Appendix C

Communications Hill Specific Plan Area Development Policy (CHSPADP)

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(CHSPADP)

City of San Jose
June 2, 2014

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INTRODUCTION:

The City of San José has approved the Communications Hill Specific Plan (CHSP) as a dense, highly urbanized pedestrian-oriented residential neighborhood with industrial park uses. The proposed Communications Hill 2 project has been designed in accordance with the parameters outlined in the Specific Plan and includes parks/playfields, open space, infrastructure, and neighborhood-serving commercial uses. Consistency with the Envision San José 2040 General Plan and the Specific Plan are also project objectives.

The proposed project is the development of approximately 2,200 residential units of varying densities and types, up to 67,500 square feet of commercial/retail uses, 1.44 million square feet of industrial park uses, parks, open space, trails, streets, stormwater facilities, and other supporting infrastructure. A school is also envisioned within the project development, but its construction is not included in the proposed project.

The main objectives of the project, consistent with the overall goals and policies of the CHSP, include the following:

- Construct the remaining residential units allowed by the CHSP consistent with a very high level of quality in site planning and architectural and landscape design;
- Develop approximately 1.44 million square feet of industrial park uses on the southeast portion of the site, consistent with the CHSP to encourage job opportunities near housing to facilitate ease of access between uses;
- Provide as great a variety of retail opportunities keeping with the neighborhood character while maximizing convenience and accessibility;
- Create an urban neighborhood that fosters community with walkable streets and reasons to walk;
- Distribute housing types and densities, workplaces, and facilities to create a mixed but compatible arrangement of land uses, streets, and buildings;
- Integrate existing land uses with new land uses, ensuring the viability and compatibility of both;
- Provide access to and connections with multiple forms of public transportation;
- Provide parks and open space resources in a manner which will enhance the quality of residential and community uses;
- Minimize the potential adverse impacts of the Communications Hill area development on the immediately surrounding neighborhood.

I. TRANSPORTATION STANDARDS AND AREA DEVELOPMENT POLICIES

A. Development History of Communications Hill

Since 1984, the City of San Jose's General Plan has recognized Communications Hill as a valuable and unique opportunity to create a sizable, mixed-use urban neighborhood with commanding views in proximity to downtown, freeways, light rail, and Caltrain. In 1992, the City Council approved the Communications Hill Specific Plan on about 500 acres.

Of the roughly 4,700 residential units envisioned for the CHSP, approximately 2,500 units have been constructed, along with public infrastructure including portions of Communications Hill Boulevard, various storm and sanitary upgrades, a fire station, and various parks and trails. The currently proposed Communications Hill 2 Project proposes to construct the remaining 2,200 residential units in the Specific Plan, as well as develop 67,500 square feet of commercial and 1.44 million square feet of industrial park uses. The boundaries of the project site and the Communications Hill Specific Plan area are shown on Figure 1.

Nearly 22 years after its original conceptual design, the urban neighborhood outlined in the CHSP is still relevant. The proposed project, designed to meet the goals of the 2040 General Plan, promotes smart infill growth, and complements the surrounding developments that have occurred since the plan was written, fulfilling the vision of the CHSP.

B. Transportation Standards

Privately initiated development projects are required to analyze the potentially significant environmental impacts associated with their projects in accordance with the California Environmental Quality Act of 1970 (CEQA). Under CEQA and Title 21 of the City's Municipal Code, potential environmental impacts of a project are to be evaluated and feasible mitigation measures identified in accordance with identified thresholds of significance. It is the policy of the State and the City of San José that projects should not be approved as proposed if there are feasible alternatives or feasible mitigation measures available that would substantially lessen the significant environmental effects of such projects.

A fundamental issue for almost all projects is whether the project will conflict with an applicable plan, ordinance, or policy establishing measures of effectiveness for the performance of the transportation circulation system. Project should not conflict with the Congestion Management Program (CMP) or adopted policies, plans or programs for alternate modes of transportation. For larger projects, traffic congestion is also a typical potential environmental impact.

On September 5th, 1978, the San Jose City Council adopted a Traffic Level of Service (LOS) Policy that establishes acceptable thresholds to define the difference between an acceptable traffic level and a significant project impact. The purpose of this adopted City Council Policy, also referred to as Policy 5-3 and located in the *Envision 2040 General Plan Chapter 6 TR-5.3*, is to guide analyses and determinations regarding the overall conformance of a proposed development. The City's various General Plan multi-modal transportation policies, together seek to provide a safe, efficient, and environmentally sensitive transportation system for the movement of people and goods.

The City's LOS policy establishes an alpha-numeric rating (A through E) for the efficiency of signalized intersections during the peak morning and evening commute hours on weekdays.

CHSPADP

FIGURE 1

The policy establishes that a rating of level of service D (i.e., less than significant) which is deemed to be acceptable and any project that would worsen the rating (LOS E or F) is deemed to cause a potentially significant environmental impact.

In accordance with City policy, new projects are expected to provide mitigation to signalized intersections in instances where a project's Traffic Impact Analysis (TIA) indicates that the development might otherwise cause a reduction in the LOS rating to below a level D. Traditionally, such improvements could include traffic signal modifications, the addition of travel lanes, and/or addition of left- or right-turn pockets, etc. However, as the City becomes built-out, providing improvements to impacted intersections may become very expensive, inconsistent with San José transportation policies, or physically infeasible.

The City's General Plan recognizes that in some areas, such as downtown or in other intense development areas, there may be counter-balancing or other economic benefits to the City that can warrant deviations from strict compliance with the City's Traffic Level of Service Policy. In order to consider such deviations, the City's General Plan identifies that alternatives to the traditional LOS mitigation for traffic impacts can be accepted in the context of an Area Development Policy (ADP).

To reduce vehicular traffic impacts in the classic sense, the City's Envision 2040 General Plan does recognize the function that trails, bike paths, shuttles to transit stations and other Traffic Demand Management (TDM) play in the City's multi-modal transportation system and an interconnected City.

The City has determined based on the analysis of potential LOS traffic impacts caused by the build-out of the Communications Hill Specific Plan and an analysis of the potential benefits, relative to the cost of the improvements, as described in more detail in this document, that alternative traffic and transportation related improvements would provide a better overall benefit and value to the Communications Hill area. Such alternative improvements provide opportunities to better improve multi-modal transportation opportunities for pedestrians, bicycles and transit use (bus, Caltrain and Light Rail Transit) improvements. Improving multi-modal transportation opportunities is a key goal of the Envision San Jose General Plan.

II. PURPOSE AND GOALS OF THE AREA DEVELOPMENT POLICY

A. Purpose and Goals

The purpose of an Area Development Policy is to establish special traffic level of service standards for a specific geographic area which identifies development impacts and mitigations measures. In addition to establishing special traffic level of service standards, the Communications Hill Area Development Policy (CHSPADP) would also achieve the following goals:

- To complete the Communications Hill Specific Plan as envisioned.
- To ensure that the Specific Plan development results in a community that is fully integrated into the larger fabric of the City by offering a variety of transportation modes to residents.
- To provide a comprehensive planning framework for development of an urban high-density, pedestrian oriented community with a mix of uses.

- To make the most of the natural amenities within the area including the panoramic views available from the hill.
- To complete and maintain a multi-modal transportation system that gives priority to the mobility needs of the bicyclist, pedestrians, and public transit users while also providing the safe and efficient movement of automobiles, buses, and trucks.
- To retain land capacity for employment uses in San Jose, protect and improve the quantity and quality of all lands designated exclusively for industrial uses, especially those that are vulnerable to conversion to non-employment uses.
- To specify required and voluntary transportation improvements and responsibility for construction of those improvements and payments for improvements outside of the City's jurisdiction.

B. Envision San Jose 2040 General Plan

The Envision San Jose 2040 General Plan adopted in 2011, seeks to make land use decisions in an environmentally, economically, and fiscally sustainable manner. The General Plan provides guidance for the development of employment lands and strategic housing growth areas, while reducing the environmental impacts by promoting transit use and walkability. The proposed Communications Hill 2 project (PDC13-009) is the build-out of the remaining residential development included in the Specific Plan, as well as commercial and industrial development, while facilitating and supporting employment growth in an environmentally conscious way.

Specific Plan areas have played a central role in the City's ongoing commitment to providing new jobs and housing through transit-oriented development projects. While a few of the Specific Plans have been fully implemented, several continue to provide important jobs and housing growth capacity. The City's adopted Specific Plans generally have a residential orientation, providing significant capacity for residential and mixed-use development at important infill sites throughout the City and often in proximity to Downtown. The General Plan maintains the existing growth capacity and residential focus of the Specific Plan areas, including CHSP.

1. *Employment*

The General Plan recognitions that existing employment lands add value to the City overall. Preserving those employment lands and promoting the addition of new employment lands where opportunities arise is an important goal. This project demonstrates commitment to City of San Jose employment goals with the inclusion of the 1.44 million square feet of industrial lands strategically located adjacent to existing transit facilities and residences.

General Plan Goal IE-1 –Land Use and Employment seeks to proactively manage land uses to provide and enhance economic development and job growth in San Jose by protecting and improving the quantity and quality of all lands designated exclusively for industrial uses (IE-1.1). Land uses must be managed to enhance employment lands to improve the balance of jobs and workers residing in San Jose, and strive to achieve a minimum ratio of 1.3 jobs/employed resident to attain fiscal sustainability for the City (IE-1.4).

2. *Maximize Transit*

Unlike prior General Plan policies that looked to add housing units city-wide through a series of infill developments in all areas of the City, the Envision San Jose 2040 General Plan seeks to achieve the City's long-term housing needs primarily by promoting residential and mixed-use

development in focused growth areas, such as Urban Villages, Downtown, near transit hubs and existing specific plan areas such as Communications Hill.

General Plan Goal TR-3 Maximize Use of Public Transit seeks to maximize use of existing and future public transportation services to increase ridership and decrease the use of private automobiles by encouraging development of multimodal facilities on public streets, and requiring new development along existing transit facilities to accommodate and provide direct access to transit facilities (TR-3).

3. *Multimodal Goals*

The unique travel opportunities available to the Communications Hill area provide an environment where mobility is provided for both utility and pleasure. The hill provides an extensive trail network that provides bicycle and pedestrian connections to the two light rail transit station trails and the Caltrain Station. Furthermore, a system of staircases provides more opportunity to travel up and down the hill creating an enjoyable, appealing walking environment.

> *General Plan Goal TR-1* – Balanced Transportation System seeks to complete and maintain a multimodal transportation system that gives priority to the mobility needs of bicyclists, pedestrians, and public transit users while also providing for the safe and efficient movement of automobiles, buses, and trucks.

4. *Trails*

The Envision San Jose General Plan's Circulation Element includes a goal for Trails as Transportation (TN-2), as well as separate Trail Network Policies (Chapter 6 & Appendix 2). General Plan Policies TN-2.1, 2.2, 2.3, 2.7, 3.1 and 3.4 are particularly applicable to new development on Communications Hill in that they are directly related to the City's desire to develop a safe and accessible trail network integrated with other forms of transportation.

> *General Plan Goal TR-2 Walking and Bicycling* seeks to improve walking and bicycling facilities to be more convenient, comfortable, and safe, so that they become primary transportation modes in San Jose.

In recognition of the heightened importance in the role of the development of Specific Plan areas such as Communications Hill, the CHSPADP establishes special traffic level of service standards and identifies traffic improvements proposed with the project. In this particular case, the proposed housing component of this project is intended to serve as the catalyst by easing the development constraints for the identified industrial area of the project that could yield up to 1.44 million square feet of new industrial buildings and a significant number of new jobs.

III. EXISTING SETTING

A. Existing Areas of Congestion

The existing roadway network surrounding Communications Hill includes several congested transportation corridors such as State Route (SR) 87, the regional freeway closest to the project. Capitol Expressway is a County facility located immediately south of the project, and connects Communications Hill to Interstate 101 to the east and West San Jose to the west. Below is a description of the existing traffic conditions within the project area.

1. *State Route 87*

Nearly all peak direction freeway segments studied in the project area are currently operating under poor traffic conditions. The peak directions of travel are northbound during the AM peak hour and southbound during the PM peak hour. Congested conditions are apparent on northbound SR 87 between SR 85 to I-280 during the AM peak hour. Poor levels of service on the SR 87 freeway segments are primarily attributable to traffic moving through the project area bound for employment destinations to the north.

2. *State Route 87 and Narvaez Avenue*

During the AM peak hour, the queue of vehicles accessing the SR 87 northbound on-ramp from northbound and southbound Narvaez Avenue is considerably long. The northbound queue on Narvaez Avenue extends beyond the intersection of Narvaez Avenue/Capitol Expressway along both the eastbound left-turn approach and the westbound right-turn approach. Because of the long queues along Narvaez Avenue, eastbound left-turning traffic on Capitol Expressway to northbound Narvaez Avenue consistently blocks the intersection, hindering the flow of westbound traffic along Capitol Expressway.

3. *State Route 87 and Curtner Avenue*

During the AM peak hour, the queue of vehicles accessing the northbound SR 87 on-ramp from westbound Curtner Avenue is considerably long. The vehicle queue was observed to extend on the ramp and extends beyond the intersection of SR 87 northbound ramps/Curtner Avenue along both the eastbound left-turn approach and the westbound right-turn approach. Because of the long queues on the on-ramp, eastbound left-turning traffic on Curtner Avenue to the on-ramp consistently blocks the intersection, hindering the flow of westbound traffic along Curtner Avenue.

Along with State Route 87, Capitol Expressway, Curtner Avenue, and Monterey Highway comprise the main arterial roadway network in the area providing vehicular connection from the project to the rest of the City. These arterials also experience extreme congestion during the peak travel periods.

B. Existing Transit Opportunities

One of the priorities of the Communications Hill Specific Plan is to make multiple connections to public transit, both in number and kind with the creation of pathways to public transit for bicyclists and pedestrians. This project includes connections to the available existing transit opportunities unique to this site such as the adjacent Caltrain station to the east and two light rail

transit (LRT) stations to the west, including the Capitol and Curtner LRT Stations. The unique opportunities to this site include:

1. ***LRT Service***

There are two LRT stations located approximately one mile from the project site. The Curtner LRT station is located at the Curtner Avenue and Canoas Garden Avenue intersection and provides a direct connection to Santa Clara Valley Transportation Authority (VTA) bus service (Local Route 26). The Capitol LRT station is located near the SR 87/Capitol Expressway interchange and provides a direct connection to VTA bus service (Local Routes 37 and 70).

2. ***Caltrain Connection***

The Capitol Caltrain station is the Caltrain station nearest the site and is located at the intersection of Monterey Road and Fehren Drive. Caltrain provides weekday commute service to the Capitol Caltrain station with three northbound trains during the AM peak commute hour and three southbound trains during the PM peak commute hours. The Capitol Caltrain station offers a 379-space parking lot and a direct connection to VTA bus routes (Local Routes 66 and 68, and Express Route 304).

Currently, there is no direct access to the Capitol Caltrain Station from the project site. Access to the station requires the use of the Capitol Expressway overcrossing of Monterey Highway.

3. ***Local-serving Shuttle***

Integration of a shuttle is included in the existing CHSP. Implementation of a shuttle would provide better connections from developed areas on the top of the hill to transit stations by reducing the potential barrier caused by the topography (vertical separation of development and transit stations).

4. ***Local Trail Network***

The stated CHSP transportation goals and policies also include the provision of access to and connections with multiple forms of public transportation, as well as creating multi-modal connections and linkages. Trails provide an alternative to automobile transportation for commuting to work or school and a wide range of other daily destinations. Improvements to the trail network can serve as an "in-lieu" method to offset vehicular traffic impacts.

Although the project area is served by several major public transit lines (Caltrain, VTA bus lines and LRT), the project site itself is not served directly by any transit services. In addition, there are no existing pedestrian/bike links between the project site and other existing pedestrian/bike and transit facilities in the area. The CHSPADP includes several improvements to existing as well as the construction of new non-auto facilities with the intent to promote and encourage the use of multi-modal travel options.

5. ***Transportation Demand Management (TDM) Measures***

A comprehensive TDM plan is vital to ensure the success of multi-modal travel. Development within the CHSP area is required to incorporate TDM elements into facility design to the extent possible to reduce the demand for single-occupancy vehicles during peak commute periods.

Future industrial development will be required to implement a transportation demand management (TDM) program to support alternative transportation modes and reduce vehicle miles traveled. The development and implementation of a TDM for the industrial development will help to balance the supply and demand of parking and transportation resources to meet travel needs, while supporting goals for minimizing Vehicle Miles Traveled (VMT). A list of possible TDM measures is included in Appendix C.

Combined, the existing transportation and multimodal infrastructure available to the project provide tremendous opportunity for transit use for residents and employees on Communications Hill, as well as the surrounding community. Implementing the multimodal connections to existing transit services helps achieve the transportation goals stated in the original Specific Plan including:

- Provide access to and connections with multiple forms of public transportation;
- Provide for vehicle, bicycle, bus and pedestrian circulation that can be safely combined in the design of the streets;
- Link vehicular, bicycle, and pedestrian circulation with each public transit system serving the area;
- Plan a system of pedestrian routes throughout Communications Hill that connects a mix of land uses and encourages walking; and
- Encourage mass transit use by residents through easy access to Light Rail Transit and Caltrain stations.

IV. TRAFFIC POLICY AND STANDARDS

A. Intersection Impact Criteria

1. *City of San Jose Level of Service (LOS) Council Policy 5-3*

In conformance with City of San Jose Level of Service Policy, a project is said to create a significant adverse impact on traffic conditions at a signalized intersection in the City of San Jose if for either peak hour:

- The level of service at the intersection degrades from an acceptable LOS D or better under background conditions to an unacceptable LOS E or F under project conditions, or

- The level of service at the intersection is an unacceptable LOS E or F under background conditions and the addition of project trips causes both the critical-movement delay at the intersection to increase by four or more seconds and the demand-to-capacity ratio (V/C) to increase by .01 or more.

A significant impact by City of San Jose standards is said to be satisfactorily mitigated when measures are implemented that would restore intersection level of service to background conditions or better.

2. *Congestion Management Program (CMP) Conformance*

The CMP standard for acceptable level of service at a CMP intersection is LOS E or better. However, the City of San Jose LOS D standard and impact criteria are applied to CMP intersections located within City of San Jose limits.

An intersection that fails to meet the CMP standard is said to be satisfactorily mitigated when measures are implemented that would restore intersection level of service to background conditions or better.

B. Traffic Impact Analysis Summary

The Traffic Impact Analysis completed for the Communications Hill 2 project analyzed the build-out of the remaining 2,200 residential units, and development of 67,500 square feet of commercial retail and 1.44 million square feet of industrial park uses consistent with the Specific Plan and City's zoning ordinance.

The purpose of the analysis is to identify the traffic impacts related to the proposed project. Impacts were evaluated following the standards and methodologies set forth by the City of San Jose and the Santa Clara Valley Transportation Authority CMP.

The study includes an analysis of AM and PM peak-hour traffic conditions for 82 signalized intersections, one unsignalized intersection, and 56 directional freeway segments within the City of San José. The Communications Hill 2 Project has been estimated to generate a net total of 3,983 trips occurring during the AM peak hour and 3,628 trips during the PM peak hour.

The study identified ten (10) significantly impacted freeway segments and HOV lanes and four (4) significantly impacted intersections with the addition of project traffic.

For the 10 significant freeway impacts, full mitigation on impacted freeway segments would require roadway widening to construct additional through lanes, thereby increasing freeway capacity. Since it is not feasible for an individual development project to bear responsibility for implementing such extensive transportation system improvements due to constraints in acquisition and cost of right-of-way, and no comprehensive project to add through lanes has been developed by Caltrans or VTA for individual projects to contribute to, the significant impacts on the freeway segments must be considered significant and unavoidable.

One of the identified intersections, Communications Hill Boulevard and Curtner Avenue, would be successfully mitigated consistent with the City's Transportation Policy (Council Policy 5-3) as part of the proposed CHSPADP (ADP Improvement 2). With implementation of the mitigation described below, impacts at this intersection would be less than significant. The remaining three impacted intersections are discussed in detail below.

C. Intersection Impacts

In addition to the intersection of Communications Hill Boulevard and Curtner Avenue described above, three intersections are projected to operate at unacceptable levels of service and would be significantly impacted by the project, based on the City of San Jose significance criteria and requirements of the CMP:

- Monterey Road and Curtner Avenue (CMP)
- Almaden Expressway and Foxworthy Avenue
- Snell Avenue and Capitol Expressway (CMP)

Potential physical improvements were identified at each of the impacted intersections. However, each of the identified improvements would require the acquisition of right-of-way and expansion

of vehicular travel ways which is not consistent with the City of San Jose transportation polices that seek to maximize the efficiency of the existing street system while promoting complete streets that provide for pedestrian, bicycle, and public transit modes of travel.

For informational purposes, each of the potential physical intersection impacts that were identified at each intersection are described below along with a description as to why it is preferred that each improvement not be implemented.

1. *Monterey Road and Curtner Avenue*

Impact: The level of service would be an acceptable LOS D under background conditions and the addition of project traffic would cause the intersection to degrade to an unacceptable LOS E during the PM peak hour under background plus project conditions. This constitutes a significant impact by City of San Jose standards.

Potential Mitigation Measure. The necessary improvement to mitigate the project impact at this intersection would consist of the addition of an exclusive southbound right-turn lane. The intersection improvement would improve operating levels to LOS D during the PM peak hour but would require the acquisition of approximately four feet of right-of-way along the west side of Monterey Road just north of Curtner Avenue. In addition, the improvements would require the removal and relocation of utilities along Monterey Road. The extent of right-of-way acquisition and other infrastructure improvements make the implementation of the improvement impractical. The impact to the intersection can be reduced by implementing improvements to other roadways in the immediate project area and non-auto travel mode facilities as identified in the Communications Hill Specific Plan ADP.

2. *Almaden Expressway and Foxworthy Avenue*

Impact: The level of service would be an acceptable LOS D under background conditions and the addition of project traffic would cause the intersection to degrade to an unacceptable LOS E during the PM peak hour under background plus project conditions. This constitutes a significant impact by City of San Jose standards.

Potential Mitigation Measure. The necessary improvement to mitigate the project impact at this intersection would consist of the addition of a second westbound left-turn lane. The intersection improvement would require the acquisition of right-of-way along the north side of Foxworthy Avenue just east of Almaden Expressway. The extent of right-way-acquisition makes the implementation of the improvement impractical.

The impact to the intersection can be reduced by implementing improvements to other roadways in the immediate project area and non-auto travel mode facilities as identified in the Communications Hill Specific Plan ADP. The intersection improvement would improve intersection operating levels to LOS D during the PM peak hour.

3. *Snell Avenue and Capitol Expressway*

Impact: The level of service would be an acceptable LOS D under background conditions and the addition of project traffic would cause the intersection to degrade to an unacceptable LOS E during the PM peak hour under background plus project conditions. This constitutes a significant impact by City of San Jose standards.

Potential Mitigation Measure. The necessary improvement to mitigate the project impact at this intersection would consist of the addition of a third southbound left-turn lane. The intersection improvement would require the acquisition of right-of-way along the west side of Snell Avenue just north of Capitol Expressway.

The extent of right-of-way acquisition makes the implementation of the improvement impractical. The impact to the intersection can be reduced by implementing improvements to other roadways in the immediate project area and non-auto travel mode facilities.

Feasible mitigation measures that do not conflict with other City policies could not be identified as stated above. Therefore, the significant impacts on the three identified signalized intersections must be considered significant and unavoidable.

The overarching General Plan 2040 Transportation Goal states:

> *Establishment of a balanced Transportation System that provides a safe, efficient, fiscally, economically, and environmentally sensitive transportation system that balances the needs of bicycles, pedestrians, and public transit-users while also providing for the safe and efficient movement of automobiles, buses, and trucks.*

Because the General Plan allows the establishment of an ADP, adoption of this ADP ensures that the General Plan Transportation Goals can be fulfilled by providing multimodal transportation improvements in-lieu of infeasible or undesirable traffic mitigation measures. The multimodal transportation improvements include construction of Class I, II, and III bike and pedestrian trails and a pedestrian overcrossing connection to Caltrain.

By encouraging increased walking and biking through compact, mixed use development, which shortens the distance between origins (homes, offices, etc.) and destinations (restaurants, retail, etc.), the proposed multi-modal improvements in the ADP would make pedestrian and bicycling travel safer. New street connections and shorter blocks would be provided to make walking and biking more convenient. With these multimodal improvements, the use of alternate travel modes would reduce single-occupancy vehicular travel and system-wide congestion, while improving overall traffic conditions.

The ADP also requires the project to construct improvements to roadway facilities within the immediate project area to improve system-wide roadway capacity and reduce the identified impacts. Typically, alternative routes or modes of travel will be used by drivers when delays become unacceptable at the intersections identified to be impacted by the project. Therefore, the project also will provide new, and enhance existing non-auto travel mode facilities in furtherance of the General Plan goals and policies. The planned improvements that will be incorporated into the Communications Hill Specific Plan ADP are described in the following section.

V. COMPONENTS OF THE CHSPADP

Although the project is not proposing to mitigate the regional freeway impacts or the selected signalized intersections described above, the project is implementing an extensive list of improvements that reduce the significant traffic impacts and provide transportation options for the project. These improvements are intended to make the most of the unique transit opportunities afforded the site.

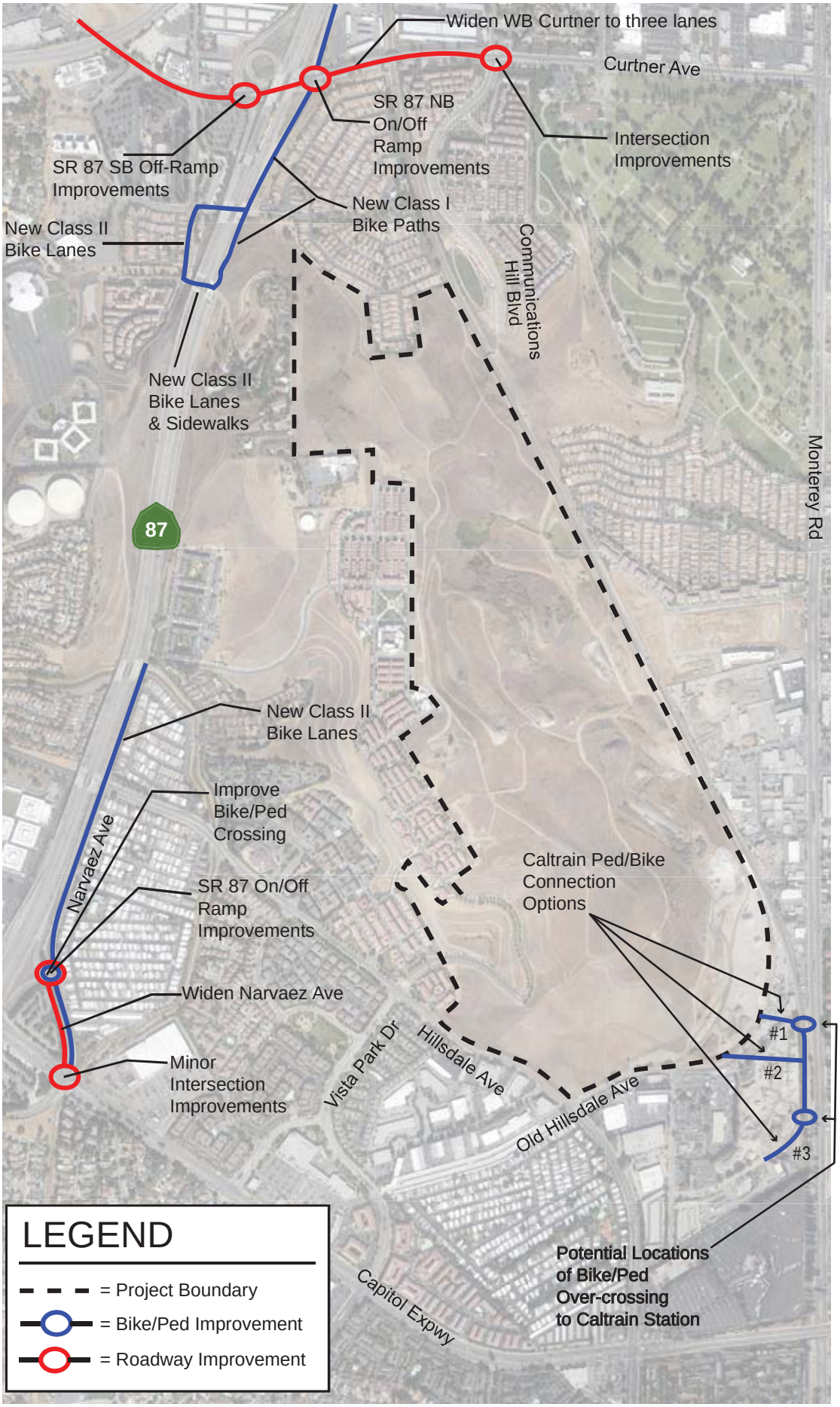
Each of the ADP improvements and benefits of their implementation is discussed below. Right-of-way, encroachment permits, and/or easements from public agencies/jurisdictions may be required for some of the improvements described below. Private property would only need to be acquired to allow access to the pedestrian/bicycle overcrossing of the Caltrain tracks. Figure 2 depicts the conceptual locations of the improvements described below.

A. Curtner Avenue Corridor Improvements

Curtner Avenue serves as a major east-west arterial that provides access to SR 87 and Almaden Expressway which are primary links to employment lands north of the project area. The Curtner Avenue interchange with SR 87 serves as a major access point from the project area to north and south San Jose.

The addition of project traffic at the intersection of Curtner Avenue and Communications Hill Boulevard would result in a significant impact. Mitigation measures will be implemented to reduce impacts to a less than significant level as part of this ADP. Project traffic will contribute to deficient operations along Curtner Avenue and at the Curtner Avenue and SR 87 northbound on-ramp. Thus, improvements along the Curtner Avenue corridor that will provide additional capacity to serve project traffic, as well as alleviate congestion along other roadways and intersections in the project area, were identified by the City and will be included as part of the ADP.

The Envision 2040 General Plan identifies the need to widen Curtner Avenue between Communications Hill Boulevard and SR 87 from its existing four to six lanes. The CHSPADP will provide for the widening of Curtner Avenue to three lanes in the westbound direction along with specific intersection improvements as described below.



CONCEPTUAL ADP ROADWAY AND BICYCLE / PEDESTRIAN IMPROVEMENTS FIGURE 2

ADP Improvement 1: Widen Curtner Avenue to Five Lanes between Communications Hill Boulevard and the Almaden Expressway Southbound Off-Ramp

- Remove existing four-foot wide median and replace with two-foot wide median across existing Curtner Avenue Bridge over the railroad tracks.
- Re-stripe westbound Curtner Avenue lanes from Communications Hill Boulevard to SR 87 on-ramp to accommodate additional through lane.
- Convert westbound lane from Communications Hill Boulevard into dedicated right-turn lane at SR 87 northbound on-ramp.
- Existing Curtner Avenue Bridge over the railroad tracks to remain in place and proposed improvements shall occur within the existing right-of-way.
- Re-stripe Curtner Avenue under SR 87 overpass to improve alignment.
- Modify existing median.
- Maintain existing Class II bicycle lane along Curtner Avenue by restriping it between Communications Hill Boulevard and the Curtner Avenue Bridge over the railroad tracks.

ADP Improvement 2: Intersection of Communications Hill Boulevard and Curtner Avenue

- Add second westbound left-turn lane from Curtner Avenue onto southbound Communications Hill Boulevard upon modification of existing median.
- Restripe existing westbound right-turn lane onto northbound Communications Hill Boulevard to accommodate an additional through lane upon removal of existing pork chop islands.
- Remove pork chop islands, reduce radius returns on both north and south sides of Curtner Avenue, modify traffic signal including new poles, mast arms, pedestrian facilities, and restriping.

ADP Improvement 3: Intersection of SR 87 Northbound Off-Ramp and Curtner Avenue

- Modify traffic signal including new mast arm poles, upgrades to pedestrian facilities, and restriping.

ADP Improvement 4: SR 87 Northbound On-Ramp at Curtner Avenue

- Add second eastbound left-turn lane from Curtner Avenue onto the SR 87 northbound on-ramp.
- Modify the existing median island at the SR 87 and Curtner Avenue intersection.
- Extend the existing HOV lane on the on-ramp back to Curtner Avenue and provide additional mixed-flow lane on the ramp from Curtner to metering light for a total of three lanes on the ramp.
- Add Class I bicycle facility to shoulder along Unified Way. Construct 10-foot paved trail with two-foot shoulders from existing path terminus at bus yard driveway to the corner of Unified Way and Curtner Avenue.
- Install traffic signal at Unified Way at Bus Yard.

B. Capitol Expressway/Narvaez Avenue/SR 87 On- and -Off Ramps

The SR 87 freeway ramps at Capitol Expressway and Narvaez Avenue serve as the primary freeway access point and link between the residential land uses in the project area with employment centers north of the project area. The SR 87 on-ramp at Narvaez Avenue currently experiences lengthy queues during the AM peak hour when ramp metering is active.

Although it is projected that the primary freeway access point for the proposed project will be provided by the Curtner Avenue interchange with SR 87 and that the project traffic will have a minimal effect on the SR 87 ramps at Narvaez Avenue, the developer has voluntarily included improvements to this interchange as part of its application for development to the City to alleviate other traffic issues in the vicinity of the project. These improvements are included in this policy. Improvements have been identified to increase vehicular queue storage at the Narvaez Avenue on-ramp in an effort to alleviate operational issues near the freeway ramps. The planned improvements in the vicinity of the Capitol Expressway/Narvaez Avenue/SR 87 On/Off Ramps are discussed below.

ADP Improvement 5: Improvement to the SR 87 On-Ramp/Narvaez Avenue Corridor

- Widen Narvaez Avenue from Capitol Expressway northerly to the SR 87/Narvaez on/off ramps to extend two existing northbound through lanes on Narvaez Avenue to the SR 87 northbound on/off ramps.
- Reconfigure the intersection at the SR 87 northbound on/off ramps to improve the intersection operations, queuing for both northbound and southbound Narvaez Avenue, and construction of a retaining wall adjacent to the existing VTA parking lot.
- Modify full traffic signal including improved pedestrian and bike facilities at the SR 87 on/off ramps.
- Modify traffic signal at the intersection of Capitol Expressway and Narvaez Avenue.

C. Public Transit and Pedestrian/Bike Improvements

Although the project area is served by several major public transit lines (Caltrain and VTA bus lines and LRT), the project site itself is not served directly by any transit services. In addition, there are no existing pedestrian/bicycle links between the project site and other existing pedestrian/bicycle and transit facilities in the area. The CHSPADP includes several improvements to existing, as well as the construction of new, non-auto facilities with the intent to promote and encourage the use of multi-modal travel options. The identified improvements are consistent with the Envision 2040 General Plan goals and policies that are dedicated to the enhancement of the transportation infrastructure, including public transit and pedestrian/bike facilities. The Transportation Policies contained in the General Plan create incentives for non-auto modes of travel while reducing the use of single-occupant automobile travel as generally described below:

- Through the entitlement process for new development, fund needed transportation improvements for all transportation modes, giving first consideration to improvement of bicycling walking, and transit facilities.

- Give priority to the funding of multimodal projects to provide the most benefit to all users of the transportation system.

Thus, the implementation of the improvements discussed below are intended to reduce the identified project impacts to the roadway system by providing the project site with viable connections to surrounding pedestrian/bike and transit facilities and provide for a balanced transportation system as outlined in the Envision 2040 General Plan goals and policies.

ADP Improvement 6: Bicycle and Pedestrian Facility Improvements (Unified Way to Masonic Drive)

- Construct a Class I bicycle facility (10 feet paved with two-foot shoulders) from trail terminus at Unified Way southerly crossing at SR 87/Curtner Avenue northbound off/on ramp intersection and continuing along the east side of SR 87 ending at Millpond Drive/Masonic Drive.
- Construct a Class I bicycle/pedestrian facility (10 feet paved with two-foot shoulders) from Millpond Drive south along the east side of SR 87 to Carol Drive. This will require the construction of a retaining wall along the east side of the trail.

ADP Improvement 7: Bicycle and Pedestrian Facility Improvements (Azores Street to Capitol Expressway)

- Stripe Class II bike lanes along Narvaez Avenue from existing trail terminus at Azores Street/Helzer Road southerly within the existing right-of-way on Narvaez Avenue. Continue the Class II bicycle lane along the newly constructed/widened Narvaez Avenue from the SR 87 off/on ramps to Capitol Expressway.
- The traffic signal at Narvaez Avenue and the SR 87 on/off ramps will be modified to include improved bike/pedestrian crossing.

ADP Improvement 8: Capitol Caltrain Station Pedestrian/Bicycle Connection along Monterey Highway

Access from the Communications Hill 2 project site to the Capitol Caltrain Station on the east side of the railroad tracks adjacent to Monterey Road can be acquired by way of three options. These options were developed because property would need to be obtained from private property owners. Option #1 assumes the crossing would located north of the existing Capitol Caltrain Station. The overcrossing location for Options #2 and #3 would be approximately the same; adjacent to or very near the existing Station. The design of the crossing itself would be the same regardless of the access location. These options are generally described below and shown on Figure 2.

<u>Option #1 Alignment</u>

- Construct approximately 400 linear feet of sidewalk or pathway from the project site to the western landing of the future overcrossing to be located north of the existing Capitol Caltrain Station.
- Construct a pedestrian/bicycle overcrossing between the end of the sidewalk/pathway and the existing sidewalk on the east side of the railroad tracks.

The sidewalk on the east side of the railroad tracks along Monterey Road would be utilized to access the Station.

- Requires right-of-way (easement) from at least one private property owner.
- Requires coordination/permit from the Joint Powers Board

Option #2 Alignment

- Construct approximately 1,200 linear feet of pathway or trail from the project site to the western landing of the overcrossing to the Caltrain Station. A portion of this trail would run along the east side of the railroad tracks.
- Construct a pedestrian/bicycle overcrossing between the end of the pathway/trail and the Station.
- Requires easement from at least two private property owners.
- Requires coordination/permit from the Joint Powers Board.

Option #3 Alignment

- Utilize existing public streets and sidewalks south of the project site to the extent possible to access the future overcrossing. This would require the construction of approximately 2,200 linear feet of new sidewalks from the project site along Hillcap and Hillsdale Avenues and Granite Rock Way. At the terminus of Granite Rock Way, an approximately 400-foot long pathway/trail would be constructed to the western landing of the overcrossing. Construct a pedestrian/bicycle overcrossing between the end of the pathway/trail and the Station.

D. Pullman Way Extension

The Specific Plan included the extension of the existing Pullman Way. This extension was intended to provide an additional access point to the project area and was planned to connect Communications Hill Boulevard (along the northeast part of the project site) with Monterey Road to the east of the project area.

Project conditions were analyzed with and without the Pullman Way extension to measure the transportation benefit of this connection. A comparison of intersection level of service analysis results with and without the planned Pullman extension indicates that there is no significant benefit to providing the extension in regards to improved intersection levels of service. However, operational issues such as lengthy vehicle queues at the other primary access points to the general Communications Hill area were identified that could be partially alleviated with the Pullman Way extension.

It was concluded the Pullman Way extension would not create significant improvement in overall traffic conditions and circulation on the roadway system based on traffic levels of service. Furthermore, construction of the Pullman Way extension would require significant cut-and-fill, construction of several large retaining walls, a travel route that is circuitous due to the change in grades that must be managed, and right-of-way acquisition from private properties.

The proposed connections from the project area to Capitol Expressway and Curtner Avenue, with the identified improvements, would be adequate to serve the projected traffic volumes. Therefore, the project is not constructing the Pullman Way extension as included in the original CHSP and the roadway extension would be removed from the Specific Plan.

E. Other Jurisdiction Coordination

Many of the roadways in the vicinity of the project are within other jurisdictions and will require outside agency permitting. The following is a list of outside agencies that will require coordination, review, and approval.

1. *Valley Transportation Agency (VTA)*

VTA serves as the Congestion Management Agency (CMA) for Santa Clara County. The VTA is responsible for maintaining the regional roadway network. The intent of the CMA is to develop a comprehensive transportation improvement program among local jurisdictions that will reduce traffic congestion and improve land use decision making and air quality. The project will need to acquire right-of-way and encroachment permits from the VTA for work along Capitol Expressway and Narvaez Ave.

2. *Santa Clara County*

Santa Clara County Roads and Airports is preparing a County Expressway Study that will analyze the Capitol Expressway Corridor on the south side of the project. The study outlines goals including assessing traffic impacts and ramifications of projected growth along Capitol Expressway, and identifying connectivity and access issues along the expressway for all users and recommending improvements. The project will need to acquire encroachment permits for work along Capitol Expressway and Narvaez Ave.

The County Expressway Study is anticipated to be completed in 2014 and will provide a guideline for investment in future improvements and resources. Because Communications Hill is a sizable urban development that promotes transit use, improves local mobility, and creates more multimodal opportunities, the project aligns with the County Expressway Study goals.

Improvements within the County jurisdiction require an encroachment permit from Santa Clara County Roads and Airport.

3. *Caltrans*

The Route 87 on- and off-ramps at Narvaez Avenue and Curtner Avenue are under the jurisdiction of Caltrans. Any improvements to Caltrans facilities require an encroachment permit from Caltrans. Easements and right-of-way may also be required from Caltrans for some of the identified improvements, including trail connections.

4. *Joint Powers Board*

The Peninsula Corridor Joint Powers Board (PCJPB, or JPB for short) is the governing body for the Caltrain Peninsula commuter rail transit service between San Francisco, San Jose and Gilroy. A portion of the project is located within JPB right-of-way and any improvements along this rail corridor would require review, approval, and issuance of construction permits from the JPB.

5. *Union Pacific Railroad*

Union Pacific Railroad (UPRR) operates primarily west of the Mississippi with over 31,900 route miles of track. California is part of the Western Region. A portion of the project is located within UPRR right-of-way and any improvements along this rail corridor would require review, approval, and issuance of construction permits from the UPRR.

VI. IMPLEMENTATION

The development anticipated under this Policy is planned to occur over the next 10 to 15 years. The Policy does not require the transportation improvements to be completed substantially in advance of the development, but it would place an enormous burden on the existing roadway network if the transportation improvements are not constructed in a reasonable timeframe. For this reason, the Policy includes a phasing plan that limits how much residential development may occur in advance of the construction of supporting transportation improvements.

While the implementation of the transportation improvements in the ADP are phased with the construction of residential units, specific details of the improvement phasing plan will be determined during the PD Permit phase of the project. As costs are expected to increase over time, an escalation factor will be applied to the project to ensure that all improvements are constructed.

A. Development Phasing

The transportation improvements are divided into four phases, with approximately 25 percent of the total amount of residential units assumed for each phase. These implementation phases are tied to residential unit counts and will be used as triggers to ensure infrastructure improvements are designed and implemented in a timely manner. Only a predetermined amount of residential units per phase will be allowed to be constructed such that they coincide with the traffic improvements.

As noted in Table 1, transportation improvements are linked to particular phases of development and the parties responsible for construction. Transportation improvements are phased such that they are coordinated with the infrastructure improvements that are proposed independent of this ADP. For example, the construction of the Curtner Avenue Corridor and related improvements to the north will be constructed in coordination with the construction of the Communications Hill Boulevard Bridge and roadway extension. The construction of these ADP and non-ADP infrastructure improvements must be completed prior to construction of approximately one-half (up to 1,300) of the residential units to ensure a balanced transportation network. Construction of the improvements required for each phase must be completed before building permits are issued to the next phase of development.

It must be noted that some improvement phases may be interchanged dependent upon factors outside the control of the City. These factors include the acquisition of right-of-way, easements, and/or encroachments permits from outside agencies such as VTA, Caltrans, and the County of Santa Clara. In other words, if delays in implementing the improvements occur, other phases may be constructed ahead of the delayed improvement(s). However, all improvements included in the PD Permits for the project shall be implemented.

TABLE 1

TRANSPORTATION IMPROVEMENTS AND CONCEPTUAL PHASING PLAN

PHASE	DESCRIPTION	TASK	APPROXIMATE RESIDENTIAL UNITS[1]		IMPLEMENTATION[2]	
			PHASE	CUMULATIVE	RESPONSIBILITY[3]	OVERSIGHT
I	**NARVAEZ**		550 - 650	550 - 650		
	State Route 87 Northbound On-Ramp/Narvaez	DESIGN			PROJECT APPLICANTS	DIRECTOR OF PBCE
		ROW			PROJECT APPLICANTS	DIRECTOR OF PBCE
		CONSTRUCT			PROJECT APPLICANTS	DIRECTOR OF PBCE
II	**CURTNER**		550 - 650	1,100 - 1,300		
	5 Traffic Lanes, Bike Lanes Stone Avenue/Curtner Intersection SR 87 Northbound On-ramp/Curtner Intersection	DESIGN			PROJECT APPLICANTS	DIRECTOR OF PBCE
	5 Traffic Lanes Bike Lanes Stone Avenue/Curtner Intersection SR 87 Northbound On-ramp/Curtner Intersection	CONSTRUCT			PROJECT APPLICANTS	DIRECTOR OF PBCE
III	**CALTRAIN OVERCROSSING**		550 - 650	1,650 - 1,950		
	Railroad Overcrossing	DESIGN			PROJECT APPLICANTS	DIRECTOR OF PBCE
	PEDESTRIAN BIKE TRAIL					
	Carol Drive to Mill Pond (Needs ROW)	DESIGN & CONSTRUCT			PROJECT APPLICANTS	DIRECTOR OF PBCE
	Mill Pond to Curtner (Unified Way)	DESIGN & CONSTRUCT			PROJECT APPLICANTS	DIRECTOR OF PBCE
	BIKE LANE					
	Azores to Capitol Expressway	DESIGN & CONSTRUCT			PROJECT APPLICANTS	DIRECTOR OF PBCE
IV	**CALTRAIN OVERCROSSING**		250 - 550	2,200		
	Off-Site Trail Railroad Overcrossing	ROW			PROJECT APPLICANTS	DIRECTOR OF PBCE
	CALTRAIN OVERCROSSING					
	Off-Site Trail Railroad Overcrossing	CONSTRUCT			PROJECT APPLICANTS	DIRECTOR OF PBCE
	Contribution to County Improvements	FEE			PROJECT APPLICANTS	DIRECTOR OF PBCE
	Contribution to Caltrans Improvements	FEE			PROJECT APPLICANTS	DIRECTOR OF PBCE

[1]The actual number of units per phase are intended to be approximately 25% of the total number of units. Actual units within each phase will not vary greatly from what is identified above and will be determined during the PD Permit stage. Regardless of the number of units per stage, all improvements shall be implemented as part of the proposed project in a timely manner.

[2] As costs increase over time, an escalation factor will be applied.

[3]Implementation of the ADP may be completed by more than one development or project applicant. PROJECT APPLICANTS shall be conditioned to contribute to or complete the identified ADP improvements or pay the identified fees (Phase IV).

VII. FUTURE AMENDMENTS TO THE CHSPADP

The City Council may consider future amendments to the Communications Hill Specific Plan Area Development Policy if the remaining underdeveloped sites within the boundaries of the Specific Plan redevelop and, as result of an updated traffic analysis, significant impacts at the intersections listed in this policy are identified.

In addition to the intersections identified in this policy, other impacts within the policy boundary may occur as a result of future developments. Impacts not previously identified may require evaluation of any proposed mitigation to determine if the mitigations meet the City's policies and could result in amendments to CHSPADP.

New projects outside of the CHSPADP, which may impact nearby intersections, will be subject to the City's Level of Service Policy 5-3; Transportation Impact Policy. Any development projects beyond the scope of the CHSPADP will require an amendment to the CHSPADP and may require additional environmental review.

VIII. CONCLUSION

The proposed project offers a tremendous opportunity to advance the goals of the City's General Plan in terms of multimodal travel and smart growth. Optimizing the existing transit opportunities surrounding the site by improving bicycle and pedestrian access is paramount in facilitating optimal use of these facilities.

With the proposed trail and bikeway improvements, the travel distances between the site and transit facilities would be reduced and connections would be more convenient than the current linkages. Adherence to the CHSP Design Guidelines and General Plan policies would create a vibrant and inviting streetscape, further encouraging walking and biking. In addition, implementation of a shuttle service that connects the new residential and industrial development to nearby transit facilities, would encourage the use of transit.

The intensification of housing and employment in the CHSP area, in accordance with the General Plan and CHSP, would increase the number of residents and employees within walking distance to transit services. Implementation of the ADP would maximize opportunities for commuting by transit and minimize the need for commuting by car. Due to its location and high level of transit service, the project, has a high potential to reduce automobile travel and increase transit use. The roadway improvements included in the ADP would facilitate reductions in both vehicle miles traveled and traffic congestion by improving access to freeways and reducing roadway segment congestion.

For these reasons, the City of San Jose is proposing to adopt the CHSPADP along with the proposed project. The Environmental Impact Report prepared for the Communications Hill 2 Project includes the environmental review necessary to implement the proposed ADP improvements. The ADP is intended to maximize the efficiency, safety, and connectivity of the circulation system, emphasizing increased access and mobility. This is consistent with the goals and policies of the General Plan and Communications Hill Specific Plan.

Appendix A
Transportation Demand Management (TDM) Measures

The Transportation Demand Management (TDM) Measures below are sample design actions that promote transit use and pedestrian activity. Such measures or similar actions should be incorporated into all new development within the CHSPADP, consistent with the goals of the General Plan 2040.

Example Residential Measures:

Operations:

- Provide transit information kiosks
- Provide shuttle access to regional rail station (e.g. Caltrain)
- Offer transit use Incentive programs to residents, such as distribution of passes and/or subsidized transit passes for local transit system (e.g. providing VTA EcoPass system or equivalent broad spectrum transit passes to all residents)

Site Design:

- Construct transit amenities such as bus turnouts/bus bulbs, benches, shelters, etc.
- Provide direct safe, attractive pedestrian access from project land uses to transit stops and adjacent development
- Provide bicycle lanes, sidewalks, and/or paths, connecting project residences to adjacent schools, parks, the nearest transit stop, and nearby commercial areas
- Provide secure and conveniently placed bicycle parking and storage facilities at parks and other facilities
- Provide neighborhood-serving shops and services within or adjacent to residential development
- Provide a satellite telecommute center within or near the development
- Incorporate commercial services on-site or in proximity (e.g. day-care, dry-cleaners, fitness centers, financial services, grocery stores, and/or restaurants)

Example Commercial/Industrial Measures:

Operations:

- Provide an on-site TDM coordinator
- Provide transit information kiosks
- Make transportation available during the day and guaranteed ride home programs for emergency use by employees who commute on alternate transportation. (This service may be provided by access to company vehicles for private errands during the workday and/or combined with shuttles, or other privately provided transportation)
- Provide vans for van pools
- Implementation of a carpool/vanpool program (e.g., carpool ride matching for employees, assistance with vanpool formation, provision of vanpool vehicles, and car sharing)
- Provide shuttle access to regional rail stations (e.g. Caltrain)
- Provide or contract for on-site or nearby child care services
- Offer transit use incentive programs to employees, such as on-site distribution of passes and/or subsidized transit passes for a local transit system (e.g. providing VTA EcoPass system or equivalent broad spectrum transit passes to all on-site employees)
- Implementation of parking cash out program for employees (non-driving employees receive transportation allowance equivalent to the value of subsidized parking)
- Encourage use of telecommuting and flexible work schedules
- Require that deliveries on-site take place during non-peak travel periods

Site Design:

- Incorporate physical improvements, such as sidewalk improvements, landscaping, and bicycle parking that act as incentives for pedestrian and bicycle modes of travel
- Provide secure and conveniently located bicycle parking and storage for employees and visitors
- Provide bicycle and pedestrian connections from the site to the regional bikeway/pedestrian trail system
- Place assigned car pool and van pool parking spaces at the most desirable on-site locations
- Provide showers and lockers for employees walking or bicycling to work
- Incorporate commercial services on-site or in proximity (e.g. day-care, dry-cleaners, fitness centers, financial services, grocery stores, and/or restaurants)