed-use residential and commercial development along the 24th Street Corridor between San Antonio Street to just south of William Street. As discussed below, in Section B, new residential uses integrated with employment uses, will be allowed by this Plan when the City Council decides to allocate housing capacity from Growth Horizon III and the Alum Rock BART station is completed. The inclusion of additional residential development and residents would further support existing businesses in the area, as well as new businesses desired along 24th Street, and would contribute to the overall vitality of the area.

New residential development is envisioned in a vertical mixed-use format with apartments or condominiums located above retail stores or offices; however, on larger properties, or where properties are aggregated, residential and commercial uses could be developed side by side in a horizontal mixed-use format. As described under the description of the Urban Village land use designation section below, mixed-use development would need to maintain and potentially expand upon the existing amount of commercial space on a given site.

A. PLANNED GROWTH CAPACITY AND OBJECTIVES

This Plan establishes a commercial/employment square footage objective and residential unit planned capacity for the overall Village as described below.

Employment Growth: The overall objective for the whole Village is to develop an additional 124,500 square feet of non-residential/employment space over the existing amount of commercial and industrial square footage. With 167,000 square feet of existing industrial and commercial space, this objective represents a 75% increase in the amount of employment square footage above existing levels. The Village employment growth objective is based upon the “jobs first” Envision San Jose 2040 General Plan planned capacity of 415 new jobs for the 24th and William Street Urban Village. The non-residential/employment square footage objective was calculated per the methodology outlined in the General Plan by assuming that each job requires, on average, 300 square feet of gross building area, and then multiplying 415 by 300.

Housing Growth: The planned dwelling unit capacity for the Village overall is 217 new housing units, to be developed as part of mixed-use development. This residential unit capacity is the maximum new residential growth planned for the 24th and William Street Urban Village in the Envision San Jose 2040 General Plan. This Plan recognizes that housing can contribute to creating a vibrant Urban Village; however, because the Envision San Jose 2040 General Plan is a jobs-focused Plan, it does not establish a residential unit objective, but rather a maximum number of housing units that is planned to be accommodated in this Village.

B. PHASING OF RESIDENTIAL DEVELOPMENT

To achieve San Jose’s economic and fiscal goals, the San Jose 2040 General Plan meters out planned residential growth into three Growth Horizons. Residential growth is not supported within an Urban Village until residential growth capacity is allocated from a given Horizon. The planned residential growth in the 24th and William Street Urban Village is in Horizon III. Non-residential or employment development is not subject to the Growth Horizons and can occur at any time, consistent with the goals and policies of the General Plan and the applicable Urban Village Plan.

In addition, the General Plan contains policy LU-6.1 which only allows conversion of industrial or mixed industrial commercial areas to non-employment uses (i.e. residential uses) in the 24th and William Street Urban Village, with the completion of the planned Alum Rock BART Station. As a result of both of these policies, there are two different rules regarding when residential can occur within this Village. One set of rules applies to areas presently designated, and shown in Figure 1, as Light Industrial or Combined Industrial/Commercial. The other rule applies to lands designated Neighborhood/Community Commercial. Both of these rules are described in the next section below.

Residential growth on lands designated Residential Neighborhood, Mixed-Use Neighborhood or Mixed-Use Commercial are not subject to the policies related to the phasing of residential development, and can be approved at any time, consistent with the given land use designation of the area, and the goals and policies of the General Plan and this Village Plan.

1. PHASING OF RESIDENTIAL GROWTH ON LAND DESIGNATED LIGHT INDUSTRIAL OR COMBINED INDUSTRIAL/COMMERCIAL

Lands designated on Figure 1 as Light Industrial or Combined Industrial/Commercial are subject to General Plan Policy LU-6.1. As such, residential uses are not supported in these areas until the planned Alum Rock BART station is fully funded, permitted, and scheduled for commencement of construction. Consequently the land use designation of these Light Industrial or Combined Industrial/Commercial areas will not be changed to Urban Village, as shown on Figure 2, or another designation that allows housing, until the BART station is planned for completion. Policy LU-6.1 precludes the allocation of planned residential capacity onto these employment lands though the use of either The Signature Project policy (IP-5.10) or residential unit capacity “pool” policy (IP-2.11) in the General Plan. Section B.2 below discusses these policies in more detail.

2. PHASING OF RESIDENTIAL GROWTH ON LANDS DESIGNATED NEIGHBORHOOD/COMMUNITY COMMERCIAL

The phasing of residential uses on lands designated Neighborhood/Community Commercial is subject to the General Plan’s Growth Horizons. Given that the 24th and William Street Urban Village is in Growth Horizon III, the General Plan does not support residential growth on lands designated Neighborhood/Community Commercial until the City Council decides to allocate residential growth capacity from Horizon III; the City Council can decide to move into a future growth Horizon as part of a major review of the General Plan, if the City is moving towards achievement of its employment and fiscal goals.

The General Plan however contains two implementation policies which gives the City Council some flexibility to approve housing before a residential Growth Horizon is “turned on.” These two policies allow flexibility to allow mixed-use commercial residential development within areas designated Neighborhood/Community Commercial prior to the allocation of residential growth from Horizon III, if this development is consistent with the goals and policies of this Urban Village Plan. The first policy allows mixed-use residential/commercial projects to be approved ahead of a Growth Horizon if a project includes a significant jobs component and meets the other criteria of a Signature Project (for a description of a Signature Project, see General Plan Implementation Policy IP-5.10). The second implementation policy provides a “pool” of 5,000 residential units that the Council can allocate to Signature Projects and/or Urban

Villages that are not within a current Growth Horizon but have a Council approved Village Plan (General Plan Policy IP-2.11).

C. LAND USE DIAGRAM

This plan contains two land use diagrams. The first diagram is the current land use diagram that identifies land uses and intensity of uses that are supported by this Plan, prior to the allocation of Horizon III growth and the completion of the Alum Rock BART station. The second diagram is the land use diagram that is proposed with the allocation of Horizon III growth and the planned completion of the BART Station. Both are described in more detail below.

1. CURRENT LAND USE DIAGRAM

The current land use diagram is shown in Figure 1. This diagram is a largely a continuation of the land use diagram in the Envision San Jose General plan approved by the City Council on November 1, 2011. To further the achievement of the employment growth objective for this Village, this diagram includes opportunities for new commercial and industrial development; however it does not support new residential development integrated into these employment areas. These employment areas are designated on the diagram as Neighborhood Community Commercial, Combined Industrial/Commercial, and Light Industrial. The Mixed-Use Commercial Land Use Designation is also largely an employment designation, but does allow some flexibility to include housing integrated with commercial uses.

2. FUTURE LAND USE DIAGRAM

The Future Land Use Diagram is the planned land use diagram that would be approved by the City Council through a General Plan amendment process once the City Council allocates residential growth from Horizon III and once the Alum Rock BART station is fully funded, permitted, and scheduled for commencement of construction. Because, as described in Section B above, there are different policies that affect the phasing of new residential uses, this Future Land Use Diagram could be approved in stages. The areas designated Neighborhood/Community Commercial could be converted to Urban Village land use designation through a General Plan amendment process when the Council

decides to allocate growth from Horizon III. Per General Plan Policy LU-6.1, the areas currently designated Combined Industrial/Commercial and Light Industrial might be converted later once BART station is planned and scheduled for completion.

While it is not anticipated that BART will be completed before allocation of Horizon III growth, if BART is completed first, the City Council could amend the General Plan to allow residential uses on the Combined Industrial/Commercial and Light Industrial areas prior to Horizon III allocation.

FIGURE 1
 24th and William Current Land Use Diagram

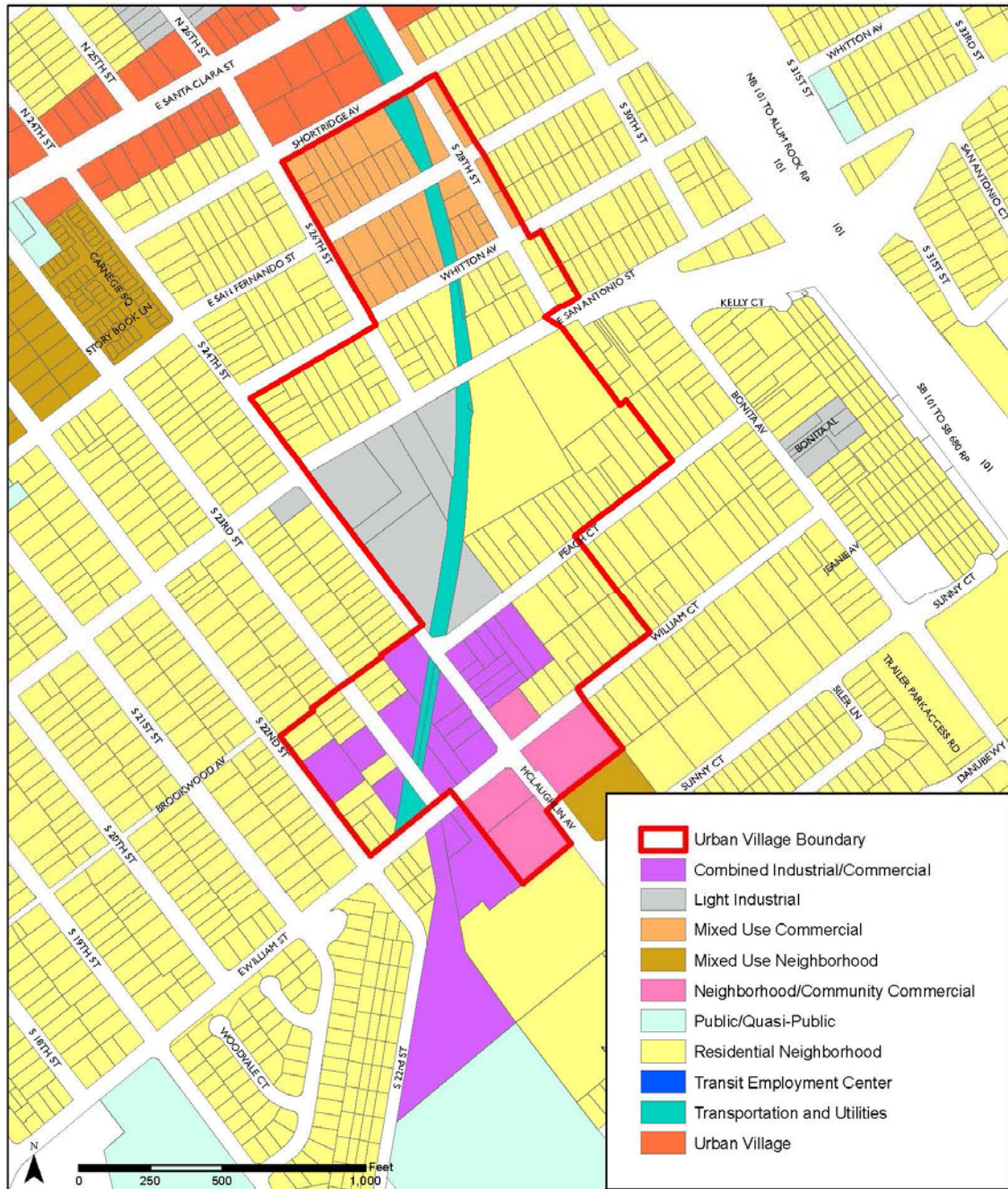
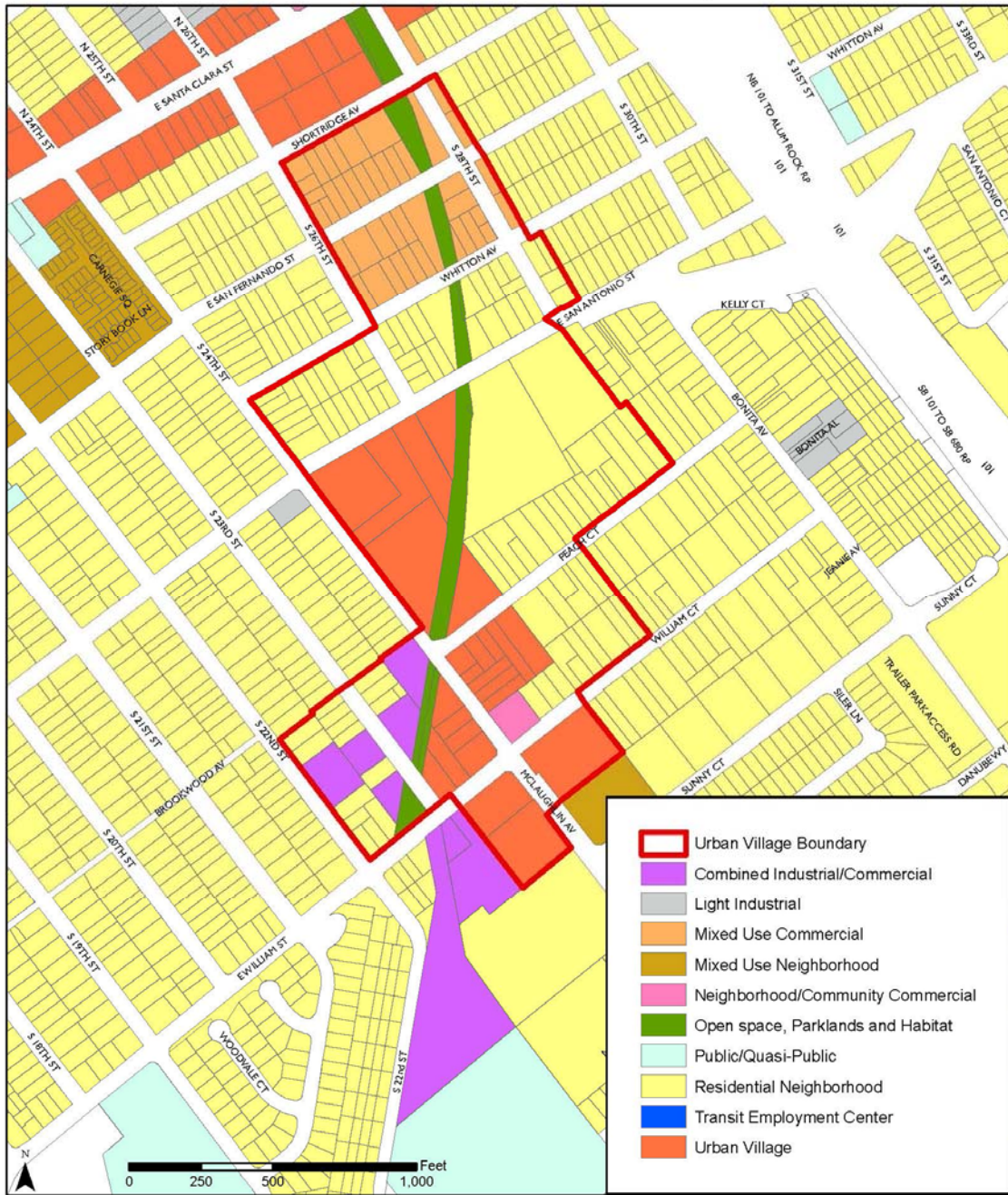


FIGURE 2
 24th and William Future Land Use Diagram



D. LAND USE DESIGNATIONS

The Land Use Designations section is divided into two sections. The first only discusses those designations that are included in the Current Land Use Diagram, Figure 1. The second section discusses only those land use designations on the Future Land Use Diagram, Figure 2, which would be added through a General Plan amendment process.

1. CURRENT LAND USE DESIGNATIONS

Below are descriptions of the land use designations that are applied in the current land use diagram, which together create the land use diagram (Figure 1) that is planned to be in place until the City Council allocates growth from Horizon III and until the Alum Rock BART Station is completed.

Mixed-Use Commercial

Density: Up to 35 DU/AC; FAR 0.5 to 1.5 (1 to 3 stories) for mixed-use projects that include residential, with a minimum commercial FAR of 0.5; FAR Up to 1.5 (1 to 3 stories) for stand alone non-residential uses.

The Mixed-Use Commercial designation is intended to accommodate a mix of commercial and residential uses with an emphasis on commercial activity as the primary use and residential activity allowed in a secondary role. Two blocks are designated with this land use designation. These blocks are bounded by Shortridge Avenue, South 28th Street, Whitton Avenue, and South 26th Street, and presently contain a mix of single family homes and industrial uses, with the industrial uses generally clustered around the former railroad right-of-way/planned Five Wounds Trail. The commercial uses that are envisioned and supported by this designation include neighborhood serving retail and small offices. This land use designation also supports arts related uses including artist studios, art education uses, and rehearsal and production uses. Low impact industrial or light manufacturing uses could be appropriate within this land use designation if they are compatible with and do not pose a hazard to surrounding residential uses.

The Mixed-Use Commercial land use designation does support residential uses as part of a mixed-use development, but not as a stand alone use. New development that includes residential should include a minimum commercial FAR of 0.5. The type of residential envisioned for this area includes live work uses. New non-residential uses that do not include residential do not have a minimum FAR.

The area designated Mixed-Use Commercial contains a number of existing single family homes and some duplexes. The intention of this Plan is that these existing residential only uses can remain indefinitely. Requirements for the inclusion of commercial or non-residential uses would only come into effect if and when an existing residential property is redeveloped.

Neighborhood/Community Commercial

Density: Varies

The Neighborhood/Community Commercial (NCC) Land Use Designation supports a broad range of commercial uses such as neighborhood serving retail stores and services, office uses and private community gathering facilities including places of worship. Residential uses are not supported by this Land Use Designation.

The only properties on the current land use diagram that are designated Neighborhood/Community Commercial are located at or adjacent to the northeast, southeast and southwest corner of 24th and William Streets. All, but one of these properties, are ultimately planned to be changed to an Urban Village Land Use designation with Council allocation Growth Horizon III. This one property that is intended to remain Neighborhood/Community Commercial is located on the northeast corner of 24th Street and William Court. This property contains a single family house that is estimated to be over 100 years old. A historic analysis has not been conducted for this property; however a survey of this property could determine that this property is eligible for the City's historic inventory. The goal of this Plan is to preserve this early 20th century single family house, while allowing the structure to be used for neighborhood serving commercial uses or offices uses. Although the NCC designation does not allow the redevelopment of the site to new residential uses, this Plan does support the continued residential use of this structure.

To encourage preservation of the structure on the northeast corner of 24th and William Street, the allowed density on this property is an FAR of up to 0.25 (1 to 2 stories). The allowed density on the other NCC properties, which are located south of William Street, is an FAR up to 2.0 (1 to 4 stories)

Combined Industrial /Commercial

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

The Combined Industrial/Commercial (CIC) land use designation allows a significant amount of flexibility for commercial, office or industrial uses or a compatible mix of

these uses. Most of the properties designated CIC contain existing industrial and commercial retail uses.

While this designation supports industrial uses, this Plan only supports industrial uses that are compatible with the surrounding residential neighborhood and to do not detract from the quality of life of surrounding residents either because of noise, air, operational, aesthetic or other impacts. Industrial uses adjacent to the Five Wounds Trail should also not negatively impact the functionality or visual character of the trail.

Light Industrial

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

This designation is intended for a wide variety of industrial uses and excludes uses with unmitigated hazardous or nuisance effects. Warehousing, wholesaling, and light manufacturing are examples of the type of uses supported under this designation. The area designated Light Industrial on the Current Land Use Diagram is generally a triangular area south of San Antonio Street, east of 24th Street, and north of Peach Court. This area is planned to be changed to an Urban Village land use designation after completion of the Alum Rock BART station, allowing for the conversion of this area to commercial type uses, and mixed commercial and residential developments.

Transportation and Utilities

Density: FAR N/A

The former Western Pacific Railroad right-of-way and future planned Five Wounds Trail corridor is designated Transportation and Utilities. While this designation is applied to active or inactive railroad lines and high-voltage power line corridors, it also supports the development of a trail within the 24th and William Street Urban Village, given that the railroad is no longer active. This designation also supports the use of the former railroad of way for staging and other activities needed for the construction of BART.

Residential Neighborhood

*Density: Typically 8 DU/AC (Match existing Neighborhood Character);
FAR up to 0.7 (1 to 2.5 stories)*

A significant portion of the 24th and William Street Urban Village is designated Residential Neighborhood. These largely single family areas were included as part of the plan for contextual purposes and it is not the intent of this Plan to intensify or change the existing and predominately single family character of these areas. The residential density that would be supported under this designation is generally 8 dwelling units to

the acre. In areas where there are higher prevailing densities (i.e. more than 50% of the development on both sides of a given block is greater than 8 dwelling units to the acre), higher residential densities could be allowed. For more information on the type and intensity of uses supported under the Residential Neighborhood land use designation refer to Chapter 5 of the General Plan.

2. LAND USE DESIGNATIONS ADDED TO THE FUTURE LAND USE DIAGRAM

Below is a description of the Urban Village Land Use Designation which will be applied with the City Council allocation of Growth from Horizon III and completion of the Alum Rock BART Station. To identify where this designation is planned to be applied refer to Figure 2.

Urban Village

Density: Up to 95 DU/AC; FAR 0.3 to 2.5 (1 to 4 stories) for mixed-use projects that include residential, with a minimum commercial FAR of 0.3; FAR Up to 2.5 (1 to 4 stories) for stand alone non-residential uses.

The properties in the Future Land Use Diagram planned to be designated Urban Village are generally located along 24th Street south of San Antonio road, with a cluster at the intersection of William and 24th Streets. The Urban Village Designation supports a wide range of commercial uses, including retail sales and services, professional and general offices, and institutional uses. As applied in the 24th and William Street Urban Village, the Urban Village designation will support residential uses in a mixed-use format. Residential and commercial mixed-use projects can be vertical mixed-use with residential above retail for example, or, where the aggregation of properties creates a larger site, they can be mixed horizontally, with commercial and residential uses built adjacent to each other, in one development. To meet the commercial/employment lands objective for this Village, mixed-use projects must include a minimum FAR of 0.3 for commercial uses. Stand alone residential projects that do not include a commercial component are not supported by the Urban Village land use designation in this Plan.

Open Space, Parkland and Habitat

Density: N/A

This designation allows a broad range of recreation or open space uses, including parks and trail uses. This designation is planned to be applied to the planned Five Wounds Trail corridor after completion of the BART system through the Five Wounds area.

E. LAND USE POLICIES

Land Use Policy 1: Create a mixed-use Urban Village that is pedestrian focused, provides employment, housing and shopping opportunities, and enhances the quality of life for residents in surrounding communities.

Land Use Policy 2: The development of ground floor neighborhood serving retail along 24th Street and along William Street at its intersection with 24th Street, is encouraged on properties with an Urban Village land use designation.

Land Use Policy 3: Stand alone residential projects are not supported in areas with an Urban Village land use designation and residential projects should include commercial uses at an FAR of 0.3 or greater.

Land Use Policy 4: Industrial uses that could have health impacts on the surrounding residential neighborhood or would have significant operational or negative visual impacts should not be allowed.

Land Use Policy 5: Preservation of the approximately 100 year old home at the northeast corner of 24th and William Street is encouraged. Exterior modifications or use of materials that detract from the historic or architectural integrity of the structure are discouraged. To further its preservation, this structure could continue to be used as single family home, or could be converted to live work, small office, or neighborhood serving retail business

Land Use Policy 6: Drive-through uses should not be permitted within the Five Wounds Urban Village

URBAN DESIGN

Urban Design Goal: Create an attractive Urban Village that contributes to the economic vitality of the Five Wounds/Brookwood Terrace community, creates a vibrant pedestrian environment and contributes towards a strong and positive community identity through the high quality and thoughtful design of buildings and public spaces.

The quality of urban design, from the architecture and design of new buildings and materials used, to the massing and placement of the buildings in relationship to the street, each other, and the surrounding neighborhood, will play a critical role in creating a great place. If successful, high quality design in the 24th and William Street 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.

This Plan provides urban design policies intended to achieve the Urban Design Goal, and to guide the growth of this Village with development that is of high quality and lasting design, is pedestrian oriented, and is relatively urban in scale, with building along key properties along 24th Street envisioned to be between three and four stories.

A. BUILDING HEIGHT

The surrounding community has expressed support for the redevelopment of the existing, predominately single story commercial and industrial buildings along 24th and Williams Streets with multi-story commercial or mixed-use development. However, the surrounding neighborhood is largely composed of one story single family homes, and, as the area redevelops, it will be critical to ensure that new development is compatible and in scale and height. To ensure neighborhood compatibility, this Plan establishes the height limit for new commercial and high density mixed-use development. Height limits for the Current Land Use Diagram are shown in Figure 3. Height limits for the Horizon III and completed BART station land use diagram are shown in Figure 4. The height limits established in the Plan are lower than the illustrative height ranges established in the Envision San Jose 2040 General Plan for the Urban Village and Combined Industrial/Commercial Land Use Designations

Building Height Policies

Building Height Policy 1: Accommodate relatively higher density and intensity development in multi-story buildings in locations that are compatible with the surrounding neighborhoods.

Building Height Policy 2: The height of new development within the 24th and William Street Urban Village should not exceed the height limits shown in Figure 3, prior to allocation of growth from Horizon III and the planned completion of BART, and Figure 4, after allocation from Horizon III and the scheduled completion of BART.

FIGURE 3
24th and William Height Limits Pre-BART Completion

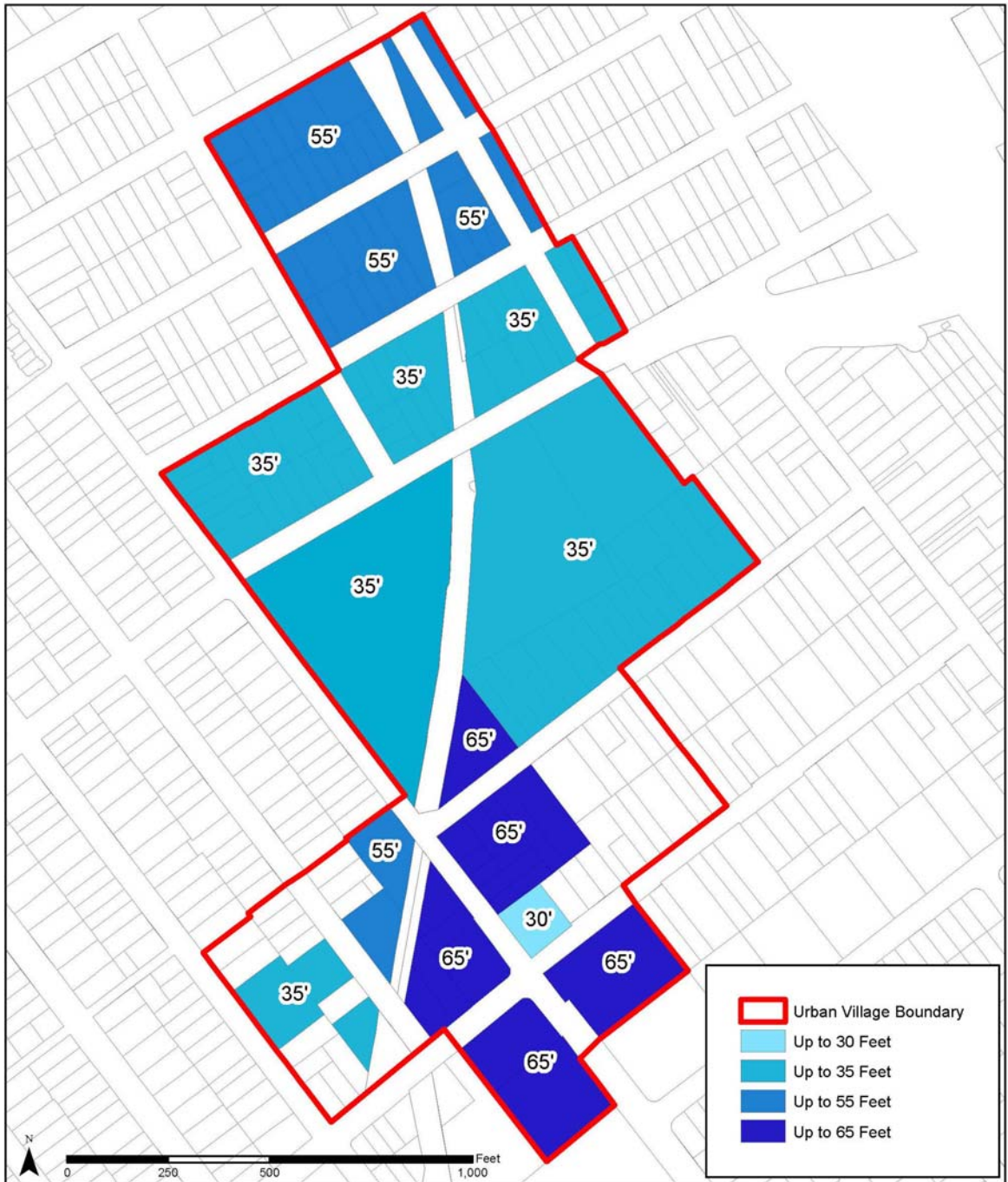
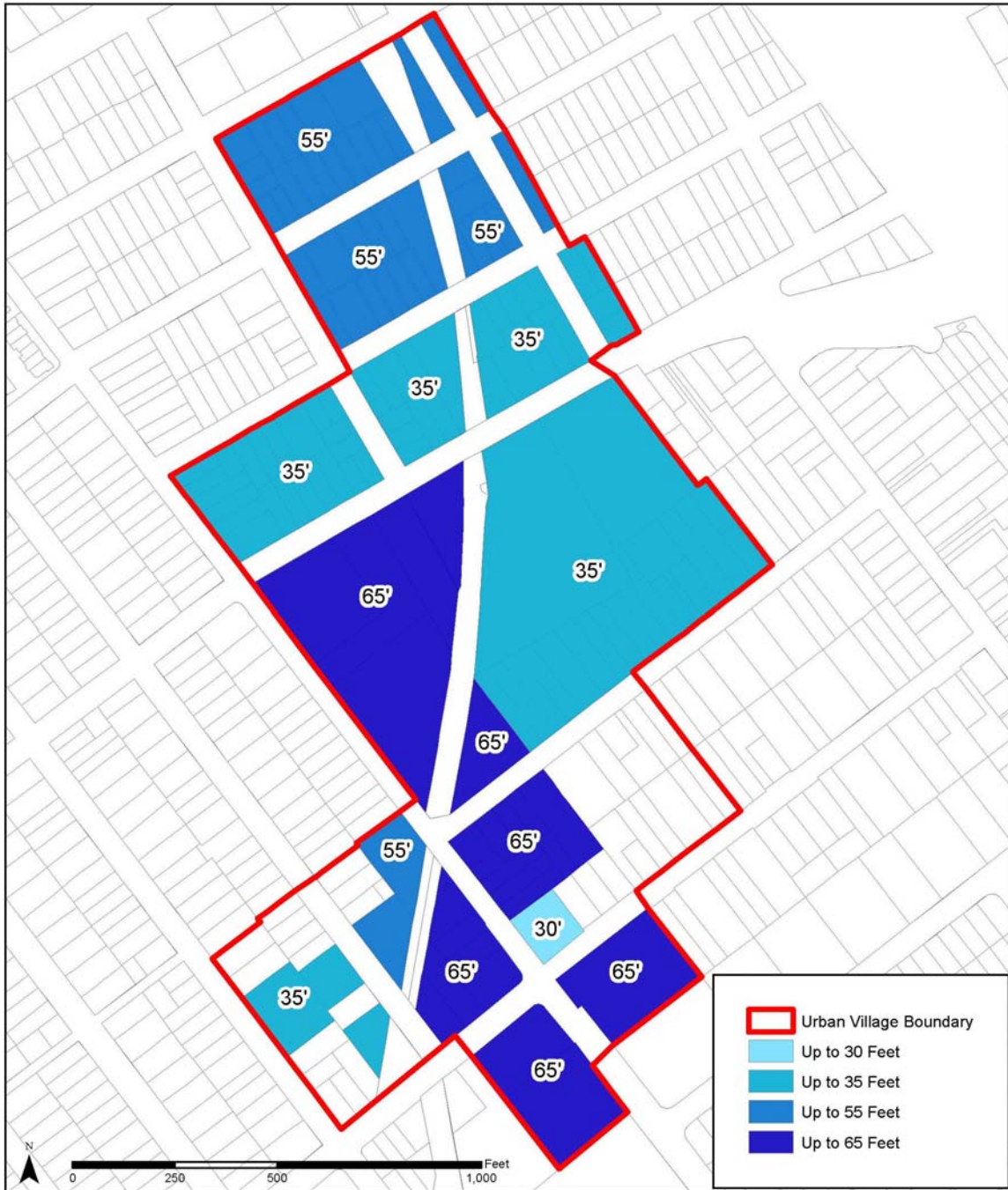


FIGURE 4
24th and William Height Limits Post-BART Completion



B. Architectural Elements

The architecture of buildings, when thoughtfully designed, can contribute positively towards the identity of a district. This plan intends that new buildings are of high quality design that contributes to the positive sense of place and contributes to its economic and social vitality of the community. While the policies below provide a great degree of flexibility, the Community expressed a strong preference for buildings built in a style that reflect the ethnic as well as architectural heritage of the area. The ethnic heritages of the area include the Portuguese and Mexican cultures. The architectural heritage includes styles that reflect these two cultures, as well as the Spanish Revival, Victorian, and Arts and Craft architectural styles.

Architectural Elements Policies

Architectural Elements Policy 1: The design of new development in the 24th and William Street Urban Village should contribute to the positive image and vitality of the area.

Architectural Elements Policy 2: New development within the 24th and William Street Village is encouraged to be built in architectural styles that reflect the ethnic and architectural heritage of the area.

Architectural Elements Policy 3: To create a visually rich and interesting built environment, the articulation of building façades and variations in building planes and roof lines are encouraged in new development. New buildings should avoid the appearance of monolithic projects.

Architectural Elements Policy 4: New commercial or mixed-use development should include decorative elements on building facades and entryways. The integration of unique, artisan and artist-designed elements into the façade or public spaces is encouraged.

Architectural Elements Policy 5: New commercial and mixed-use development should use high quality and durable building materials on the façades of buildings.

C. STREET FRONTAGE

For a pedestrian the most important element of a building is the design of the ground floor. This plan establishes the following policies to guide the sidewalk level design of new buildings along 24th Street/McLaughlin Avenue, William Street, San Antonio Street

and Peach Court to ensure that this development contributes to a comfortable and visually engaging walking experience.

Street Frontage Policies

Street Frontage Policy 1: At least 70% of the frontage of buildings containing ground floor commercial uses should be devoted to windows and entrance areas.

Street Frontage Policy 2: Large blank walls along public sidewalks and the Five Wounds Trail are discouraged. Where solid walls adjacent to sidewalks are necessary, the walls should include architectural elements, landscaping and/or murals to add visual interest and soften a walls visual impact.

Street Frontage Policy 3: High visibility between the sidewalk and the interior of retail shops is encouraged through the abundant use of transparent openings in building facades.

Street Frontage Policy 4: The installation of awnings and canopies is encouraged in retail areas to create shelter and shade. Bulky awnings that obscure views of building facades are discouraged.

Street Frontage Policy 5: The use of tinted and overly reflective windows on first floor storefronts is discouraged.

Street Frontage Policy 6: Ground floor commercial space should have their primary building entry adjacent to and fronting the adjacent public sidewalk.

Street Frontage Policy 7: New residential uses adjacent to public sidewalks should be designed with a strong street orientation, integrating design elements that contribute to the pedestrian environment.

D. TRAIL FRONTAGE

The development of the Five Wounds Trail is a top priority for the community. The success of this trail as a public space, where trail users and the surrounding community feel safe and make frequent use of the trail, will not only be affected by the design of the trail right-of-way, but will also be affected by the design of surrounding development and how this development addresses the trail. New development that has windows and entries on to the trail will help create “eyes on the trail” that discourages criminal or nuisance activity. In contrast, development that walls or closes itself off from

the trail could create a corridor that feels unsafe and, due to the lack of visibility onto the trail, could encourage nuisance and criminal activity. While this Plan does not require new development to be fully integrated with the trail corridor, without physical restrictions on public access to adjacent private property, this Plan does include policies to ensure that new development is visually open and connected to the trail.

Trail Frontage Policies

Trail Frontage Policy 1: New development adjacent to the trail should contribute to an inviting, attractive and safe environment for trail users.

Trail Frontage Policy 1: New development should have windows that face or “look on to” the trail.

Trail Frontage Policy 2: Residential or mixed-use development adjacent to the trail should provide at least one or more direct entrances to the trail for residents of the development. Townhome developments are encouraged to have stoops and individual entries directly facing the trail.

Trail Frontage Policy 3: Large blank walls or solid fences along the Five Wounds Trail are discouraged. Where solid walls adjacent to sidewalks are necessary, the walls should include architectural elements, landscaping and/or murals to add visual interest and soften a walls visual impact.

E. SETBACKS AND BUILDING PLACEMENT

In addition to the design of building’s facade, the placement of a building on a property can also significantly contribute towards, or detract from the pedestrian environment. Building that are set back from the sidewalk, with parking in front, are designed primarily for the automobile and do not contribute to a comfortable and inviting walking experience. In contrast, building that are located adjacent to the sidewalk are more intimate and pedestrian scale.

Setback Policy 1: To establish a consistent street edge that is pedestrian oriented, new buildings along 24th Street/McLaughlin Avenue, and William and San Antonio Streets should be built up to and adjacent to the sidewalk, with no or minimal front and side street setbacks for the majority of the front or side street building façade.

Setback Policy 2: Parking lots should be located behind or under buildings, and surface parking should not be located between the sidewalk and the front façade of buildings.

Setback Policy 3: Parking located at the side of a building and adjacent to 24th Street/McLaughlin Avenue and San Antonio Street should not occupy more than 30 percent of a given property's street frontage and, for corner properties, should not be located adjacent to an intersection.

PUBLIC ART

Public Art Goal: Create an attractive and culturally rich environment that helps to establish a unique identity for the Five Wounds Trail and the 24th and William Street Urban Village by integrating public art and artist designed elements into both the trail and new development.

Public art integrated throughout the 24th and William Street Urban Village is key to 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 public art in the 24th and William Street Urban Village is envisioned to be integrated into the streetscape, buildings and the Five Wounds Trail, 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, information signs, and gateway elements such as columns and landscaping. While this Plan does not intend to limit the development of public art pieces to local artists, it does encourage the consideration of local artists in the selection process and encourages the development and retention of local talent.

An existing funding mechanism that could fund public art projects is the Percent for Art Fund. This fund, which only applies to public projects on City property, allocates one percent of the total cost of a capital project towards the design, fabrication and installation of public artworks to enhance the projects design and add to the character of the community served by the capital improvement. The Percent for Art funds within the City of San Jose are managed by the Public Art Program/Office of Cultural Affairs in collaboration with the 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.

A potential funding sources 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, could be applied to the four Five Wounds Urban Villages or could be applied 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.

In addition to requirements for City or private contributions towards public art, developers can be encouraged, as part of the entitlement process, to integrate unique and/or artist designed building and site elements into their project.

Public Art Policies and Actions

Public Art Policy 1: Continue to collect the one percent for art from public projects on City property and allocate money collected within or in the vicinity of the 24th and William Street Urban Village to public arts projects within this Village.

Public Art Policy 2: Integrate public art and artist designed streetscape elements, such as street furniture, bicycle racks, tree wells, pavement treatments etc., into the Five Wounds Trail right-of-way.

Public Art Policy 3: 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.

Public Art Policy 4: Prioritize public art as a key element of the Five Wounds Trail.

Public Art Action 1: Explore the establishment of a public art fee on new private development in the 24th and William Street Urban 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 Jose 2040 General Plan.

Public Art Action 2: Integrate public art enhancement funding in all grant dollars solicited for trail development.

STREET AND PEDESTRIAN CIRCULATION SYSTEM

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

A key goal of the Envision San Jose 2040 General Plan, and therefore a key goal of this Village Plan, is create an urban fabric where walking is a viable way to get from one place to another and the built environment is shifted away from primarily accommodating the automobile and towards one that also accommodates the pedestrian. This Plan seeks to create an Urban Village where people are encouraged and feel comfortable walking, and where surrounding community members are encouraged to walk from their homes to the Village. This section focuses on public right-of-way improvements, and in a few locations, roadway modifications that will improve walking environment. In particular, this plan makes recommendations for improvements to the intersections of the trail and roadway to improve access and convenience for future trail users.

A. SIDEWALKS

The existing sidewalks along the majority of 24th Street, William Street, San Antonio Street and the surrounding neighborhood streets are narrow, with typical widths between four and four and half feet. The widths of these sidewalks are not wide enough for two people to walk side by side. In addition these narrow sidewalks do not meet the City's minimum sidewalk standard of 6 feet for residential neighborhoods.

Unfortunately, it is not feasible to widen these sidewalks along most streets within this Urban Village; doing so would require expanding sidewalks on to the front yards of people's existing homes and businesses.

There are, however, opportunities to expand the width of sidewalks adjacent to the larger properties as they redevelop. New development along San Antonio and William Streets, streets with higher pedestrian volumes and with significant redevelopment opportunities, should provide a minimum public sidewalk width of at least 6 feet with a 4 foot planter and tree well strip. Along 24th Street and McLaughlin Avenue new commercial development or the commercial portion of a mixed-use development should provide a 10 foot wide sidewalk with an additional 5 feet for tree wells. To provide for the additional width for either a 10 foot or 15 foot wide combined sidewalk and planting/tree well strip, new development may need to be setback from the

property line. The setback areas on private property would then need to be paved to match the sidewalk in the public right-of-way to give the appearance of a single wide sidewalk.

Sidewalk Policies

Sidewalk Policy 1: As properties redevelop with higher intensity and/or density development along William and San Antonio Streets and Peach and William Court, establish minimum 6 foot sidewalks with 4 foot planter or tree well strips.

Sidewalk Policy 2: Establish minimum 10 foot wide sidewalks with a 5 foot tree well strip along 24th Street/McLaughlin Avenue as properties redevelop with commercial development or with mixed-use development.

B. STREET TREES

Street trees provide many benefits to a corridor. Street trees can make an area more attractive, contributing towards the positive identify of a corridor, thereby encouraging private investment, increasing customers to businesses and potentially increasing property values. Street trees create inviting pedestrian areas that encourage walking by providing shade from the sun and by providing a physical and visual barrier between pedestrians and the street. In addition street trees can increase pedestrian safety and reduce traffic noise by causing motorist to perceive a narrower street and slow down. Trees, and large canopy trees in particular, can also reduce building energy costs by providing shade which naturally reduces the need for air conditioning. Trees also improve air quality by filtering pollution from the air.

The installation of street trees and other streetscape improvements along 24th Street/McLaughlin Avenue has been a top priority for the community. As a result of the community and the City's collaborative Strong Neighborhood Initiative efforts many street trees were planted and other improvements installed, such as pedestrian scale antique street lights. There remains, however, gaps in the street trees along this corridor, either because planted trees died or were not planted in the first place. The focus of the Plan is to fill in these gaps that do not have street trees and to maintain the existing trees.

William and San Antonio Streets, both of which are the primary east-west pedestrian routes to this Village, also have a significant number of street trees, many of which were planted in the last 10 years. Like with 24th Street/McLaughlin Avenue, however, the

existing street tree canopy should to be maintained and the existing gaps in this canopy filled.

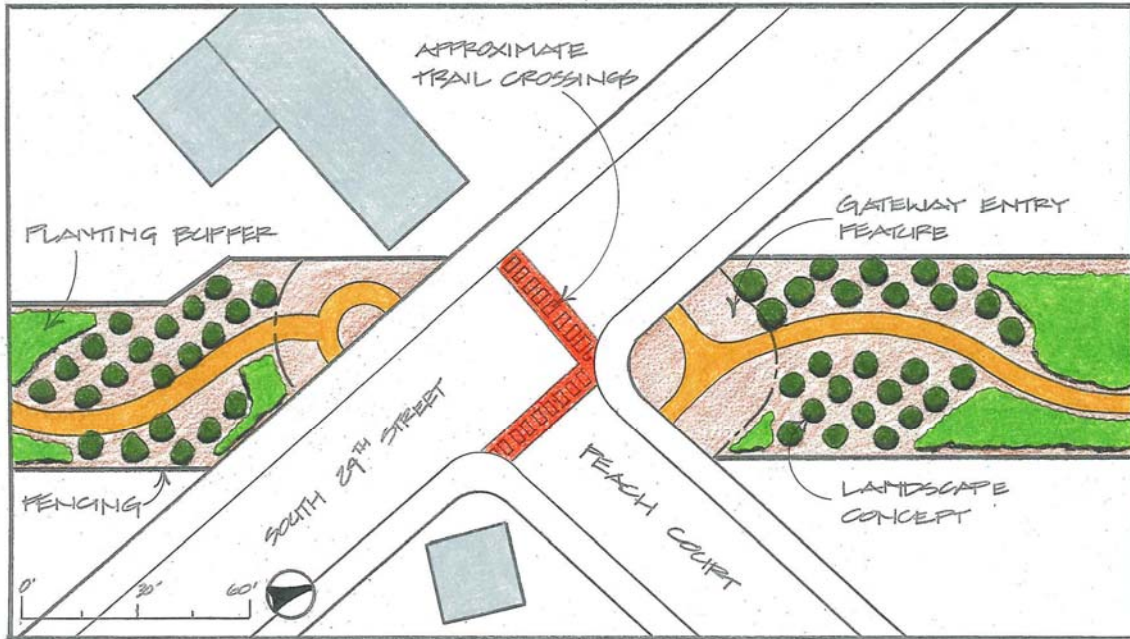
Street Tree Policy

Street Tree Policy 1: Establish a consistent rows of street trees, by maintaining, and expanding the existing street tree canopy throughout the Urban Village, prioritizing the maintenance of existing and the planting of new infill trees on 24th Street//McLaughlin Avenue, San Antonio Street and William Street.

C. ROADWAY/TRAIL INTERSECTIONS

This Plan recommends a number of roadway improvements to improve the connectivity of the planned Five Wounds Trail, making it safe and more convenient for trail users to cross intersecting streets. The first location of recommend trail connectivity and access improvements is at the T-intersection of Peach Court and 24th Street. The abandoned rail line crosses through this intersection at a diagonal creating an awkward interface and potentially making the intersection a barrier for trail users. To facilitate bicycle and pedestrian travel through this intersection this Plan recommends exploring the installation of a traffic light that could be activated by both pedestrians and bicyclists. If pedestrian and trail volumes warrant it, a pedestrian “scramble” traffic light should be installed. Such a scramble signal would halt all motor vehicle traffic and allow pedestrians to cross in any direction, and could allow bicycles on the trail to cross 24th Street. To slow traffic and to shorten crossing distances, curb extensions and bulb outs should also be installed. The trail crossing at this intersection should then receive a special and distinct paving treatment making motorists more aware of the trail crossing. Other pedestrian circulation improvements that should be considered include enhanced crosswalks for pedestrians on the other legs of the intersection, as well as center roadway medians adjacent to the intersection. Figure 5 illustrates some of these recommended improvements.

Figure 5
South 24th Street/Peach Court Trail Intersection Concept



To facilitate north south trail travel across San Antonio Street, this Plan also recommends improvements at San Antonio Street, and 23rd and William Street's intersection with the planned Five Wounds Trail. At these intersections, the San Antonio, 23rd and William Street trail crossing could be narrowed by extending the curbs into the street to create "trail head bulb-out." The trail street crossing could also be paved with a distinctive paving treatment. In addition, raising the pavement of the trail crossing relative to the roadway could also help improve the visibility of the trail to motorist and slow down traffic, much like a speed hump. Conceptual plans of these intersections are shown on Figures 6 and 7.

Figure 6
East San Antonio Street Trail Intersection Concept

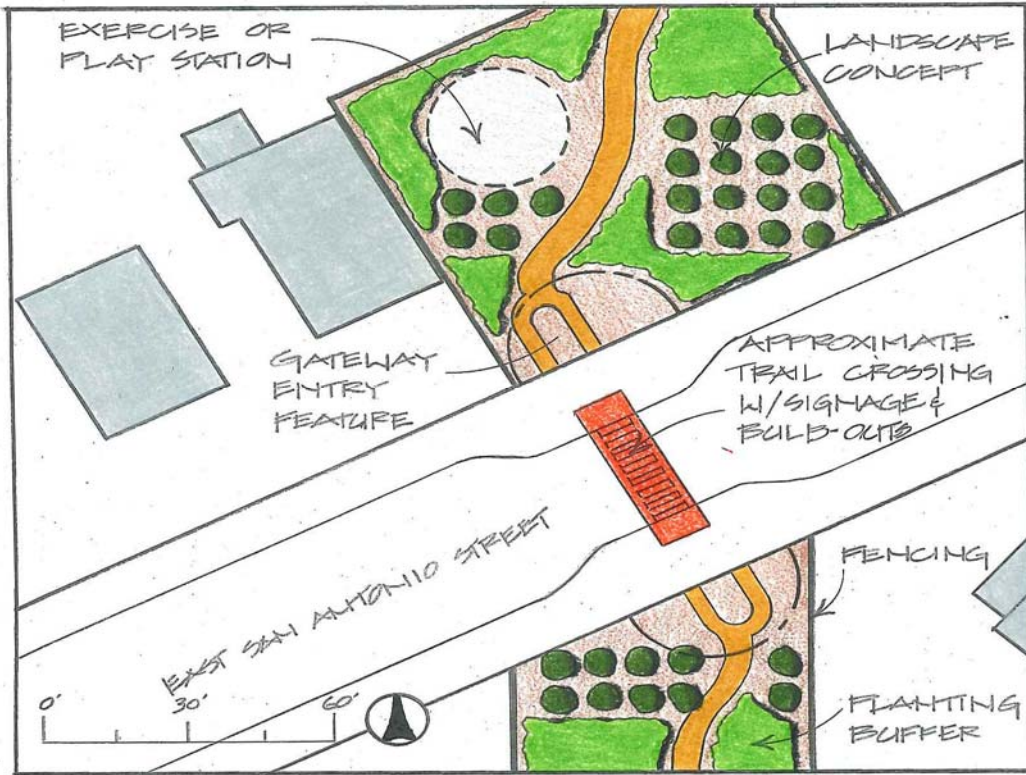
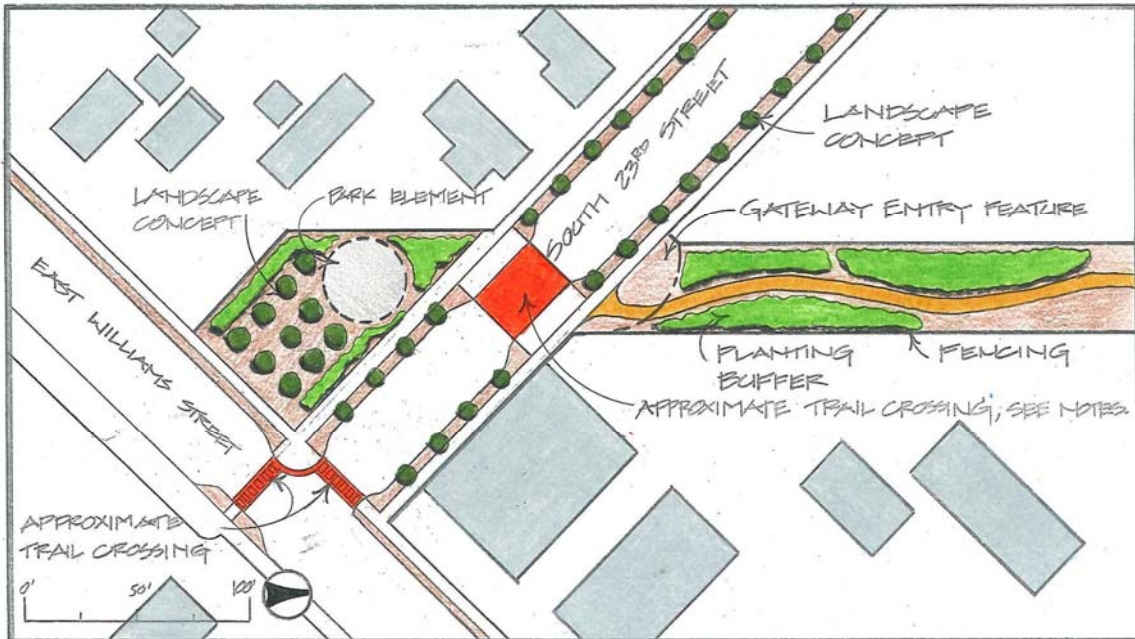


Figure 7
South 23rd St. Trail Intersection Concept



While the trail's intersections with William and 23rd Streets, 24th Street and Peach Court, and San Antonio Street are the locations needing the most attention, improvements should also be considered at the trail's intersection with more minor neighborhoods streets; these streets include Shortridge Avenue, East San Fernando Street, and Whitton Avenue. The improvement that could best make the trail feel more continuous or less broken into short segments by cross streets, include the installation of a raised trail crossing across these streets that includes a distinct pavement treatment, consistent with the pavement treatments applied at the other trail and roadway intersections.

All of the recommended trail and roadway intersection improvements are intended to be developed in conjunction with the development of the Five Wounds Trail. In addition to capital or construction money, funding will need to be identified to maintain any enhanced pavement treatments, given that the City does not currently have a dedicated funding source for maintaining such non-standard facilities.

Roadway/Trail Intersection Policy

Roadway/Trail Intersection Policy 1: Modify and improve identified roadway segments and intersections that intersect the Trail to provide a safe and convenient experience for trail users.

Roadway/Trail Intersection Actions

Roadway/Trail Intersection Action 1: As a means to provide a safe and convenient trail crossing across South 24th Street, consider, and install, if feasible and warranted, a traffic signal and pedestrian enhancements at the intersection of Peach Court and South 24th Street. Pedestrian enhancements to be considered should include enhanced crosswalks and trail crossing, bulb-outs, medians and a pedestrian scramble traffic signal.

Roadway/Trail Intersection Action 2: Develop an enhanced trail crossing at the intersection of the Five Wounds Trail and San Antonio Street, 23rd Street, and William Street. Enhancements to be considered should include curb/sidewalk extensions to narrow the street and pedestrian crossing distances, and a trail street crossing that is raised and includes a distinctive paving treatment.

Roadway/Trail Intersection Action 3: Develop enhanced trail crossings at the Trail's intersection with Shortridge Avenue, East San Fernando Street, and Whitton Avenue. Enhancements to be considered should include the installation of a raised trail crossing with a distinctive paving treatment.

PARKING

Parking Goal: Minimize the space demands of parking through the efficient design, provision and management of off-street parking in new development.

Accommodating automobiles through the provision of parking spaces consumes a significant amount of land, land that could be used for new development, landscaping and open spaces, and pedestrian circulation areas. For example, a typical modern suburban development in San Jose often has more than three as much land dedicated for surface parking than is occupied by the commercial building the parking is intended to serve. The space demands from parking 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 many of the properties in the 24th and William Street Urban Village with more urban and pedestrian oriented development. These properties are small, and, even if they are combined with adjacent properties, accommodate both significant new development and suburban levels of parking to serve this development would be impossible. The parking policies included in this Plan are intended to reduce the amount of land dedicated to the parking of motor vehicles and thereby increasing the amount of land available for other more active uses.

Parking Policies and Action

Parking Policy 1: Encourage new residential and non residential development to provide no more than or close to the minimum parking spaces required by the zoning code.

Parking Policy 2: Encourage new residential and commercial office development to unbundle or separate the sale or lease price for parking spaces from the sale or lease price of the residential unit or commercial tenant spaces.

Parking Policy 3: Encourage the sharing of parking between uses that have different peaks in parking demand within the same development and between developments.

Parking Policy 4: As part of the entitlement process, ensure that new development provide off-street bicycle parking spaces as required by the City's zoning code.

Parking Action 1: Continue to explore the reduction of off-street parking requirements for the 24th and William Street Village and other Urban Villages in San Jose.

FIVE WOUNDS TRAIL

Trail Goal: Establish the former Western Pacific Railroad right-of-way through the 24th and William Street Urban Village and the Five Wounds/Brookwood Terrace Community as a multi-purpose Trail that provides both recreational opportunities and improved bicycle and pedestrian access to the planned Alum Rock and Berryessa BART stations and, with a connection to the Coyote Creek trail, to destinations south of Interstate 280.

The former Western Pacific Railroad’s San Jose spur line bisects the Five Wounds/Brookwood Terrace Strong Neighborhoods Initiative Area and the 24th and William Street Urban Village, providing potential bicycle and pedestrian connections from Five Wounds/Brookwood Terrace community to the planned Berryessa BART Station north of US Highway 101, the planned Alum Rock BART station and Kelley Park in 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.

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. This Concept Plan provides a detailed understanding of the community’s vision for Trail. This Plan incorporates many of the general recommendations for improvement to planned trail and street intersections; improvements to these intersections are discussed above in Street and Pedestrian Circulation System section. This Plan also addresses the interface of new development with the trail; this interface is discussed above in the Urban Design Section.

The Concept Plan recommends two “special use” areas along the portion of the trail that is within the 24th and William Street Urban Village. The first special use area is located at the intersection of the Trail and San Antonio Street and the second area is at the trails intersection with William Street; these special use areas are shown in Figure 6 and 7, respectively. These areas could be developed as small pocket parks, open spaces with exercise equipment or as gateways to the trail depending on the location and identified needs of the community. Creating these areas will require the need for the acquisition of additional property beyond the railroad right-of-way.

This Plan recommends considering the establishment of reserve fund where PDO moneys collected from new residential development within the Five Wounds/Brookwood Terrace community, which includes the Roosevelt, Little Portugal, Five Wounds and 24th and William Street Urban Village, be earmarked for the future development of the Five Wounds Trail. Upon evaluation of planned priority park projects that serve or benefit this Five Wounds Brookwood Terrace community, the Director of Parks Recreation and Neighborhood Services may recommend the 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 of the project and it therefore anticipated that it will take a number of years to complete project.

Rail Trail Policies and Actions

Trail Policy 1: Consider establishing a Five Wounds Trail reserve within the Parks Trust Fund in which PDO moneys from development occurring in the 24th and William Village and the larger Five Wounds Brookwood Terrace community could be set aside for the development of the Five Wounds Trail.

Trail Policy 2: In the development of the Trail, consider and incorporate, where feasible an appropriate, the concepts and design recommendations of the Five Wounds/Brookwood Terrace BART Station Area Community Concept Plan

Trail Policy 3: Explore the development of special use areas along the trail, and if feasible, work with the community on the design and programming of these spaces.

Trail Policy 4: Work with neighborhood residents and surrounding property and business owners to develop a design for the Five Wounds Trail that meets the community's needs.

Trail Action 1: 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 2: Work with Santa Clara County to pursue state and federal grants to fund the development of the Five Wound Trail, and identify other potential funding sources such as private foundations.

IMPLEMENTATION

The 24th and William Street Urban Village Plan will largely be implemented as the individual private properties within the Village redevelop. The City does not itself redevelop properties, but the City can and should take proactive steps to encourage new development and investment in the Village. This being said, housing uses are not planned until the City Council allocates growth from growth Horizon III and not until the Alum Rock BART station is completed. At that time of allocation the housing designation would result in the conversion of industrial lands.

The one major public investment recommend in this Village Plan is the development of the Five Wounds Trail. The development of this trail will require a significant amount of funding. In addition, to the cost of acquiring the right-of way from the Valley Transportation Authority and then building the paved trail, there is the costs of adding amenities and landscaping along the trail right-of-way, and constructing improvements at the trail's intersection with the roadway network. While the City does have an existing Parks Dedication Ordinance (PDO) that generates funding for new parks facilities from new housing development, and while this Plan recommends that any PDO funds generated from new development within the larger Five Wounds area be dedicated towards trail development, it is anticipated that additional funding will need to be secured to complete the communities vision for the Five Wounds Trail. To fill this anticipated funding gap, this plan recommends pursuing state and federal grant funds, and identifying potential funding from private foundations.

In addition to these funding sources, this Plan recommends the development of an Urban Village Implementation Finance Strategy that will establish financing mechanisms to fund public improvements, such as the Five Wounds Trail. This Strategy would not be developed solely for the 24th and William Street Urban Village but would be developed as one strategy for all four of the Five Wounds area Urban Villages: Roosevelt, Little Portugal, Five Wounds and 24th and William Street Villages. In addition to funding the development of the Trail, the Strategy would be used to fund other identified improvements within the Urban Village Plans including public plazas, pedestrian improvements, street trees and streetscape amenities. This Strategy will also need to include mechanisms to fund the on-going maintenance of these improvements, including the maintenance of the Five Wounds Trail.

Because it is anticipated that there will continue to be strong interest in building new housing in San Jose and in the Five Wounds area, this Plan recommends that the Urban Village Implementation Finance Strategy establish funding mechanics that would require new housing development to contribute towards the implementation of the Urban Village Plans and identified improvements above and beyond the City's normal requirements. With an ultimate planned housing capacity of 2,022 units, the four Urban Village Plans within the Five Wounds area could be a significant source of revenue that could contribute to the development and/or enhancement of the Five Wounds Trail and other identified improvements. Potential funding mechanisms that should be explored as part of the development of this strategy include Development Impact Fees, Improvement Districts, Infrastructure Financing Districts, Community Facilities Districts, and Development Agreements. Ultimately the Implementation Finance Strategy could include a combination of these funding mechanisms and not just one.

The proposed Implementation Finance Strategy would not likely generate significant revenue from new housing development within the 24th and William Street Urban Village, given that there is not a significant amount of housing planned in this Village. Because housing in this Village is not planned until City Council allocation of growth from Horizon III and the completion of the BART Station, what revenue would be generated would not likely be obtained in the near term. This being said, the Little Portugal and Roosevelt Urban Villages are within the first growth Horizon, and the 960 planned housing units could be development in the near term, generating revenue that could contribute to the development of the Five Wounds Trail.

While new housing is not anticipated in the 24th and William Street Urban Village prior to the development of an Implementation Financing Strategy, if new housing development was proposed before completion of this Strategy, the City should obtain an agreement with the developer (i.e. a Development Agreement) that would determine how the proposed development would contribute towards the implementation of the improvements identified in the 24th and William Street Urban Village Plan.

Implementation Actions

Implementation Action 1: If, by January 1, 2017, 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: Develop an Urban Village Implementation Finance Strategy that will establish financing mechanisms to fund the implementation of the 24th and William Street, Little Portugal, Roosevelt and Five Wounds Urban Village Plans.

Implementation Action 3: Housing shall not be approved prior to the City Council approval of an Urban Village Implementation Finance Strategy for the entire plan area.