PRC AGENDA: 11/18/2020 ITEM: III. A.



Memorandum

TO: PARKS AND RECREATION

COMMISSION

FROM: Nicolle Burnham

SUBJECT: PROPOSED DOWNTOWN

WEST OPEN SPACE PLAN

DATE: November 2, 2020

Approved Date

RECOMMENDATION

Accept the informational report on the Downtown West open space plan and provide feedback.

BACKGROUND

The City of San José ("City") is currently reviewing a development proposal by Google called the Downtown West Mixed-use Plan (the Project).

In October 2019, Google submitted a planning application for the Project. The Project site covers approximately 80 acres of land near the Diridon Train Station (see Attachment A). The Project sets forth a long-term vision that includes commercial and residential development. Specifically, the application proposes the construction up to:

- 7,300,000 gross square feet of office space;
- 4,000 units of new housing units (studying up to 5,900 housing units);
- 500,000 gross square feet of active uses, which may include retail, cultural, arts, etc.;
- 100,000 gross square feet of event space, hotel use (up to 300 rooms), and limited-term corporate accommodations (up to 800 rooms); and
- 15 acres of open space.

The application also includes plans for transportation and utilities. The Project will require rezoning, amendments to the 2014 DSAP and General Plan, a Planned Development Permit, an Environment Impact Report (EIR) under the California Environmental Quality Act (CEQA), and a Development Agreement, among other permits and approvals. The Project is expected for City Council consideration in spring 2021. If approved, the Project would take multiple phases over ten years to fully build out.

In evaluating the open space portion of the project, staff of the Department of Parks, Recreation and Neighborhood Services (the Department), consider various ordinances and documents that guide development in this area. These are described below.

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Park Impact and Parkland Dedication Ordinances (PIO/PDO): These ordinances require residential developers to dedicate parkland, improve parkland, pay in-lieu fee, or a combination of the three options. Developers, including Google, can dedicate and improve the same parkland to meet their parkland obligation.

Downtown West Design Standards and Guidelines (DWDSG): The Downtown West Design Standards and Guidelines were developed to support the Project and are intended to provide the framework that would guide design of the Project as it is built out over the coming years. If approved, the DWDSG will define the vision, intent, use, character, requirements, and review process for building and public realm design within the Project. The document will include chapters that provide design basis for land use, mobility (roads and transit), building design, open space, sustainability, and lighting and signage within the Project area.

The DWDSG will define objectives and performance-based *standards* and *guidelines*. Development *standards* are requirements. Their compliance is mandatory with measurable design criteria. Development *guidelines* are typically more subjective and set forth design intent, design expectations, and encouraged or discouraged features. The City would review specific building designs and site plans for conformance with the DWDSG, as they are proposed in the future. The DWDSG will be included as part of the Planned Development Permit for the Project.

The DWDSG are based on the Downtown Design Standards and Guidelines developed for Downtown San José but would apply specifically to the Project. In case of conflict between the two standards and guidelines, the DWDSG will be followed.

Diridon Station Area Plan (DSAP): The Downtown West Project proposes to implement the vision of the DSAP. The City originally adopted the DSAP in 2014 to guide the planning of a 240-acre area surrounding the Diridon Station. The 2014 DSAP envisions the transformation of the station area into a dynamic mixed-use urban neighborhood. Since its adoption, several key planning assumptions have changed in addition to Google submitting a development application. These include:

- A major league baseball ballpark, a key anchor of the 2014 DSAP, is no longer planned;
- The City recently adopted a policy that will enable taller building heights in the Diridon area;
- The City has adopted key policy documents including Climate Smart San José, ActivateSJ, and the Downtown Design Standard and Guidelines; and
- The City has recently initiated a Downtown Transportation Plan.

To address these changes, the City has initiated amendments to the DSAP. Staff released the draft amendments in late October 2020 for public review. The draft amendments reflect the main elements of the Project. Additional background about the DSAP and all past outreach informing the current effort to amend the plan, including presentations, meetings, and an online survey earlier in 2020, can be viewed at www.diridonsj.org.

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Complete information about the Downtown West application and the City's development and environmental review process is available at www.sanjoseca.gov/GoogleProject. Past and upcoming community engagement information is available at www.diridonsj.org.

ANALYSIS

The Project proposes three distinct character zones, which will be represented in its open space. The character zones will range from:

- Industrial and active entrainment and will have public spaces with hubs of social activity;
- Civic and transit oriented and will have high volume plaza spaces that welcome visitors and tourists; and
- Neighborhoods anchored in ecology that will have natural trails and spaces for quiet contemplation near the Los Gatos Creek Corridor.

The Downtown West plan proposes approximately 15 acres of open space throughout the approximately 80-acre project site. The 15-acres of open spaces will be comprised of 4.8 acres of city dedicated parkland and trails and 10.2 acres of privately owned, but largely publicly accessible open space. These spaces are comprised of:

- Los Gatos Creek Multi-Use Trail, which is an extension of the existing Los Gatos Creek Trail that ends near DuPont Street. Wherever possible, the project proposes Class I off-street recreation trail and provides an important link from Willow Glen to areas in north San José:
- City Dedicated Parks, which are publicly accessible open space that will be dedicated to the City.
- Privately-Owned Public Parks, which are publicly accessible, privately owned open space.
- Semi-Public Open Spaces, which are privately-owned or controlled outdoor spaces with limited access to the public.
- The Los Gatos Creek Riparian Setback and the Los Gatos Creek Riparian Corridor within the project; and
- Mid-block Passages, which allow for pedestrian circulation between buildings in the public realm

Attachment B depicts the location of the proposed open space resources. It is critical to note that these spaces are preliminary and are subject to change until such time as the development plan is approved by the City Council.

As construction of the 80-acre development progresses in phases, City of San José staff will evaluate design plans (for public and private spaces) for consistency with the DWDSG standards and guidelines.

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Approximately 4.8 acres of open space is proposed to be deeded to the City following construction of park and trail improvements. The City-dedicated parks will include public engagement at the time the final design is in development. The proposed City-dedicated open space includes:

- Los Gatos Creek Trail extension, which is two segments along West San Carlos Street at Bird Avenue and between West San Fernando Street and West Santa Clara Street. These trail extensions will be inside two privately owned, publicly accessible parks (0.53 acres total);
- Los Gatos Creek Connector, which is framed by the rail corridor and is an extension of the Delmas Park neighborhood (0.75 acres);
- Social Heart, which is framed by the active ground floor uses and a new civic building hosting community programming (0.57 acres);
- St. John Triangle, which is located at the end of the West St. John Street corridor, near the SAP Center (1.51 acres); and
- Nothend Park, which is framed by a private street and the rail corridor to the west and south, and North Montgomery Street to the east (1.43 acres)

The 2014 DSAP plan called for a network of "green fingers" and large eight-acre community park in the southern portion of the Diridon area. Four acres of the planned park was intended to be constructed on the formerly city-owned Fire Training Center, at the southwest corner of Park Avenue and South Montgomery Street intersection, and four additional acres needed to be secured from surrounding parcels in private ownership. In December 2018, the City sold the Fire Training Center to Google and adopted a Memorandum of Understanding (MOU) with Google that established shared goals for the future development, including no net loss of open space in the Diridon Station Area. As currently proposed, the Downtown West Project and City's DSAP Amendments call for approximately 19 acres of open space within the Diridon Station Area.

Staff is currently reviewing the Downtown West proposal for consistency with Parkland Ordinances. The City is seeking feedback on the open space plan and other elements of the proposal this fall, as described at www.diridonsj.org/fall2020. The next step will be to finalize the plan for City-dedicated parkland to present to the City Council for consideration.

/s/ Nicolle Burnham Deputy Director of Parks, Recreation and Neighborhood Services

For questions, please contact Nicolle Burnham, Deputy Director, at nicolle.burnham@sanjoseca.gov.

¹ https://sanjose.legistar.com/LegislationDetail.aspx?ID=3758491&GUID=B9C8FB59-14A4-4FBF-9E47-ECDE9DE20777

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Attachments:

- A. DTW and DSAP Boundary
- B. Proposed DTW Open Space Resources
- C. Presentation

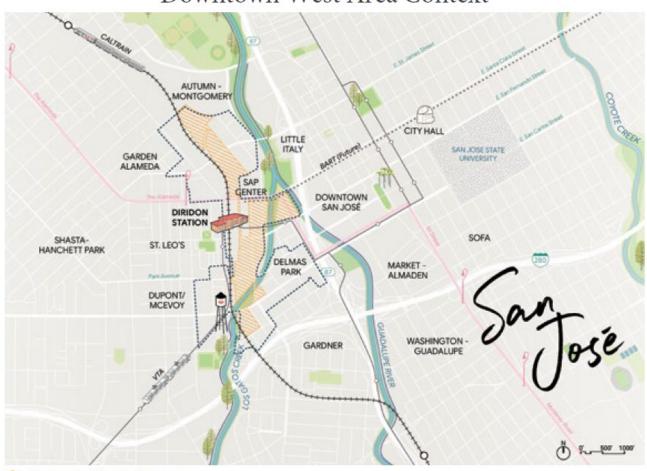
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Attachment A – DTW and DSAP Boundary

Downtown West Area Context



Downtown West Project areaDSAP boundary

Adapted from DWDSG, page 29

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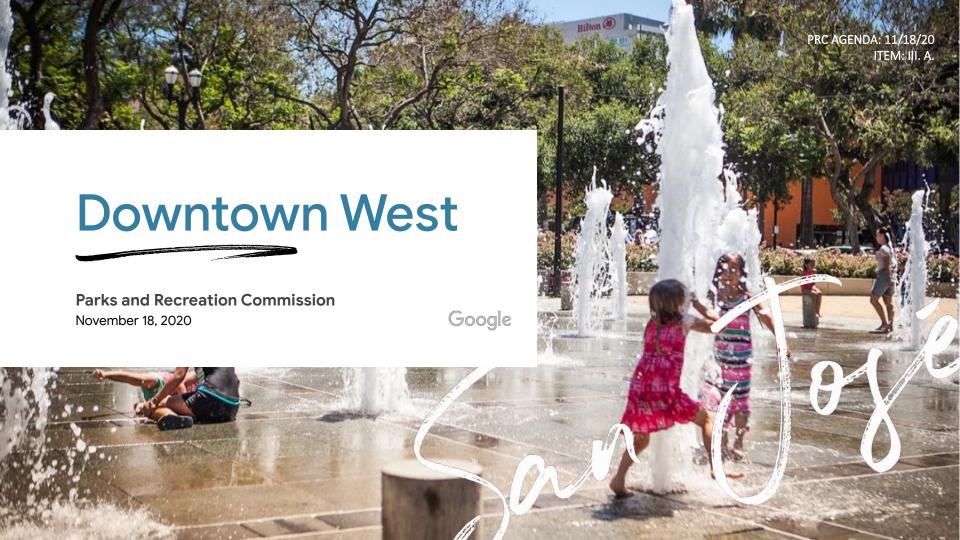
Attachment B - Proposed DTW Open Space Resources

Downtown West Open Space Plan



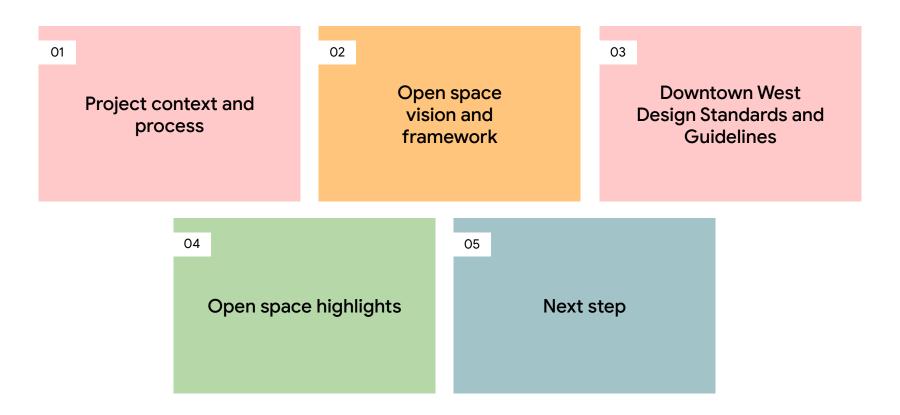
Adapted from DWDSG, page 74





AGENDA

What We Will Cover

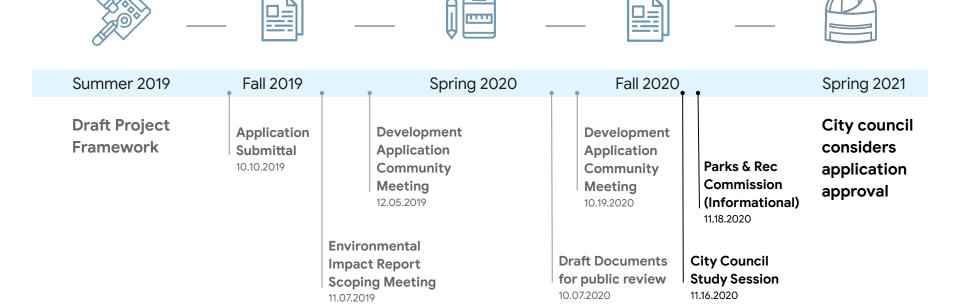


Project context and process

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TIMELINE

Where are we in the process?





Supporting San José's health and resilience

6.5x

housing under DSAP (in project boundary) 4,000

total housing units

25%

affordable

500K

sf retail, cultural, arts, education, active uses

15 ac

parks and open space

including

4.25 ac

acres of expanded riparian habitat

7.3M

1/2

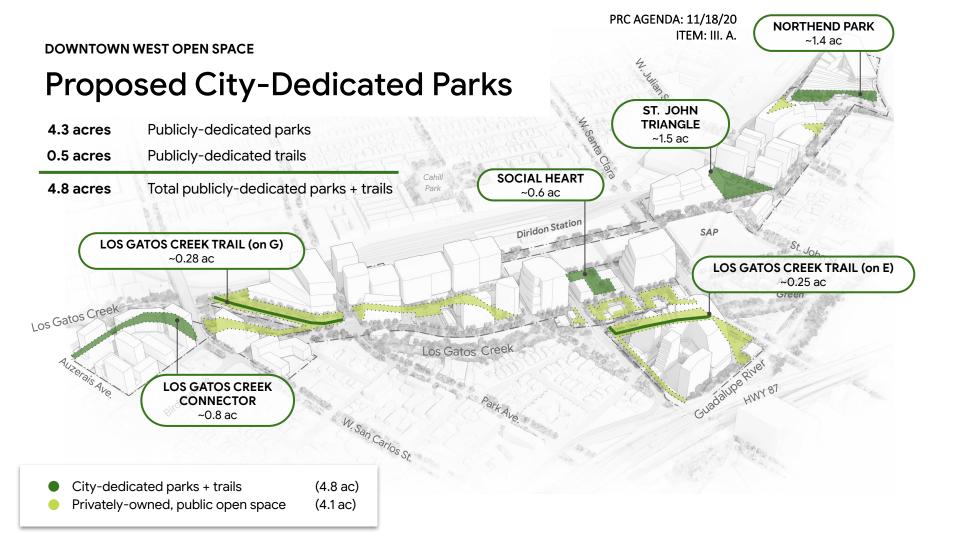
of developable area for non-office

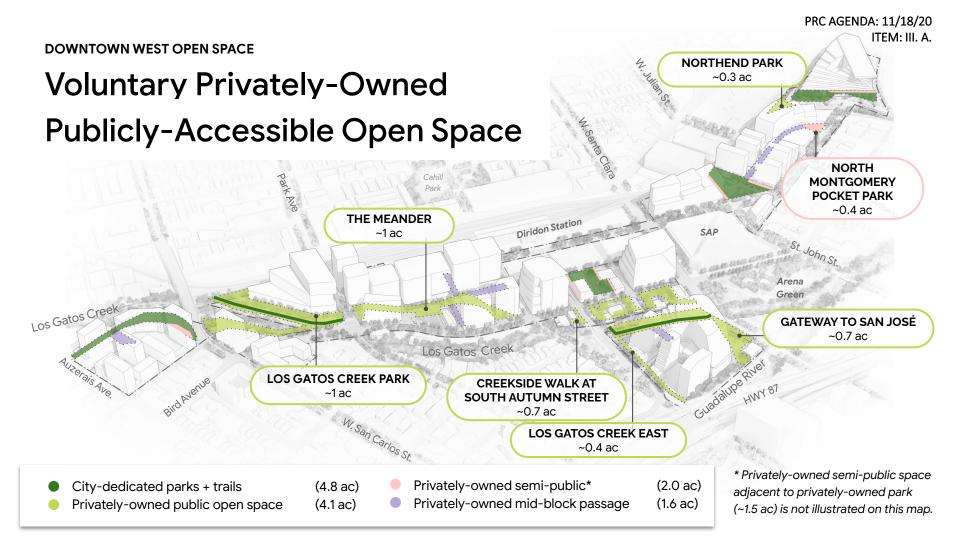
Zero

net new CO₂ emissions

ITEM: III. A. **DOWNTOWN WEST OPEN SPACE** 15 Acres of parks, plazas + green spaces Los Gatos Creek Los Gatos Creek Guadalupe Rive City-dedicated parks + trails (4.8 ac)Privately-owned mid-block passage (1.6 ac)Privately-owned public park (4.1 ac)Privately-owned riparian setback (2.2 ac)Privately-owned semi-public (2.0 ac)Privately-owned riparian corridor (0.3 ac)

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DOWNTOWN WEST OPEN SPACE

Publicly Accessible Private Open Space (No credit)

Working through typical POPOS definition to a new model with hours more relevant to the public



Grand Park Los Angeles CA

Open Hours 5:30am-10pm daily



Jessie PlazaSan Francisco, CA

Open Hours 6am - 10pm daily



Open Hours
Open at all times

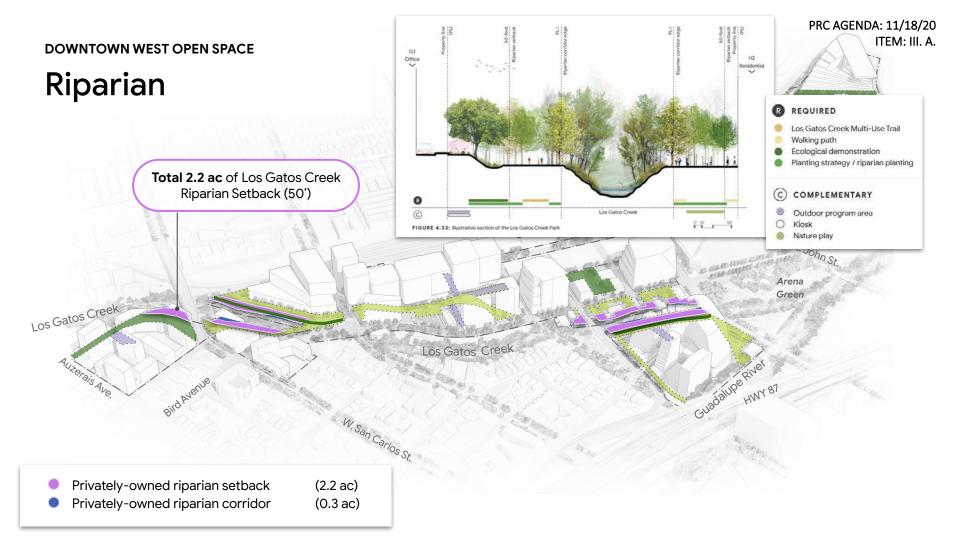


Bryant Park New York, NY

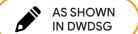
Open Hours 7am - 8pm daily with extended hours in winter months



Domino Park Brooklyn, NY Open Hours 6am-1am daily



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DOWNTOWN WEST OPEN SPACE

Breakdown

TABLE 4.1: Downtown West open spaces, open space categories, and acreage allocation

OPEN SPACES	CITY-DEDICATED OPEN SPACE		PROJECT SPONSOR-OWNED (PSO) OPEN SPACE					
	LOS GATOS CREEK MULTI- USE TRAIL	CITY- DEDICATED PARK	PRIVATELY- OWNED PUBLIC PARK	SEMI-PUBLIC OPEN SPACE	LOS GATOS CREEK RIPARIAN SETBACK	LOS GATOS CREEK RIPARIAN CORRIDOR	MID-BLOCK PASSAGE	INDIVIDUAL OPEN SPACE ACREAGE SUB-TOTAL
Los Gatos Creek Connector	-	0.76 ac	=	0.03 ac	0.22 ac	·=	0.16 ac	1.17 ac
Los Gatos Creek Park	0.28 ac	1+	1.03 ac	0.27 ac	0.77 ac	0.14 ac	-	2.49 ac
The Meander	_	-	1.04 ac	0.52 ac	<u> </u>	2	0.68 ac	2.24 ac
Social Heart	-	0.57 ac	-	0.22 ac	-	-	-	0.79 ac
Creekside Walk at South Autumn Street	-	-	0.70 ac	0.20 ac	0.56 ac	0.04 ac	N=	1.50 ac
Los Gatos Creek East	0.25 ac	-	0.36 ac	0.12 ac	0.65 ac	0.11 ac	0.17 ac	1.66 ac
Gateway Plaza	-		0.65 ac	0.08 ac	2	223	101	0.73 ac
St. John Triangle	-	1.51 ac	=	0.10 ac	-	-	0.30 ac	1.91 ac
North Montgomery Pocket Park	-	-	-	0.35 ac	-	-	0.26 ac	0.61 ac
Northend Park	-	1.43 ac	0.34 ac	0.13 ac	_	-	-	1.90 ac
CATEGORY ACREAGE TOTAL	0.53 AC	4.27 AC	4.12 AC	2.02 AC	2.20 AC	0.29 AC	1.57 AC	15.00 AC
TOTAL	4.80 AC		10.20 AC					10.00 //0

Open space vision and framework

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Open space

WHAT WE HEARD FROM THE SAN JOSÉ COMMUNITY











Provide **flexible** spaces that balance green space and gathering areas

Respect the **creek** ecology and buffer zones when selecting areas to program / activate

Demonstrate sustainability by balancing nature & creative design with everyday life

Prioritize trail alignment and **connectivity** to key areas

Make room for informal recreation

Design engagement workshops











DEC 7Open Space

JAN 25 Open Space + Streets

FEB 20 & 22 Open Space + Streets + Buildings

3,000+
Community inputs

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Evolution of the open space network

2014 Diridon Station Area Plan (DSAP) 2020 Downtown West Plan

> "Focusing on a collection of civic assets—rather than a single public space... - cities can fundamentally shift how they revitalize shared public places" -Urban Institute, 2020

"A balanced distribution of these interconnected spaces will complement and

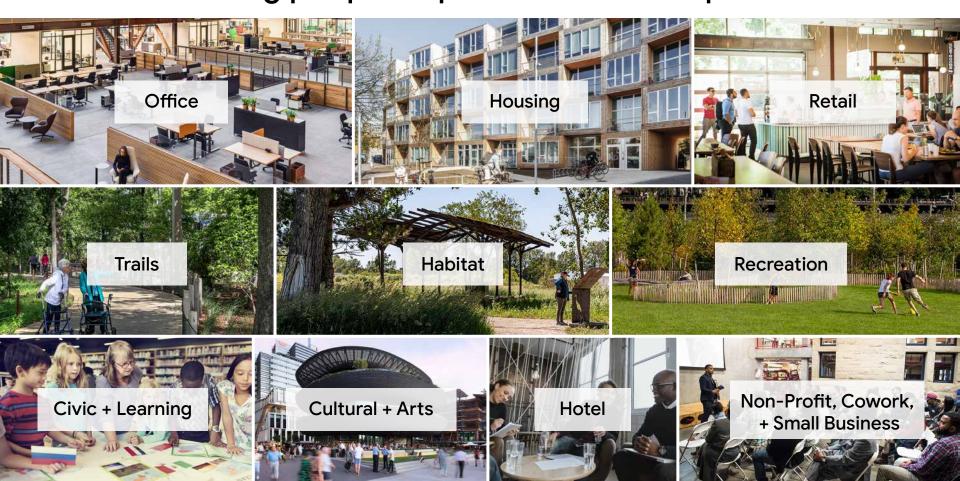
enhance the existing parks that surround the Diridon Station Area." -DSAP Draft Amendment, 2021

Community input led to shift in thinking from consolidated to distributed open space approach

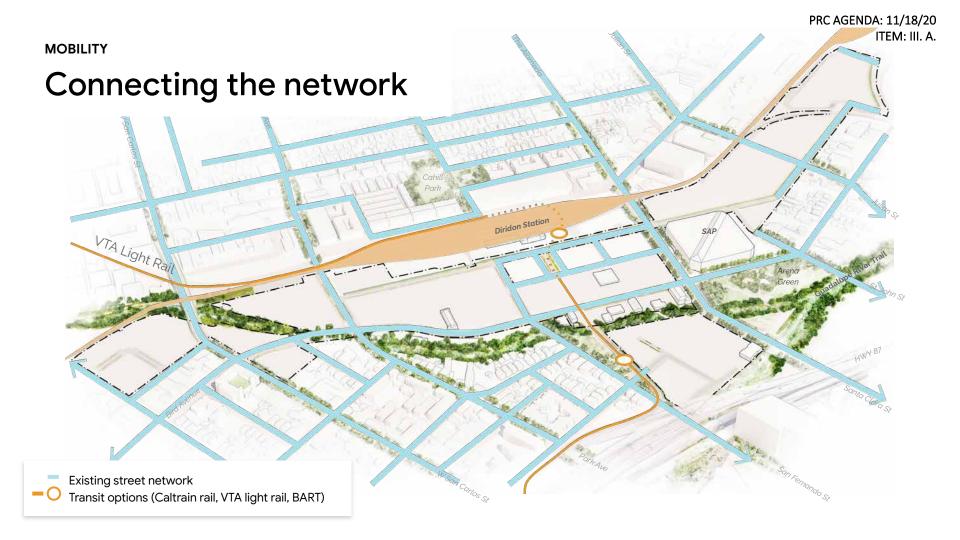
> "The dispersed open spaces will provide visitors and residents with a variety of user experiences from creek side paths, to green spaces, to active amenities" -DSAP Draft Amendment, 2021

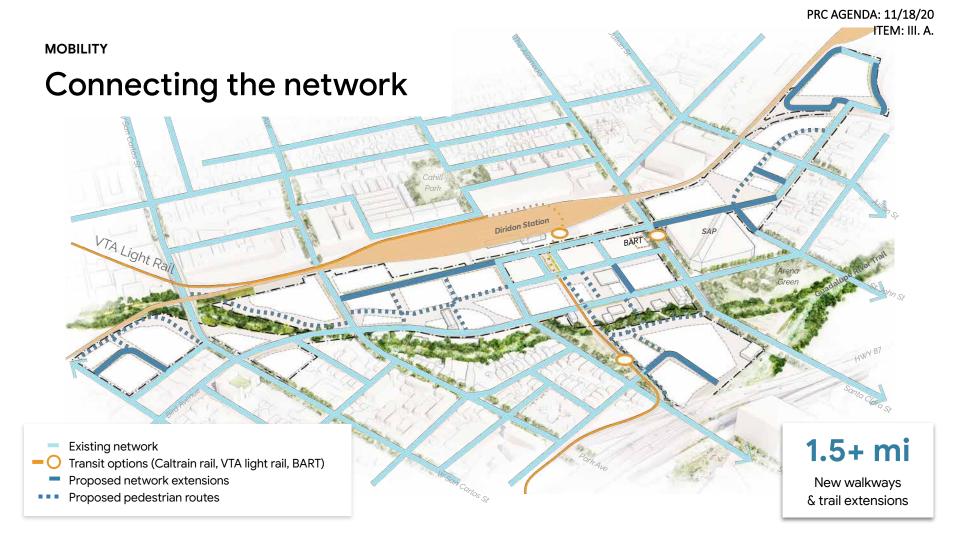
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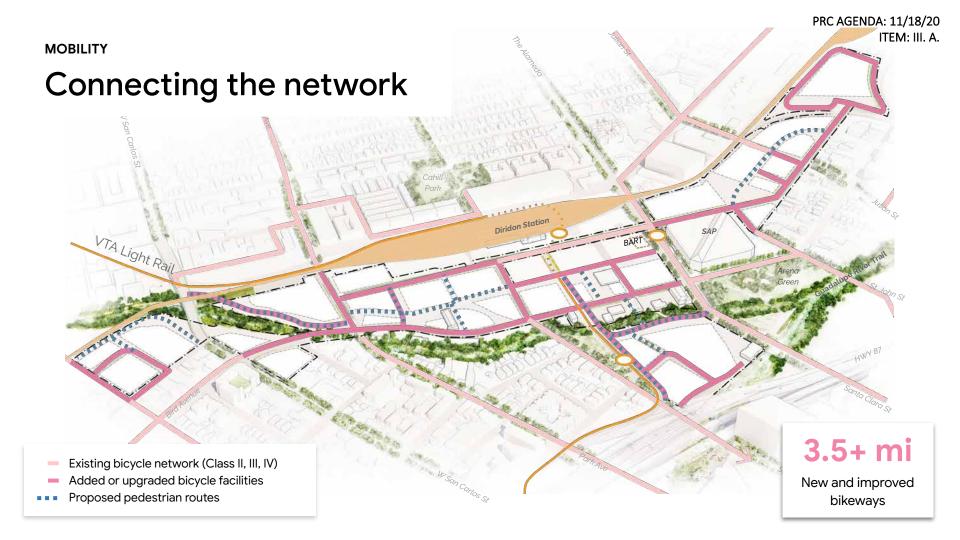
Connecting people to place & diverse experiences





















Downtown West Design Standards and Guidelines

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DOWNTOWN WEST DESIGN STANDARDS AND GUIDELINES

Single open space process *Not a . . .

~80 acres of detailed design over time

30+ buildings

different parks, tailored to context 3 mi

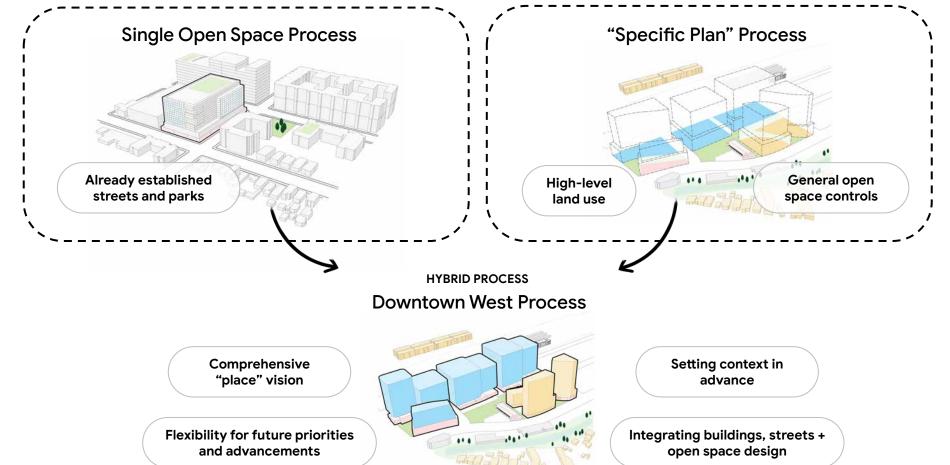
of street

improvements

10+

years of phased construction

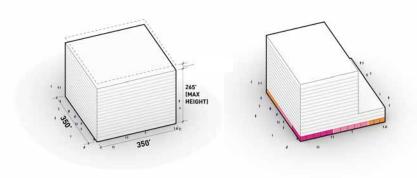
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*Illustrative massing

PROJECT APPROVAL

Proposed DW process



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Project Review Sequence

Policy Compliance

City Design Controls

Project Approvals

Conformance Reviews

Relevant Documents GENERAL PLAN
DOWNTOWN STRATEGY
DIRIDON STATION AREA PLAN

(as amended)

DOWNTOWN DESIGN GUIDELINES
COMPLETE STREETS DESIGN
STANDARDS & GUIDELINES
MUNICIPAL CODE
(as amended)

EIR
DEVELOPMENT AGREEMENT
PD ZONING
PD PERMIT (DWDSG +)

DETAILED DESIGNS

City-Dedicated Parks subsequent review process: follows typical public process

Three Community Meetings:

- Preliminary Community meeting prior to Application submittal to discuss initial park concepts
- Community meeting after Application submittal to discuss schematic design
- Information Parks and Recreation Commission meeting

Plus Planning Building Code Enforcement Director Conformance hearing

Chapters



LAND USE





MOBILITY



LIGHTING AND SIGNAGE





SUSTAINABILITY

Downtown West Design Standards and Guidelines

Open space chapter highlights

DOWNTOWN WEST STANDARDS AND GUIDELINES

Open Space



Open Space

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OPEN SPACE

Programs + elements









COMMUNITY GARDEN



OUTDOOR





RIPARIAN PLANTING

DEMONSTRATION

LOS GATOS CREEK MULTI-USE TRAIL

PAVILION STRUCTURE

PERFORMANCE SPACE

FLEXIBLE LAWN

PROMENADE



CREEK OVERLOOK /



DOWNTOWN TO DIRIDON



DOG RUN OR DOG









UNDERSTORY PLANTING



STATION SHARED-USE PATH



PARK



EVENT. ROTATING VENDOR. OR FOOD TRUCK ACCESS

INFORMAL RECREATION

PLAZA





WATER FEATURE





RE-OAKING

CREEK FOOTBRIDGE

WALKING PATH

CANOPY STRUCTURE

PICNIC OR BARBEQUE

OUTDOOR PROGRAM AREA

PROGRAM DECK

TREE GROVE



BOARDWALK



NATURE PLAY



KIOSK



PLAYGROUND

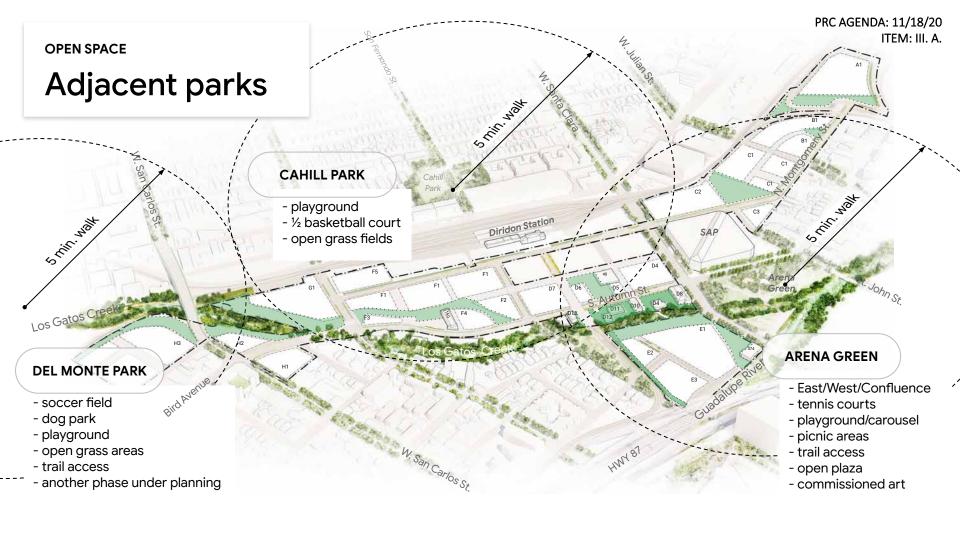


OPEN SPACE

Programs + elements

PROGRAMMATIC ELEMENTS	LOS GATOS CREEK CONNECTOR	LOS GATOS CREEK PARK	THE MEANDER	SOCIAL HEART	CREEKSIDE WALK AT S. AUTUMN STREET	LOS GATOS CREEK EAST	GATEWAY TO SAN JOSÉ	ST. JOHN TRIANGLE	NORTH MONTGOMERY POCKET PARK	NORTHEND PARK
Promenade			•							•
Plaza	0	•	•	0			•	•		•
Flexible Lawn			•	0				•		•
Program Deck		•	•	•	0			•		0
Outdoor Program Area		0	0	•	0	0	0		•	•
Informal Recreation		0						0		•
Event, Rotating Vendor, and Food Truck Access			•	0			•	•		•
Water Feature			•	0					0	
Neighborhood Amenities	0	0	0					0		
Makerspace										0
Nature Play	•	0								
Art		0	•	0		0		0	0	0
Pavilion Structure		0			0		0	0		0
Canopy Structure			0			0		•	0	
Klosk		0	0	0		0	0	0		0
Outdoor Performance Area							0	•		
Los Gatos Creek Multi-Use Trail		•			•	•				
Downtown to Diridon Station Shared-Use Path				•	•	•				
Walking Path	•	•								
Boardwalk					•	•				
Creek Footbridge					•	•				
Creek Overlook / Viewing Platform		•				•				
Tree Grove			0					0	•	•
Ecological Demonstration		•								0
Planting Strategy	•	•	•	•	•	•	•	•	•	•
NUMBER OF COMPLEMENTARY PROGRAMMATIC ELEMENTS REQUIRED	1 OF 2	4 OF 7	3 OF 5	4 OF 6	2 OF 3	2 OF 4	2 OF 4	3 OF 6	10F3	4 OF 6









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COMMUNITY ENGAGEMENT INSIGHTS

Does this belong in your vision for Los Gatos Creek South?







COMPLEMENTARY

PROGRAMMATIC ELEMENTS

REQUIRED

PROGRAMMATIC ELEMENTS

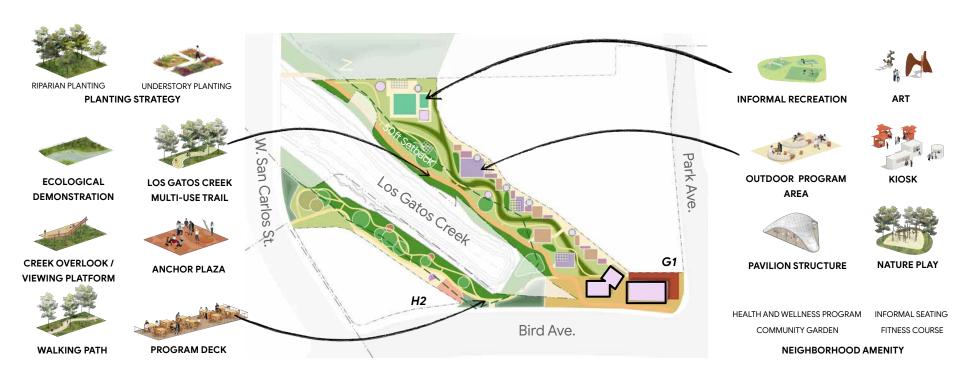




LOS GATOS CREEK PARK

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AS SHOWN
IN DWDSG



REQUIRED PROGRAMMATIC ELEMENTS

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LOS GATOS CREEK PARK







© OUTDOOR PROGRAM AREA

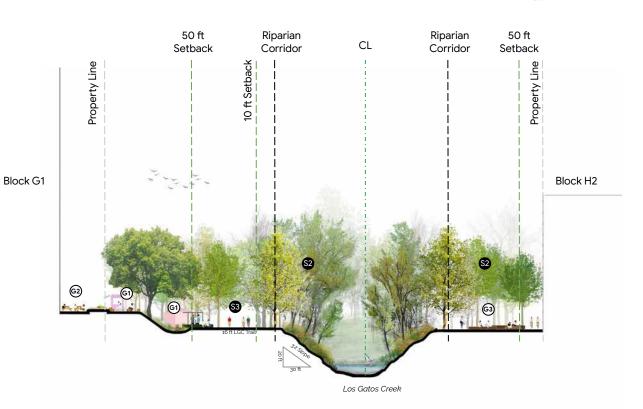


SI ANCHOR PLAZA

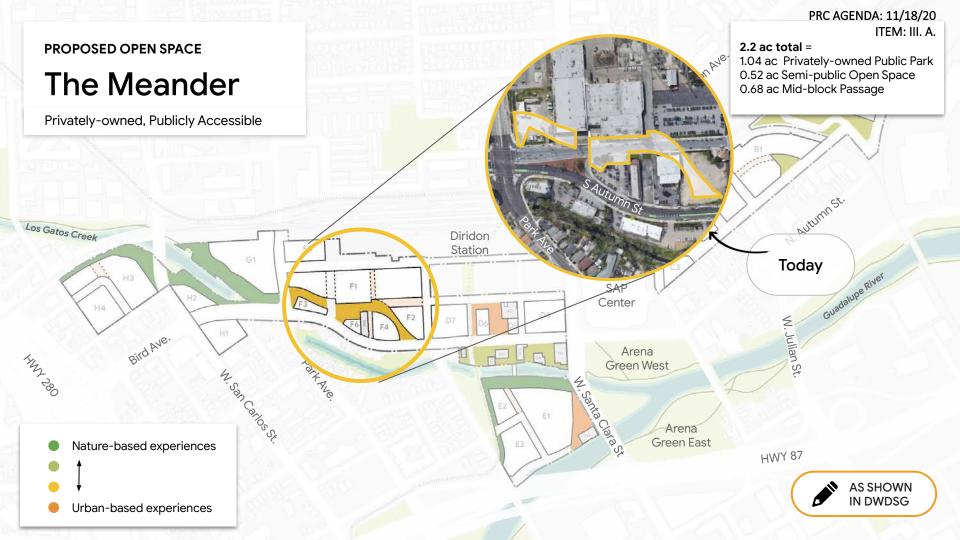


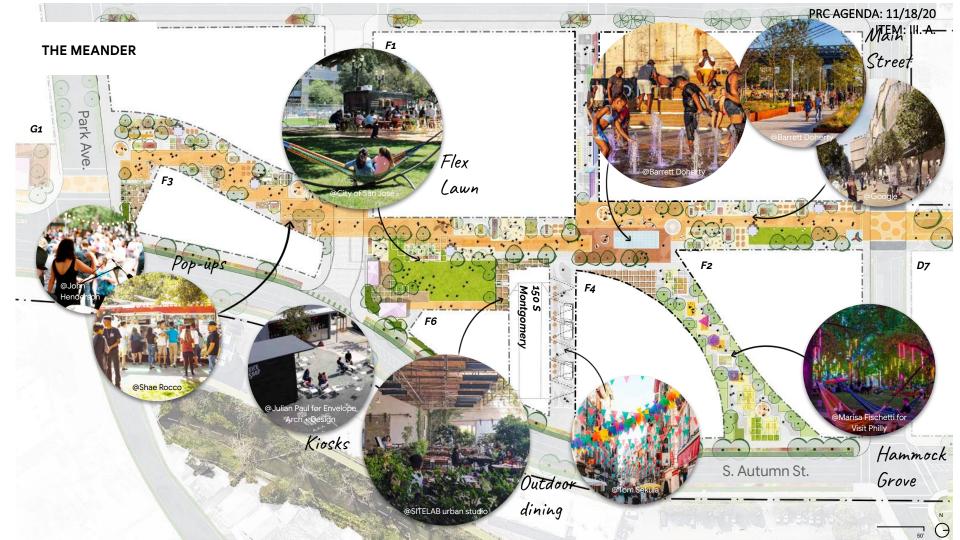








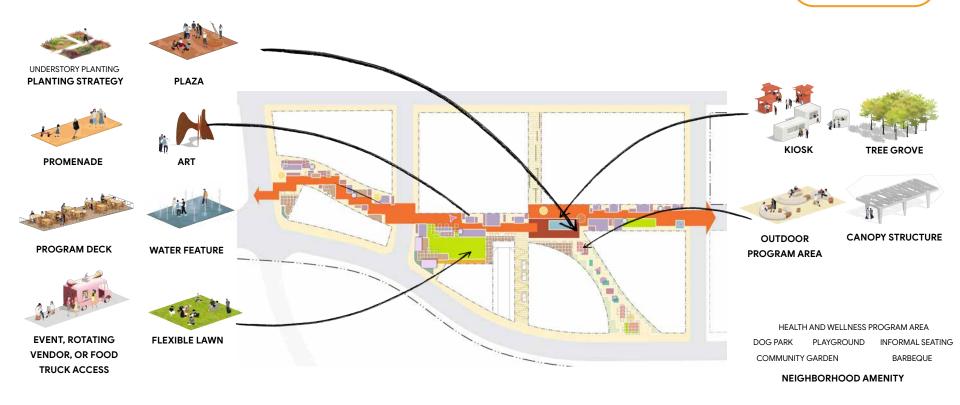




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AS SHOWN
IN DWDSG

THE MEANDER

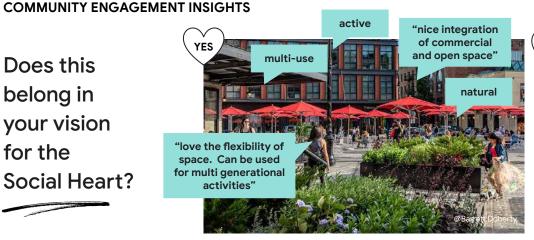


REQUIRED PROGRAMMATIC ELEMENTS



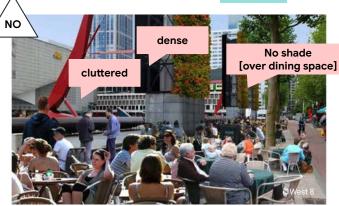


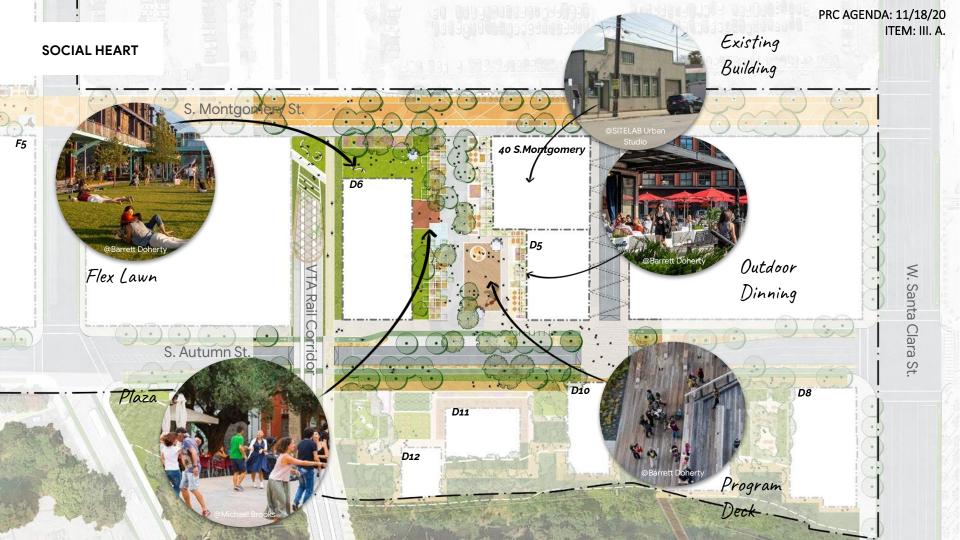
Does this belong in your vision for the **Social Heart?**





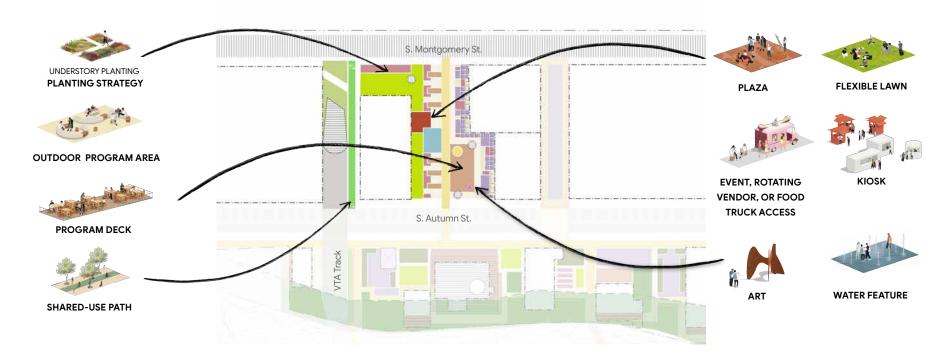




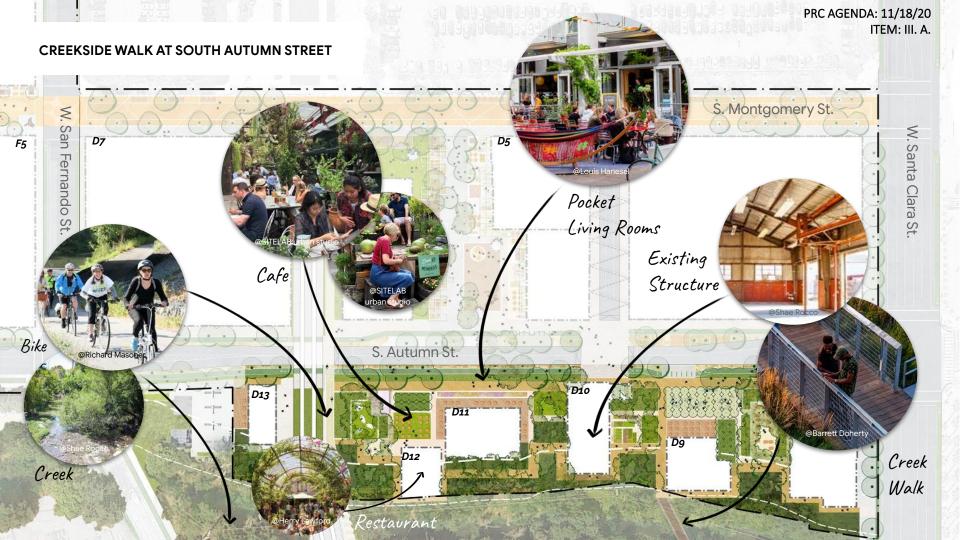


SOCIAL HEART





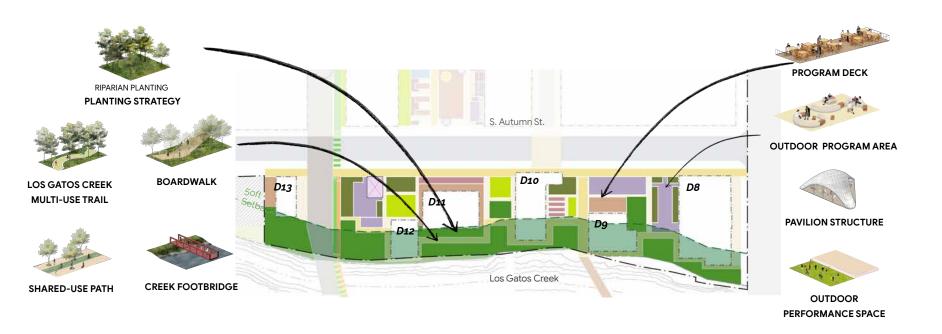
REQUIRED PROGRAMMATIC ELEMENTS



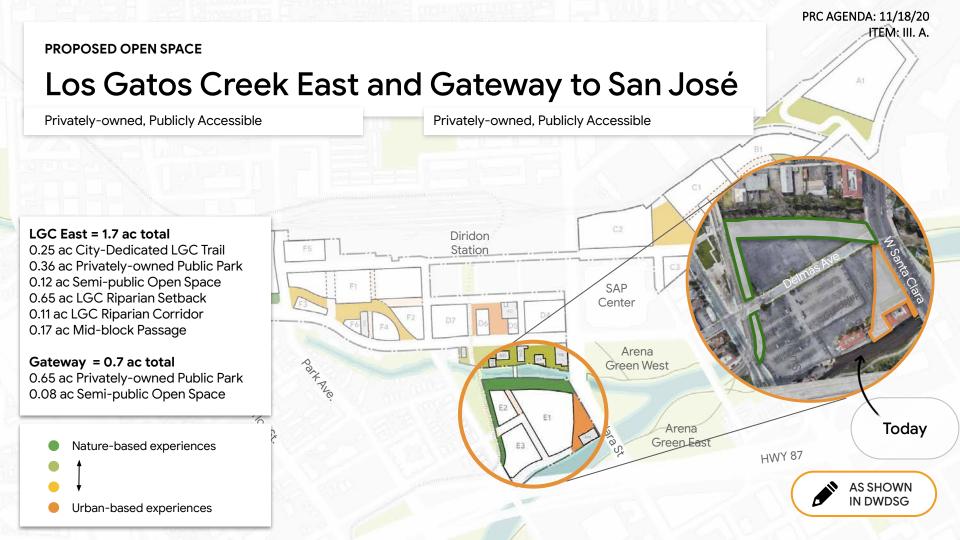
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CREEKSIDE WALK AT SOUTH AUTUMN STREET



REQUIRED PROGRAMMATIC ELEMENTS

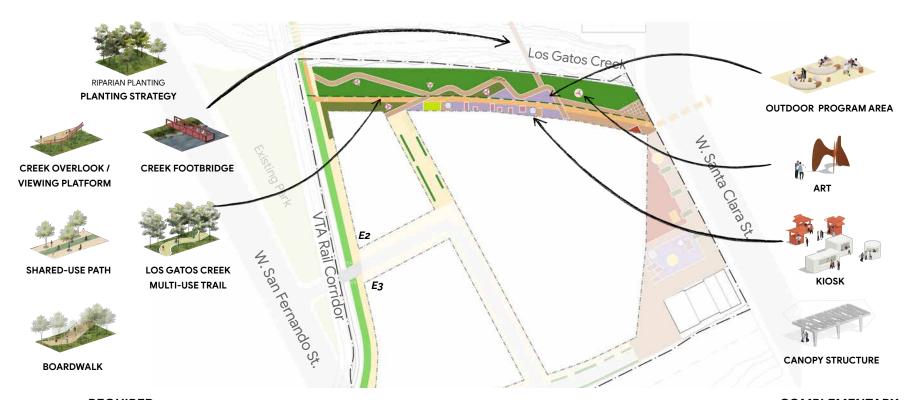




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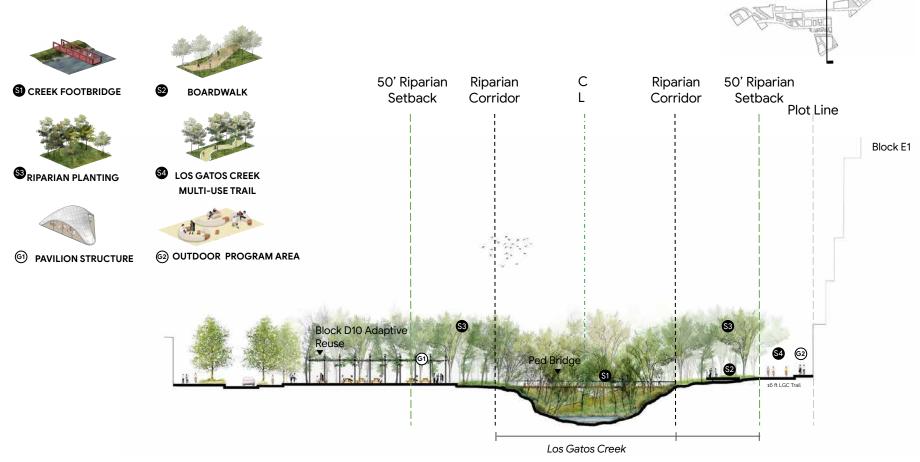


LOS GATOS CREEK EAST



REQUIRED PROGRAMMATIC ELEMENTS

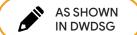
LOS GATOS CREEK EAST



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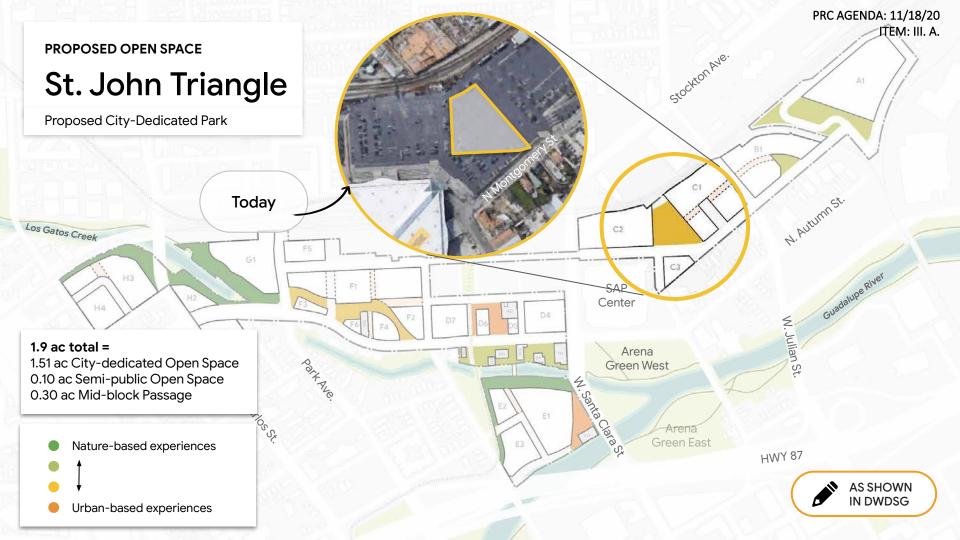




PROGRAMMATIC ELEMENTS

PROGRAMMATIC ELEMENTS





ITEM: III. A.

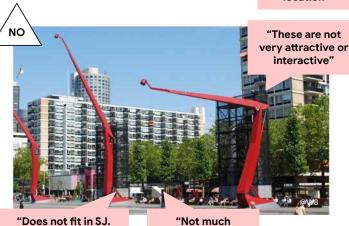
COMMUNITY ENGAGEMENT INSIGHTS

Does this belong in your vision for St. John Triangle?





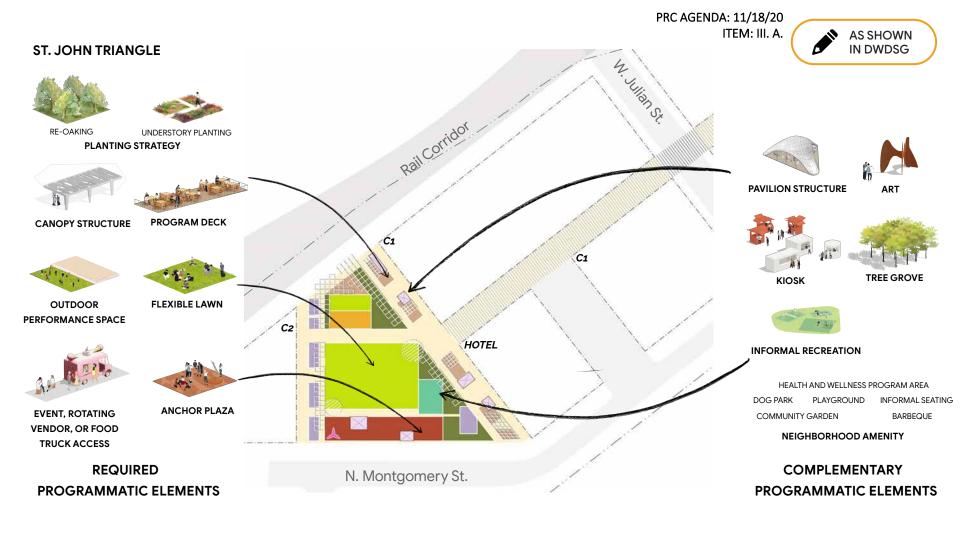


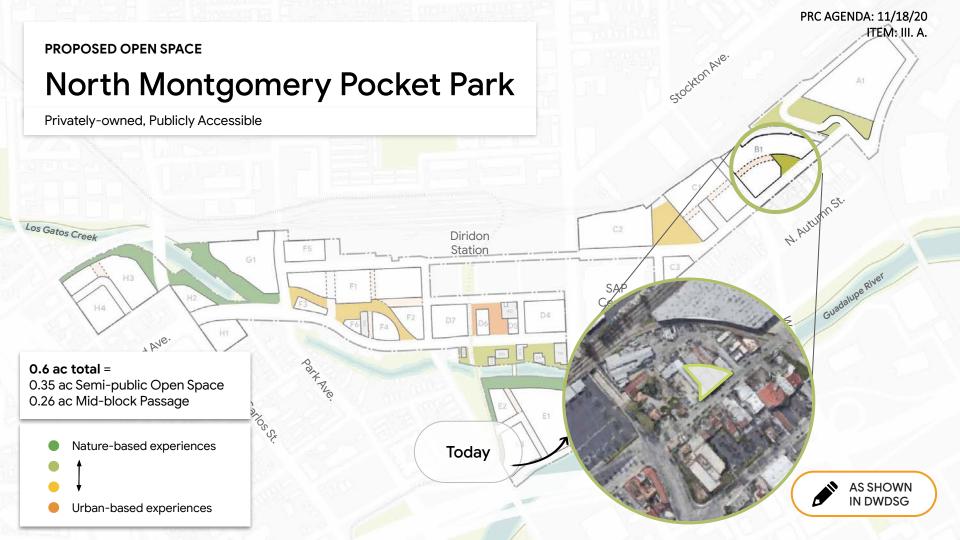


heritage here"

Not functional"







PRC AGENDA: 11/18/20 ITEM: III. A.





REQUIRED PROGRAMMATIC ELEMENTS

COMPLEMENTARY PROGRAMMATIC ELEMENTS



COMMUNITY ENGAGEMENT INSIGHTS

Does this belong in your vision for Northend Park?







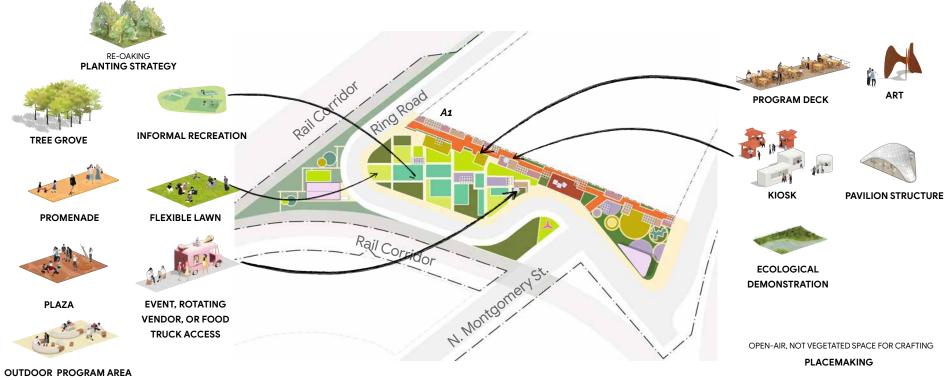




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NORTHEND PARK



REQUIRED PROGRAMMATIC ELEMENTS

COMPLEMENTARY PROGRAMMATIC ELEMENTS

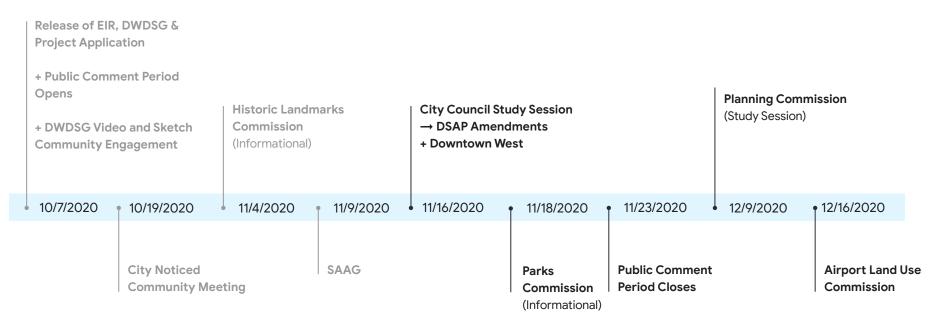




PRC AGENDA: 11/18/20 ITEM: III. A.

TIMELINE

Next Steps



Public & Community Benefits Engagement

ITEM: III. A.

Imagine Together What do *you* see in Downtown West?



The Meander



Sketch Format

We look forward to sharing the next iteration with you!



CORRESPONDENCE

Parks and Recreation Commission

Wednesday, November 18, 2020 6:00 P.M.

Zoom Webinar



District 1 Daphna Woolfe, Chair District 2 Andre Morrow District 3 Lawrence Ames

District 4 Kelly Snider

District 5 Vacant

District 6 Art Maurice
District 7 Giavanna Vega

District 8 Vacant

District 9 Rudy Flores

District 10 Vacant

Citywide George Adas, Vice Chair

Councilmember Maya Esparza, Council Liaison

Jon Cicirelli, Director, PRNS



November 17, 2020

VIA EMAIL (Melrose.Hurley@sanjoseca.gov)

Daphna Woolfe, Chair San Jose Parks and Recreation Commission City of San Jose 200 East Santa Clara St San Jose CA 95113

Re: Proposed Downtown West Open Space Plan

Dear Chair Woolfe and Parks Commissioners.

On behalf of the Board of Directors for the Shasta/Hanchett Park Neighborhood Association (S/HPNA) which represents 4,500 households immediately West of Diridon Station, in the Garden Alameda, Shasta/Hanchett Park, and St. Leo's neighborhoods. For more than thirty-five years, we have sought to work with the City of San Jose, developers, and our neighbors to create a vibrant neighborhood. We take pride in our community; S/HPNA Board members and volunteers have been diligent advocates for decades.

We thank you for the opportunity to provide written comment on the proposed Downtown West Open Space Plan to the Commission. We appreciate the extended outreach by City staff and Google to give our association and members the opportunity to learn about the development and to give feedback at various community meetings as the plan progresses. The role of the Commission as advisory to City Council is important and your lens on park issues and understanding of policy is critical.

S/HPNA is severely underserved in parks. As additional residents move into the area, the residents-to-parks ratio as outlined both in the General Plan and Parkland Dedication Ordinance will continue to worsen. While this widening disconnect is not unique to our neighborhood parks, it has been exacerbated by previous Council policies, including, but not limited to, the inclusion of school lands in parkland calculations and a long ago policy that excluded most of the Alameda Business District from park fees. We respectfully ask that for a project on this scale of development take a visionary and exemplary view of providing additional park space by looking

at but not limited to pedestrian overcrossings and off street trail connections. In addition we request exceptional quality amenities for the planned park spaces.

We are deeply concerned that the Downtown West project initially promoted its development and included in its communications at public meetings that they are providing 15 acres of parks and trails, when in reality only 4.80 acres will be city dedicated open space. We have reservations about the integrity of the Riparian setback General Plan policy after hearing about plans for activation of that space as part of Los Gatos Trail Creek Connection. We don't agree that Riparian setbacks should be counted towards park acreage goals. We also have concerns on how the privately-owned public spaces would be operated as outlined in the 10.20 acres of project sponsored-owned open space section. We would want to make sure that families from our boundaries and adjacent neighborhoods would not experience issues with accessing that space and that those spaces be clearly identified to the community and made to feel welcoming.

In addition we are very concerned about the phasing in of the parks, with the largest space "Northend Park" coming online last in the proposed development plans. That area is currently difficult to access by our residents because of the existing rail line and Caltrans Maintenance Station. The appearance that this park would be easily accessible is unclear unless a pedestrian bridge is built into the project that would provide residents a direct connection from Stockton Ave. It is also unclear whether this parkland could be taken if needed for the future High Speed Rail alignment. We respectfully ask that you engage and provide comments on this issue as clarity is needed; even Google has identified the Diridon Integrated Station Concept (DISC) Plan rail alignments as a potential risk for their development. Clarity on the timeline of this potential park project is needed as well.

We are also concerned to hear recent plans to look at reducing park fees in the Diridon Station Area as part of draft Diridon Affordable Housing Implementation Plan. We hope that the Downtown West Project will continue to fund parks at current levels or consider exceeding goals in order to provide the greatest benefit.

Finally we would like to state that the Downtown West development has agreed to additional community benefits. We applaud this statement but would like to remind the Commission and City Staff that fees such as Commercial Linkage Fees, Park Impact Fees mitigate the impact of new development. Mitigating negative impacts are not community benefits, so again we respectfully ask that no decrease in park fees are considered as the Diridon Station Area Plan builds out, of which the Downtown West development is a part of.

We welcome development that supports the neighborhoods with community services and quality amenities, while maintaining and encouraging walkability and vibrance and including green spaces in the area. We look forward to continued engagement with the Commission, City staff, and Google as the Downtown West plans progress.

Respectfully submitted,

Helen Chapman, President Shasta/Hanchett Park Neighborhood Association