



# THE FUTURE OF THE BERRYESSA BART STATION

A rare chance to shape growth around  
San Jose's first BART station

## SPUR ARTICLE

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The primary author of this report was Sarah Karlinsky  
with assistance from Ratna Amin, Ben Grant, Gabriel Metcalf, Egon Terplan, Leah Toeniskoetter

Urban Design and Graphics: Lewis Knight, Jin Zhao, Xiao Wu and Gabriella Folino of Gensler. All  
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*SPUR*  
654 Mission St., San Francisco, California 94105  
[www.spur.org](http://www.spur.org)

## BERRYESSA BART: THE OPPORTUNITY

San Jose has a unique chance to shape growth around its first BART station, Berryessa. From Berryessa, the extension of BART into San Jose will potentially include a stop in the Five Wounds neighborhood to the east of downtown, a stop in downtown itself and a stop at San Jose's Caltrain/Amtrak/high-speed rail station, Diridon.

It is a rare opportunity for a city to receive regional rail service like BART. Developing land uses around Berryessa Station that help support BART ridership will be key to the success of this station — and the future of the area around it. This means new development needs to be of the type and intensity that will encourage people to walk from the station to this development and vice versa.

Getting the urban design and circulation right will also be key. Will the station area be a place that people feel comfortable walking to and from? Will new buildings meet the street, or will they be inward facing and surrounded by parking? Will sidewalks connect people to where they want to go? Will it be easy to access the BART station by foot, bicycle and other transit, or will there be too many conflicts with cars?

Substantial planning has already been done at both Berryessa Station and at the largest adjacent site that could accommodate new development, the San Jose Flea Market, which sits just to the west of the BART station. And yet there are still opportunities to make improvements. This report acknowledges the significant planning efforts made to date, while presenting new concepts that are meant to start a conversation about the future of this very important area.

### WHICH LAND USES ARE BEST AT A RAIL STATION?

In a region like the Bay Area that is spread out and mostly built to prioritize the automobile, rail stations are a rare and important resource. If we add up all the regional commuter rail stations in the Bay Area, including BART and Caltrain, there are just over 70 stations, including Berryessa.<sup>1</sup> SPUR believes it is essential for regional growth management and quality of life that we cluster as much housing, jobs and retail around those stations as we possibly can.

But does it matter which of these uses go near the stations? Is there good reason to prefer housing over jobs? Retail over hotels? And what about institutional uses like hospitals and schools?

The good news is that any of these land uses can work — and maximizing the density near rail stations can only increase the opportunities for people to live and work near transit throughout the region. But there are some strong arguments in favor of each of the different potential land uses.

**Housing:** Transit oriented development often refers to locating housing near station areas. The Association of Bay Area Governments (ABAG) has supported the goal of greater housing density near transit stations by working with cities to identify priority development areas<sup>2</sup>, places where growth will create the greatest benefit. Locating housing near transit has been shown to reduce driving (as measured through vehicle miles traveled, the number of miles that vehicles are driven in a certain area) and harmful greenhouse gas emissions.<sup>3</sup> The Congress for the New Urbanism and others have expanded on this principle by supporting the development of walkable neighborhoods, connected by pedestrian friendly streets, so that people can get where they need to go without a car.<sup>4</sup>

**Jobs:** New research shows that we can shift more people from driving to riding transit if we cluster jobs, rather than housing, right around transit stations.<sup>5</sup> This is because people generally have many options for getting from home to transit, whereas walking is typically the only option to get from transit to work.<sup>6</sup> One recent study has shown that “...the magnitude of the relationship between employment density and transit ridership is twice as large as that between residential density and transit ridership.”<sup>7</sup> However, often a large amount of office development is needed to create a “job center,” perhaps as much as several million square feet. Depending on land values and other factors, the market may not support the creation of a job center, and other uses would be needed to help ensure the success of the transit station.

**Retail:** Some countries cluster retail near their major rail stations. Orestad, Copenhagen, has almost 2 million square feet of retail next to Orestad Station, a major regional and metro train station, as well as 2.2 million square feet of commercial space.<sup>8</sup> Stratford Shopping Center in London has 1.5 million square feet of retail within walking distance of transit.

**Institutional:** There may be benefits to locating major institutional uses, such as universities or medical centers, near transit because of the large number of workers and visitors that may use the station on a daily basis.

We conclude that it is possible to have a successful rail station — and to make a contribution to a better regional framework for mobility — with any of these uses, or even a mixture of them. In an American planning context, it's often not possible to enforce a specific use in a specific location, as we depend on the private market to pay for station area development in accordance with perceived demand.

On smaller sites, it may be difficult to get critical mass of certain uses that require a larger floor plate, such as office or institutional uses. Retail and residential development are probably the easiest to locate within a predominantly residential surrounding district. But there are also strong arguments for trying to attract office jobs near regional transit, and it may be viable over time given how attractive (and rare) locations on BART lines will be.

<sup>1</sup> This number includes the Berryessa Extension BART stations and excludes Caltrain stations that are used only on weekends or for football games. <http://www.caltrain.com/stations.html>

<sup>2</sup> <http://www.bayareavision.org/initiatives/prioritydevelopmentareas.html>

<sup>3</sup> Haas, Peter et al, “The Potential for VMT related Greenhouse Gas Emissions Growth Reduction,” March 2010: <http://www.cnt.org/repository/TOD-Potential-GHG-Emissions-Growth.FINAL.pdf>, accessed May 14, 2014.

<sup>4</sup> <http://www.cnu.org/charter>

<sup>5</sup> Kolko, Jed, “Making the Most of Transit: Density, Employment Growth and Ridership Around New Stations” February 2011: [http://www.ppic.org/content/pubs/report/R\\_211JKR.pdf](http://www.ppic.org/content/pubs/report/R_211JKR.pdf)

<sup>5</sup> *Ibid*, page 22.

<sup>7</sup> *Ibid*, page 22.

<sup>8</sup> [http://en.m.wikipedia.org/wiki/%C3%98restad\\_Station](http://en.m.wikipedia.org/wiki/%C3%98restad_Station)

**Figure 1: The BART Extension to San Jose**



The Berryessa Extension, which connects East Bay BART service to the Berryessa area of San Jose, is currently under construction. Berryessa Station is slated to open in fall 2017.<sup>9</sup> A future extension will bring BART into downtown San Jose and will include a stop at Diridon Station.

<sup>9</sup> Fact Sheet, “Berryessa Extension, Berryessa Station” <http://www.vta.org/bart/berryessa> accessed on May 12th, 2014. VTA projects 24,000 daily riders for the entire Berryessa Extension on opening day: “VTA’s BART Silicon Valley Extension” Carolyn Gonot, SPUR San Jose Presentation, February 6<sup>th</sup> 2014 <http://www.vta.org/sfc/servlet.shepherd/document/download/069A0000001HIPFIA4>, Accessed on May 7<sup>th</sup>, 2014

## THE CURRENT PLAN

Now under construction, the Berryessa BART station is expected to open for passenger service by fall 2017.<sup>10</sup> By 2030, it is projected to serve roughly 25,000 daily passengers.<sup>11</sup> This will be the end-of-the-line stop until the next phase of the BART Silicon Valley Extension brings service to downtown San Jose and Diridon Station in 2025 (see Figure 1). Ridership on this Phase II extension is projected to be 61,000 daily passengers by 2035.<sup>12</sup> Because the extension project is dependent on funding, Berryessa Station may function as a terminal for more than the planned seven years before becoming one in a series of stations that serve San Jose.

The BART extension project is being developed and constructed by the Santa Clara Valley Transportation Authority (VTA). Once the construction project is complete, the BART extension will be operated by BART, and VTA will pay for BART service. VTA owns the site where Berryessa Station is being constructed.

The current plan for the Berryessa Station Campus calls for the creation of a BART station that is accessible from a public plaza on the eastern side of the site and accessible from the flea market on the northern and southern sides. A new road to the east of the station, Berryessa Station Way, will connect cars, transit, bicycles and pedestrians from Mabury Road and Berryessa Road to the site. This road includes a 10-foot-wide sidewalk and a 12-foot-wide bike path.

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<sup>10</sup> *Ibid*, page 5.

<sup>11</sup> “VTA’s BART Silicon Valley Extension” Carolyn Gonot, *SPUR San Jose Presentation, February 6<sup>th</sup> 2014* <http://www.vta.org/sfc/servlet.shepherd/document/download/069A0000001HIPFIA4>, Accessed on May 7<sup>th</sup>, 2014, page 4

<sup>12</sup> *Ibid*, page 4.

Figures 2 and 3: Berryessa Station Campus Plan



The Berryessa Station campus includes a new road, pedestrian and bicycle facilities, 1,150 new parking spaces in the parking garage and a new BART police station. Images courtesy VTA BART Silicon Valley.

Berryessa Station will function, at least in part, as a park-and-ride facility, though other stations in San Jose will also include parking.<sup>13</sup> The campus plan includes a parking structure and several surface lots. The VTA recently bid out a design-build contract for the parking garage, which is slated to include 1,150 spaces with the possibility of expanding the garage to 2,000 spaces at a future time.<sup>14</sup> The parking structure will be six stories tall (roughly 69 feet) and will include roof deck parking.

**Figure 4: Berryessa Station Parking Structure**



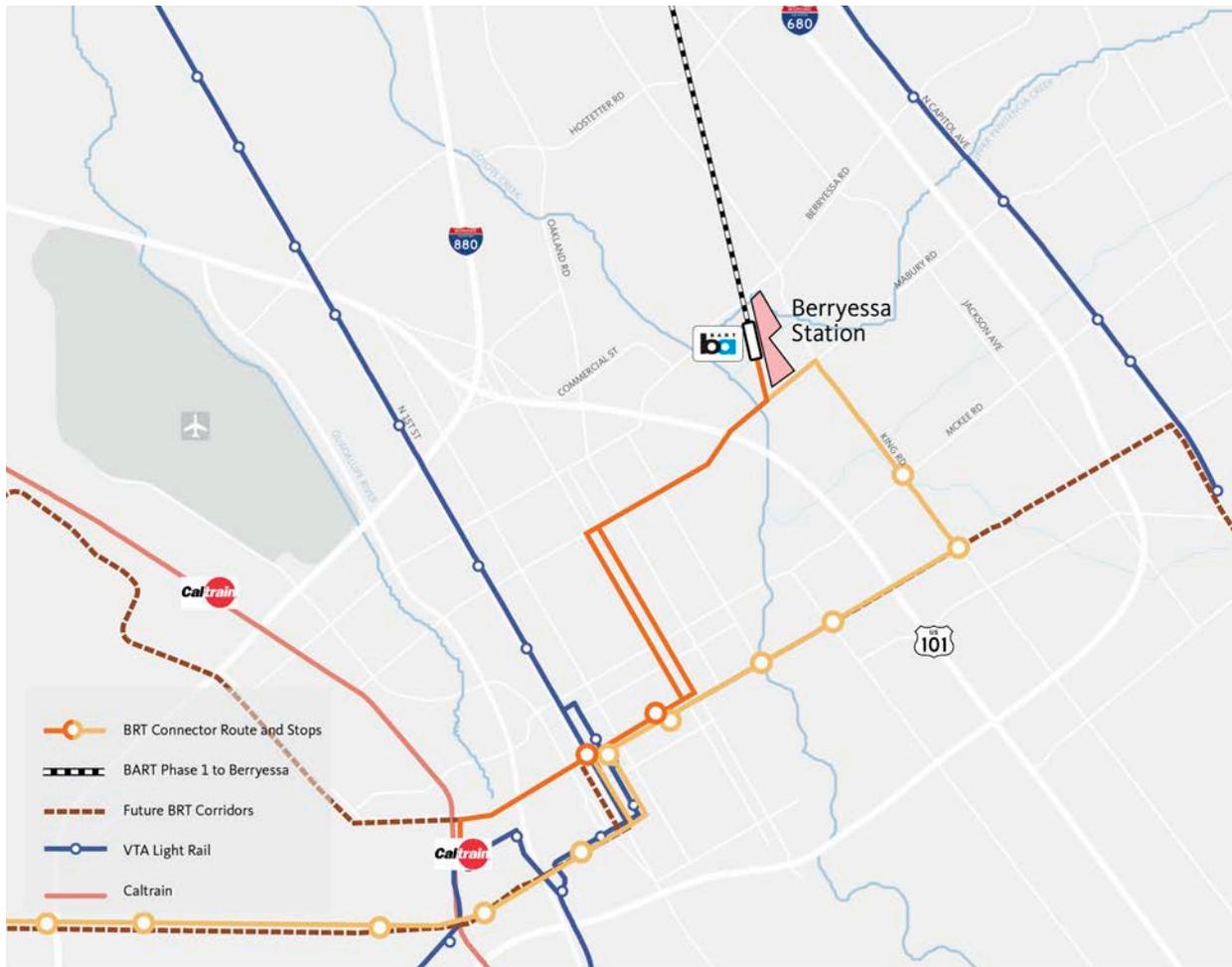
Some of the parking for the new station will be provided in a structured parking garage, while the remainder will be surface parking that could be converted to different uses in the future. Image courtesy VTA BART Silicon Valley.

The station area may be served by a future bus rapid transit (BRT) line and a limited-stop (i.e., express) bus line — both of which will connect the station to downtown San Jose while the BART Phase II extension is being built (see Figure 5). It should be noted that although this bus service is in the planning phase, VTA has not committed to providing this service. VTA also anticipates that many private shuttles will serve this station.

Additionally, bicycle facilities are being planned for the station area. Two trails are in the works: One runs along Coyote Creek and another along the south side of Upper Penitencia Creek, parallel to Berryessa Road. An existing trail along Upper Penitencia Creek runs in close proximity to the Berryessa Station Campus, and it currently stops at King Road. This trail is slated to connect with Berryessa Station as part of the project (see Figure 6).

<sup>13</sup> The “Station at a Glance” section of the VTA website for the Berryessa Station describes the “Multi-story parking garage next to station” and the “Freeway access from US 101/Oakland Road and I-680/ Berryessa Road” <http://www.vta.org/bart/berryessa> accessed May 12th, 2014.

<sup>14</sup> Board Memorandum from Carolyn Gonot “BART Silicon Valley Berryessa Extension Project (SVBX) Campus, Roadway and Parking Facilities, Design Build Contract C730 – Parking Structures at Milpitas and Berryessa Stations,” February 26<sup>th</sup>, 2014

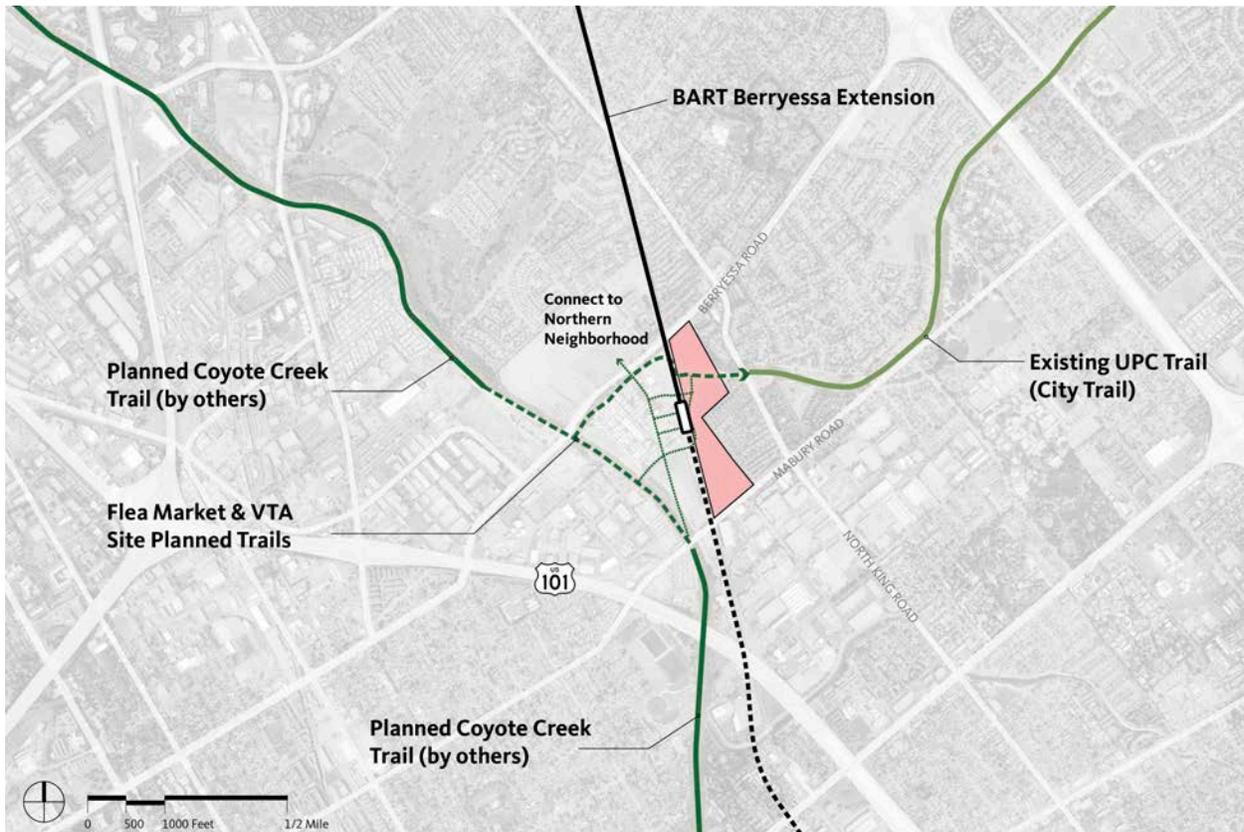
**Figure 5: Future Transit Connections to Berryessa Station**

While Phase II of the BART extension is being built, riders will need a way to get from Berryessa to downtown San Jose. Two transit projects being planned may provide a connection between the BART station and San Jose's downtown.<sup>15</sup> The yellow line shows the Stevens Creek BRT line re-routed to serve the Berryessa BART station. The orange line is a limited-stop line that functions as an express bus to downtown and San Jose State University. The BRT line would run every 10 minutes, and the limited line would run every 15 minutes during the day.<sup>16</sup> Since VTA projects that 60 percent of the ridership at Berryessa Station would come from bus trips,<sup>17</sup> these transit projects would presumably be essential to achieving ridership projections.

<sup>15</sup> "SPUR April 11, 2014 Draft Paper – VTA Response", May 6<sup>th</sup>, 2014. However, the "Station at a Glance" area of the VTA website describes a "VTA bus transit center with Express Bus service to Downtown San Jose," so it is unclear what the public should expect regarding bus service from the BART station to downtown San Jose while the BART extension is being constructed.

<sup>16</sup> Correspondence with Steven Boland, Senior Associate, Nelson\Nygaard, April 18<sup>th</sup>, 2014

<sup>17</sup> "VTA's BART Silicon Valley Extension" Carolyn Ganot, SPUR San Jose Presentation, February 6<sup>th</sup> 2014 <http://www.vta.org/sfc/servlet.shepherd/document/download/069A0000001HIPFIA4>, accessed May 12<sup>th</sup>, 2014. Page 16.

**Figure 6: Walking and Bicycling Connections to Berryessa Station**

Existing and planned trails in the area will help connect bicyclists to Berryessa Station. However, there are still steps that need to be taken to improve the network, including creating bike connections to the station across the Flea Market site. The bicycle path of travel from Upper Penitencia Creek Trail across Berryessa Station Way to the BART station should be clarified. In addition there are several locations where the bike path along Berryessa Station Way appears to flow directly into pedestrian crossings, creating confusing and potentially unsafe conditions.

Directly adjacent to Berryessa Station on its west side is the San Jose Flea Market, one of the largest markets in the country. It has been in the same location, and under the same ownership, for more than 50 years. The Bumb family owns and operates the market, as well as owning the 120-acre site.

In response to plans for the BART station, the Bumb family pursued a rezoning of the site that would allow them to replace the market with other uses. In 2007, the site was rezoned as A(PD) Planned Development Zoning District — flexible zoning that allows for mixed-use development in accordance with a master plan. The plan, entitled “A Mixed Use Transit Village on the San Jose Flea Market” (see figures 7 and 8), allows for the development of up to 2,818 residential units, 365,622 square feet of retail, commercial, office or industrial use and 36 acres of public park/open space on the 120-acre site.<sup>18</sup> Referring to the rezoning, San Jose’s general plan states that “the Flea Market has been identified as a key station location for the proposed extension of BART to Milpitas, San Jose and Santa Clara.” It further

<sup>18</sup> *The underlying zoning remains agricultural.*

states that the general plan, “recommends future rezoning of this area to facilitate further intensification.”<sup>19</sup>

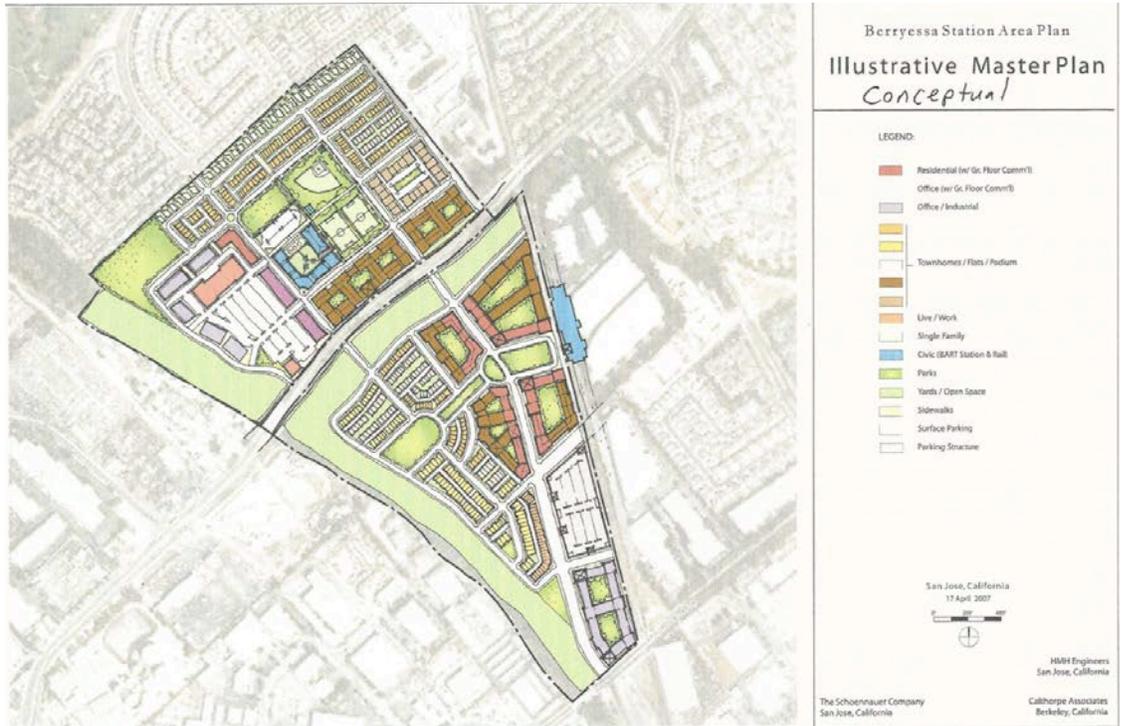
The northern portion of the flea market site (referred to as the “North Village”) is under construction, including the development of single family homes at the northern edge of the site. While the overall minimum residential density of the entire flea market site is zoned to be 55 dwelling units to the acre, the residential portion of the North Village currently under construction is of lower density.<sup>20</sup> The higher density portions of the site (i.e. those portions to the south of Berryessa Road slated to be constructed at densities higher than 50 dwelling units to the acre) are planned to be built later. This report looks more closely at the portion of the flea market site south of Berryessa Road as well as the VTA-owned parcels in the area.

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<sup>19</sup> “Envision San Jose 2040,” *San Jose General Plan, Chapter 1, page 59*

<sup>20</sup> *Block 1 and Block 2 of the North Village are being constructed at 13 dwelling units to the acre. Blocks 3 through 6 range in density from 24 dwelling units to the acre to 35 dwelling units to the acre. “The San Jose Flea Market Planned Development Permit. North Village Phase 1 Residential” – PD08-027. Page 3.*

Figures 7 and 8: Conceptual Plans for the Flea Market Site



The site of the San Jose Flea Market has been rezoned to allow for 2,818 residential units, 365,622 square feet of retail, commercial, office or industrial use and 36 acres of public park/open space. The residential portion of the site north of Berryessa Road is currently under construction. This conceptual plan, which forms the basis for the rezoning of the site, was done by Calthorpe and Associates.

**Figure 9: The San Jose Flea Market**

The San Jose Flea Market is one of the oldest and largest in the country, attracting more than 4 million visitors a year.<sup>21</sup> There are between 1,200 and 1,500 sellers on weekends and 300 sellers on weekdays. Produce Row is the heart of the market, providing fresh, affordable food for a neighborhood that does not otherwise have access to quality produce. Photo by Noah Christman.

The flea market site is not the only site in the area that could accommodate growth. A triangular site adjacent to the North Village (known as the Facchino Property) is also within walking distance to the BART station. Additionally, the VTA owns a parcel on the south side of Mabury. There is industrial land to the south and far west of the BART station that includes active heavy industrial uses, active light industrial uses and some areas that have been converted to low job-density uses such as self-storage, but city policy is not supportive of rezoning industrial land to other uses such as housing.

<sup>21</sup> <http://www.sjfm.com/aboutus/OurHistory.aspx>, accessed April 9<sup>th</sup>, 2014

**Figure 10: Land Uses Around Berryessa Station**



The existing land uses near the Berryessa BART station and the flea market site include industrial uses to the south and west and low-density residential to the east.

## CHALLENGES

There are numerous challenges to developing a land use plan appropriate to the area around the Berryessa BART station:

1. **The surrounding land uses are either industrial or low-density residential.** The current site of Berryessa Station is not an obvious place to put a new BART station.<sup>22</sup> While some of the industries in the area do employ a substantial number of people, overall the current land uses do not support high transit ridership. In addition, some of the industrial uses near the flea market site may have noise and other impacts on future development in this area. For example, noise from the Granite Rock Company led the developer to locate mixed-use commercial, rather than residential, development on the eastern side of the North Village.<sup>23</sup> Because industrial uses are an important part of San Jose’s economy, the city does not support rezoning industrial lands to more intensive uses that would bring more people to the area.
2. The low-density residential buildings in the area are not likely to provide a high number of transit riders, although the percentage of existing residents who would take BART could potentially increase if the pedestrian connections to the site are improved.<sup>24</sup>
3. **Market conditions in the area do not currently support high-density concrete or steel frame construction.** While the market currently supports low- and moderate-density wood-frame housing, such as that currently being built in the North Village area, there is not yet demand for the type of taller, denser concrete or steel frame housing that is called out in portions of the flea market rezoning south of Berryessa Road. This could change once the BART station is constructed, however.
4. **The flea market site has already been rezoned for housing and retail, and the lower-density portion of the plan is being built out.** The flea market site was rezoned in 2007. While additional permits are still required to start construction on the southern portion of the site, the city does not have the same type of leverage to change land use and density that it would if the rezoning process were just beginning. Additionally, the lower density portion of the site is being built out with single family and townhome development. The new residents of these homes may not be supportive of the higher density housing contemplated in the current zoning.
5. **The BART station is under construction, limiting opportunities to do more integrated planning.** The construction of the BART station is well under way. Because the BART station site has been elevated to meet 100-year flood requirements, there is now a 3- to 4-foot grade change between the station site and the flea market site, and several retaining walls have been constructed, making it difficult to walk or bike between the two sites (see Figure 11). In addition, the design-build contract for the garage is in the process of being awarded.

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<sup>22</sup> SPUR understands that many years of analysis led to the decision to build BART along the Union Pacific Railroad right of way and locate a station in the Berryessa neighborhood. Nevertheless, given the existing low-density land uses around the station and the city’s policy against converting industrial lands to non-industrial lands, SPUR believes that this is not an ideal location for a BART station from the perspective of integrating land use and transit.

<sup>23</sup> “Master Planned Development Permit for a Mixed-Use Transit Village on the San Jose Flea Market – North Village,” PD08-25, page 3 shows a 70dB Noise Contour on the eastern edge of the site.

<sup>24</sup> See recommendations 3, 4, 5 and 6 for more detail.

**Figure 11: Physical Separations Between Sites**



There is currently a 3- to 4-foot grade change between the site VTA owns and the flea market site, as well as several retaining walls. Developers of the flea market site intend to build a plaza on the flea market side of the station that will slope up to meet BART and create a continuous connection. Other connections between the VTA-owned site and the flea market site are yet to be determined. Photo by Leah Toeniskoetter.

**Figure 12: Industrial Uses in the Berryessa Area**



**Figure 13: Low-Density Uses on Mabury Road**



The area to the south of the BART station includes active industrial uses such as Therma, which produces plumbing and air conditioning systems for businesses in the region. They fabricate their ducts and pipes at their headquarters pictured in Figure 12. This area also includes less active uses such as a storage facility (Figure 13) located directly across Mabury Road from the flea market site. Photos by Sarah Karlinsky and Daleen Saah.

## RECOMMENDATIONS

SPUR believes that a key goal for the area around the Berryessa BART station should be to create a place that helps support transit ridership. This means intensifying uses in areas closest to the BART station and creating a strong urban design framework that attracts pedestrians. It also means making good use of the assets that the neighborhood already has. The flea market is one of the most exciting public gathering spaces in the city, and plans for this area should try to build on that energy by working with current vendors and other entrepreneurs who are ready to make the leap to more permanent space by leasing a low cost pop-up space. Below are SPUR's six recommendations for growing a transit-oriented neighborhood around the station:

### **Recommendation 1: Use development phasing as an opportunity to ensure the flea market site is built out at sufficient density given its proximity to transit.**

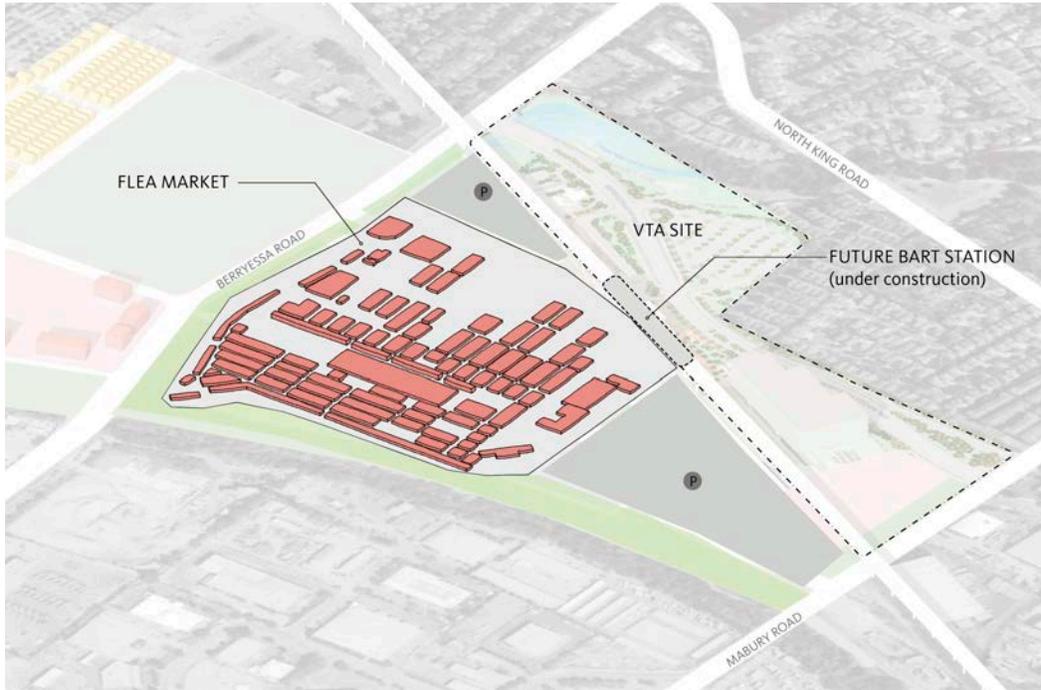
It is important to recognize that the value of the flea market site will change over time, particularly as the BART station becomes operational. We propose developing the flea market site in phases in order to capitalize on increasing value in the area over time, which can allow for development of greater intensity in the long term.<sup>25</sup>

We show one possible phasing plan in Figures 14 through 18. Development could be phased in over a 20- to 30-year period, allowing for the retention of the flea market during this time. Early phases of development should be centered around the BART station to ensure connectivity between BART and the flea market site.

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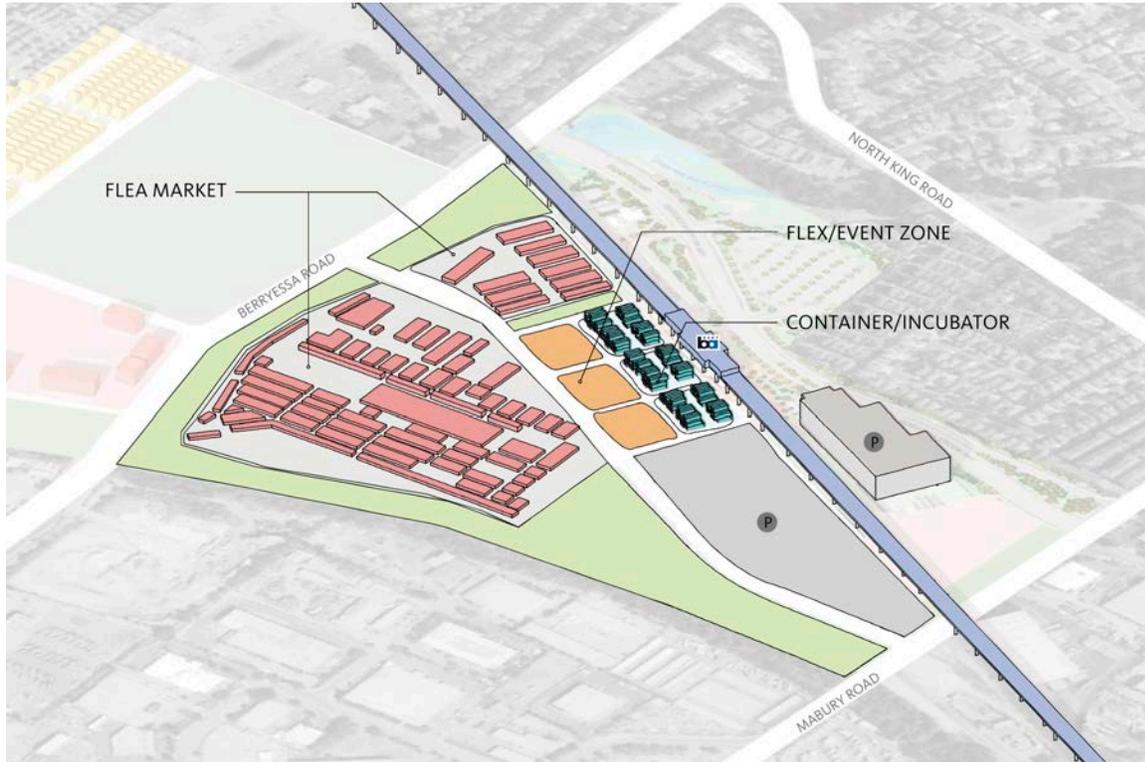
<sup>25</sup> While it is difficult to determine what constitutes "sufficient" density, San Jose's general plan, *Envision San Jose 2040*, calls for densities of 50 to 250 dwelling units to the acre in "Transit Residential" locations, which are defined as "new high-density, mixed-use residential development sites that are located in close proximity to transit, jobs, amenities and services" (Chapter 5, page 12). Densities for Urban Villages are defined as up to 250 dwelling units to the acre, with a minimum density of 55 dwelling units to the acre (Chapter 5, page 7). These densities seem appropriate for the flea market site.

**Figure 14: Existing Site**



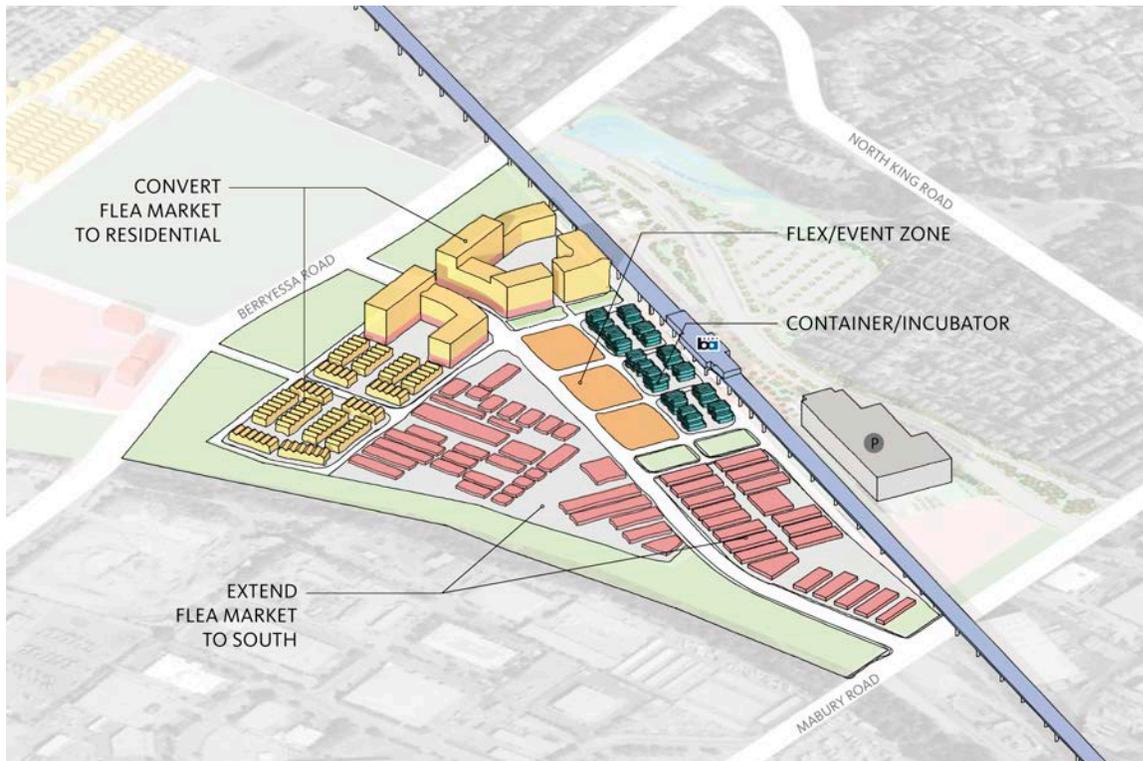
The flea market site currently includes stalls and structures that serve the flea market, as well as parking.

**Figure 15: Proposed Berryessa Station Area, Phase 1**



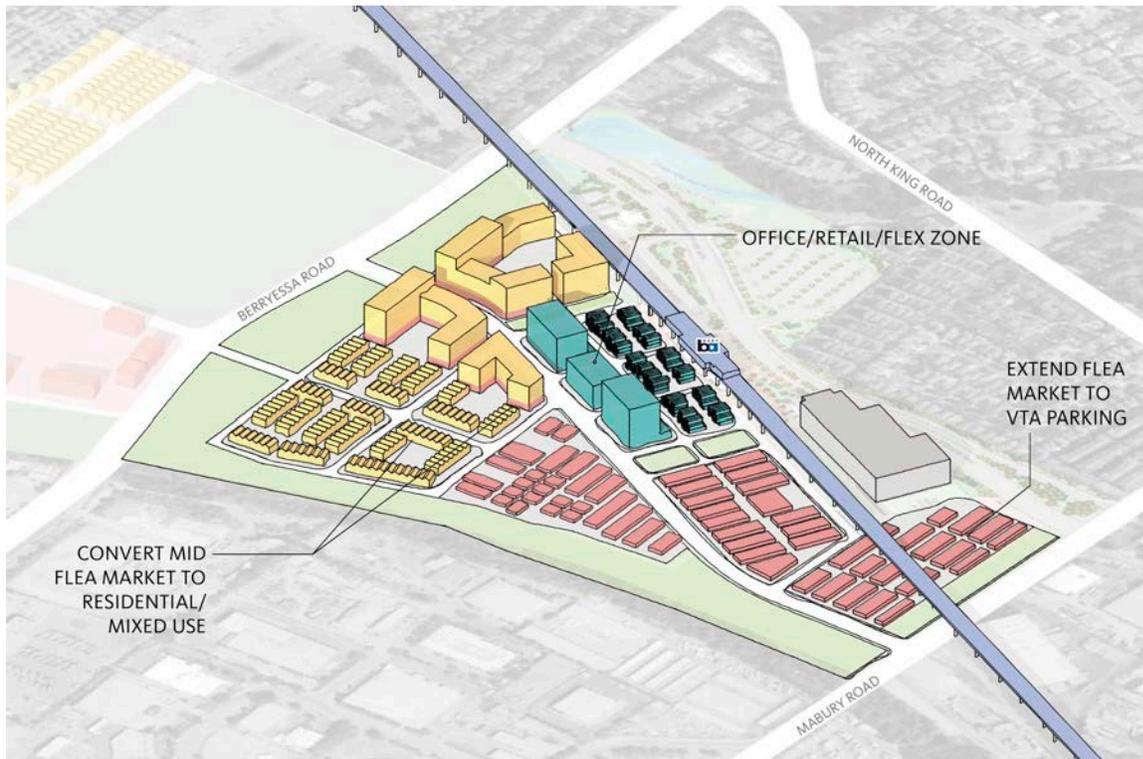
Under SPUR’s proposal, Phase 1 of development would include the creation of structures made from reused shipping containers that would house businesses ready to make the leap from temporary stalls at the San Jose Flea Market to a more permanent structure (see Recommendation 2 for more detail). The Flex/Event Zone could include space for music festivals, fairs or children’s activities on the weekend.

**Figure 16: Proposed Berryessa Station Area, Phase 2**



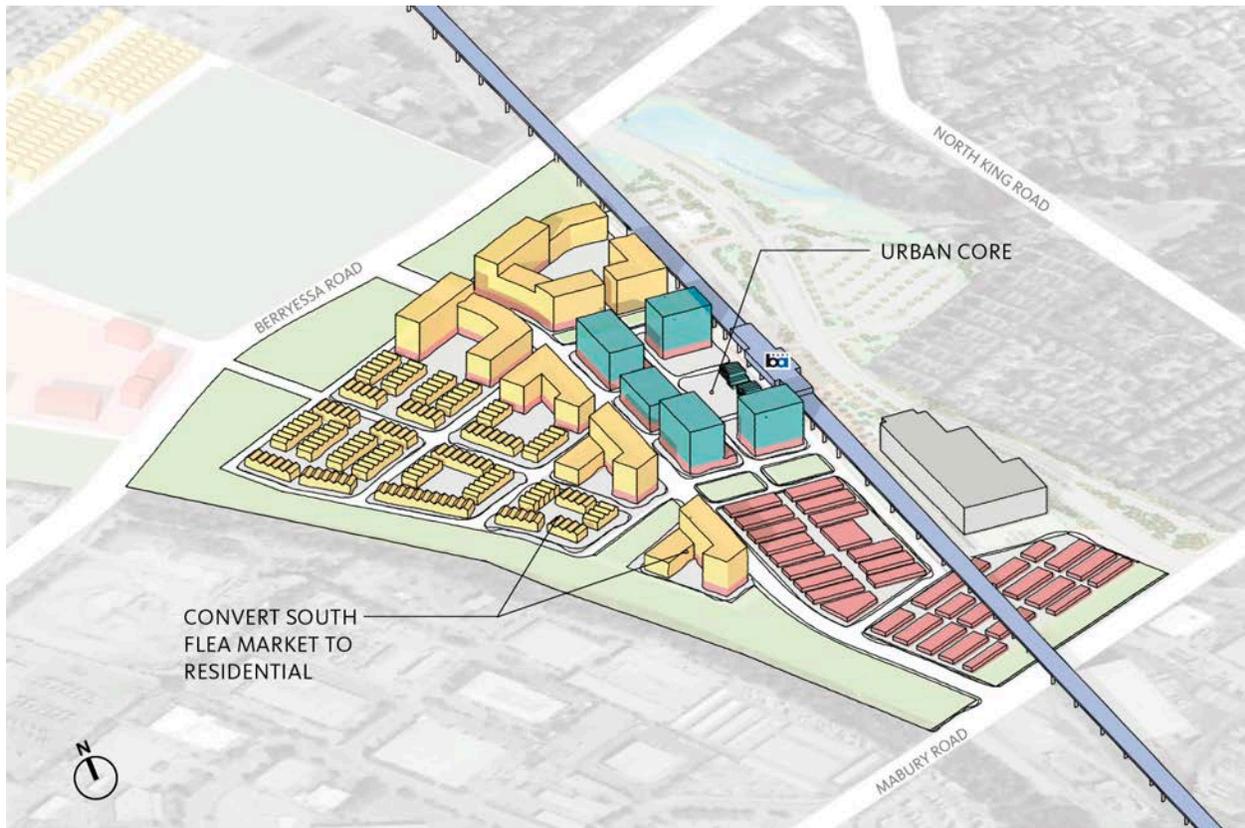
Phase 2 would include the build out of a portion of the residential development on the northeast side of the flea market site. The flea market and the container buildings would continue to operate.

**Figure 17: Proposed Berryessa Station Area, Phase 3**



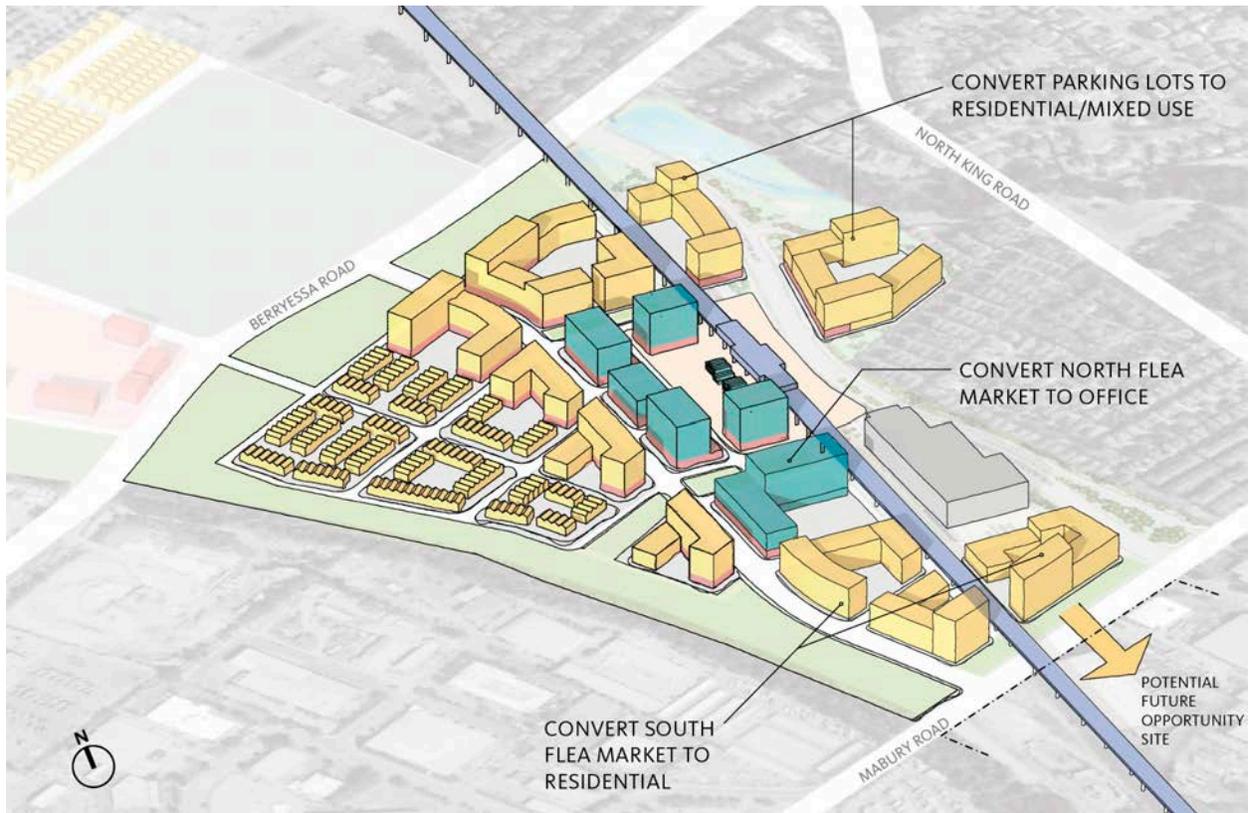
Phase 3 shows the addition of more housing. Some of the container buildings would convert to office or retail uses. The flea market would extend to the southern portion of the site owned by VTA.

**Figure 18: Proposed Berryessa Station Area, Phase 4**



Phase 4 shows full build-out. More of the container buildings have converted to permanent uses, such as offices with retail on the ground floor. More residential buildings have been added. An “urban core” area develops in close proximity to the BART station. The flea market continues to occupy the southern portion of the site. Since the flea market is most active on weekends, BART parking should be shared for flea market patrons.

**Figure 19: Project Alternative for the Berryessa Station Area**



If a new location is found for the flea market, the entirety of the site could be converted to other uses. Here we propose adding additional office or retail uses as well as additional housing. Eventually some of the less-active uses across Mabury Road (such as self-storage) could also be converted to other uses such as housing.

**Figure 20: Comparison: Proposed Plan and Calthorpe Plan**



**PROPOSED PLAN- KEEP FLEA MARKET**  
 Flea Market Site: 600 Housing Units  
 VTA Site: 210 Housing Units



**CALTHORPE PLAN**  
 Flea Market Site: 712 Housing Units

Our proposed plan shows slightly less housing on the flea market site at marginally higher densities than the Calthorpe plan. SPUR's plan clusters commercial and office uses near the BART station and retains the flea market.



## **Recommendation 2: Retain the flea market as a central attraction in the station area and as a natural catalyst to promote innovative development in the area.**

The San Jose Flea Market is a destination in its own right, with more than 4 million visitors annually. It is the largest flea market in the western United States and a major economic development and social amenity for the city. The future of the station area could be enhanced through maintaining and strengthening the flea market for the future.

The market supports between 1,200 and 1,500 vendors on weekends. It is a place where entrepreneurs, many of whom are immigrants and/or lower-income, start their own businesses selling food and wares. The sales that vendors make at the flea market are a major contributor to their household incomes. Selling at the market has also provided numerous vendors with experiences that they have used to move their businesses to brick and mortar locations. Examples include Calderon Tires and Ramos Furniture.<sup>26</sup>

In addition to the economic benefit to the families of the vendors, the market provides a unique shopping and social experience not found anywhere else in the region. It is authentic, varied and has historical value. The late Apple CEO Steve Jobs developed knowledge of electronic parts at the flea market, where he would bargain for used circuit boards with chip components.<sup>27</sup>

Our proposal calls for allowing the flea market to remain located in the station area over time as the area is built out. In the initial years, the flea market could remain on the southern portion of the site, and some vendors could focus on commuter services (coffee, snacks, dry cleaning, etc.) with their stalls located immediately near the station entrance.

In addition, there are ways to work with current vendors and other entrepreneurs who are ready to make the leap to more permanent space by leasing affordable pop-up space. Some models exist for using shipping containers to help build out retail spaces at relatively low cost (see Figure 22 and 23). It should be noted that the flea market is currently one of the only locations in San Jose to repurpose shipping containers for retail uses.<sup>28</sup> Additionally, the flea market, in collaboration with Moveable Feast, hosts a seasonal night market where food trucks and local businesses create a weekly festival for visitors.<sup>29</sup>

A new nonprofit entity, working with local partners, could be created to curate the space with an eye toward creating an exciting mixture of uses to attract new audiences. As the businesses become more permanent, there may be an opportunity over time to create a retail or office hub around a central square, adjacent to Berryessa Station, while moving the flea market to the southern end of both the current flea market site and the site that VTA owns.

Given that the flea market is most active on weekends, it would be ideal to find a way to share the parking facilities at the BART station. Doing so would make use of the parking garage during weekend hours and not require the construction of additional parking for the flea market. Hopefully some flea market patrons would choose to take BART as well.

<sup>26</sup> See: <http://www.calderontiresandwheels.com/> and <http://www.ramosfurniture.com/>

<sup>27</sup> "Isaacson, Walter, "Steve Jobs", Chapter 1 (need to confirm and check page number)

<sup>28</sup> Conversation with Erik Schoennauer, May 8, 2014.

<sup>29</sup> <http://nightmrkt.com/about/>

The flea market is an important asset to San Jose and the region. If it is infeasible to keep the market in its current location, the city should work with the market's owners to find an alternative suitable location.

**Figure 22: Boxpark, London**



Boxpark in Shoreditch, East London, is a pop-up retail development built from 60 old shipping containers. Photo by [Yukino Miyazawa](#).

**Figure 23: Downtown Container Park, Las Vegas**



Downtown Container Park, developed by Zappos CEO Tony Hsieh in Las Vegas, is an example of a shipping container project that has transformed the urban fabric. It includes 30 shipping containers and 41 metal cubes ringing a well-used open space. Photo by [Mark Pritchard](#).

**Figure 24: Future Urban Core at Berryessa**



The flea market site presents an opportunity to create a lively container park right next to a future urban core public space.

**Recommendation 3: Plan the Berryessa BART station and the flea market site as connected places.**

The success of Berryessa Station is connected to the success of the flea market site and vice versa. To the maximum extent possible, the station campus and the flea market site should feel like an integrated place, meaning that it is easy to get from one to the other on foot. Careful attention should be paid to pedestrian connections between the two sites. How will pedestrians coming from the flea market site access the BART station? How will they experience the entrance that is the “front” of the station from their perspective? During the time period when retaining walls continue to separate the two sites, the grade change between the two sites should be managed to allow pedestrian circulation.

**Figure 25: Site Circulation**



Careful attention should be paid to the pedestrian connections between the flea market site and the BART station. For this area to attract pedestrians and bicyclists, planning between sites must be integrated.

## Recommendation 4: Revise the Berryessa Station site plan to make it more pedestrian friendly.

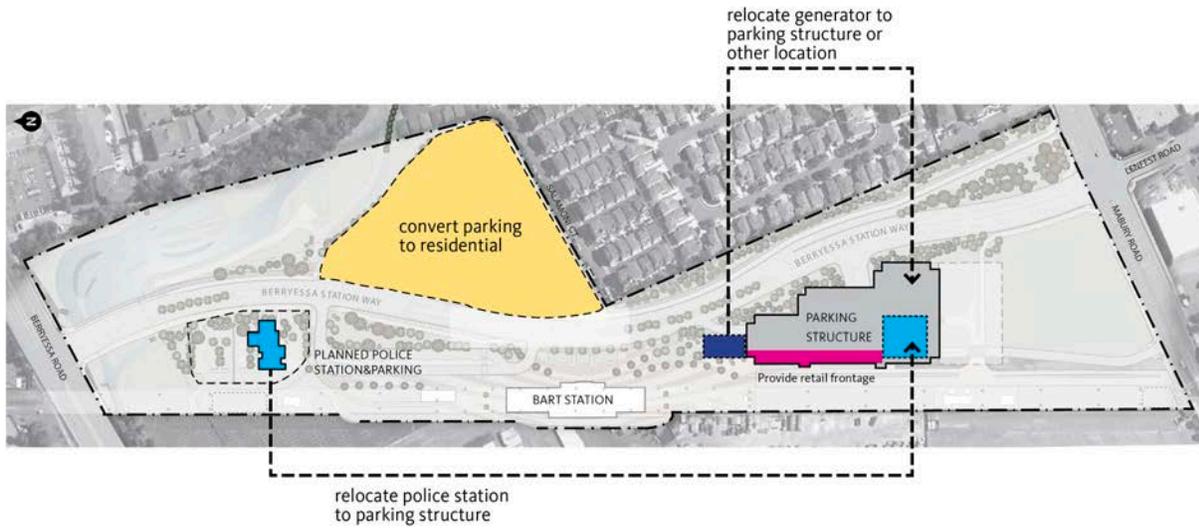
There are a number of changes that could be made to the Berryessa Station site plan to make it more friendly to pedestrians and more likely for it to function as an urban space. These include the following:

1. **Design the garage to support ground-floor retail and other active uses.** A positive pedestrian experience at the ground-floor level is one of the best ways to support walkability. Having active uses, such as ground-floor retail that serves commuters, on the ground floor of the garage would help to make Berryessa Station a more inviting place for people. Active uses should be thoughtfully placed to capture park-and-ride patrons as they walk between parking spaces and the station entrances. Uses like cafes, convenience retail, dry-cleaning, gyms and childcare services can support transit ridership overall. At a minimum, the design of the garage should not preclude the addition of retail on the ground floor in the future. Additionally, pedestrians should have priority at all entrances and exits.
2. **Incorporate the BART police station and separate parking into the garage.** Currently, plans for Berryessa Station include a stand-alone structure for the BART police station, as well as a separate surface parking lot to accommodate the police station. The BART police station, including its parking needs, should be incorporated into the garage structure, away from the active frontages described above, in order to consolidate BART-serving uses in one structure and retain space in the station area for future temporary or permanent retail uses and/or joint development opportunities.<sup>30</sup>
3. **Design the garage so that any future added parking could be built within the existing footprint of the garage and the garage can be used as efficiently as possible.** It would be preferable to be able to add any future additional parking by adding more floors to the garage as opposed to building on the current surface parking lots. Our hope is that these surface parking lots can be either used for temporary active uses (for example portions of the flea market could be moved to the surface parking lots on weekends) or for future development projects. In addition, the garage should be designed for good parking management: Every space should be able to be priced to respond to demand, and other ways should be found to increase use on the existing footprint, such as valet parking.
4. **Move the generator.** In current plans, the generator for the BART station is located adjacent to the plaza. It would be preferable to move the generator to an alternative location, perhaps within the garage itself. Placing a generator at the front door of the BART station interrupts pedestrian flow and underutilizes space that could be devoted to a more welcoming or active use. Facilities such as generators with blank walls (sometimes called “dead” uses) should be placed in areas of minimal significance to pedestrians.

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<sup>30</sup> We understand that VTA reviewed the possibility of integrating the BART police station into the parking garage and determined that this was not feasible because a. BART police prefer a stand-alone building for security reasons, b. integrating the police parking into the garage would displace patron parking and c. the BART police station is defined as an “essential building” and is required to meet enhanced seismic standards. “SPUR Paper – VTA response, May 6<sup>th</sup>, 2014.” Nevertheless, we think that a stand-alone police station surrounded by surface parking is not an appropriate use at a regional transit station and that if BART’s design standards require such a design, then those standards should be revised.

Figure 26: Proposed Revision to VTA Site Plan



The Berryessa Station Campus is now in its final design phase. However, a few key changes to the parking structure would improve the plan. Locating the police station within the new garage would free up space for retail or other uses at the northern end of the site. Finding a new location for the generator would make the plaza friendlier to pedestrians. Converting surface parking to housing or other active uses would make the station function better as an urban place.

**Figure 27: Station Improvements**



Adding retail to the ground floor of the parking garage would help create a more lively space that would attract pedestrians and help retain riders.

## **Recommendation 5: Use urban design as a tool to make both the VTA-owned site and the flea market site work as urban places.**

Urban design is a critical tool to make places work for people. As detailed in our report *Getting to Great Places*, urban design deals with the placement, orientation and form of buildings, as well as the human experience of places. All of the key components of designing for walkability<sup>31</sup> should be applied to both the VTA and flea market sites. These include:

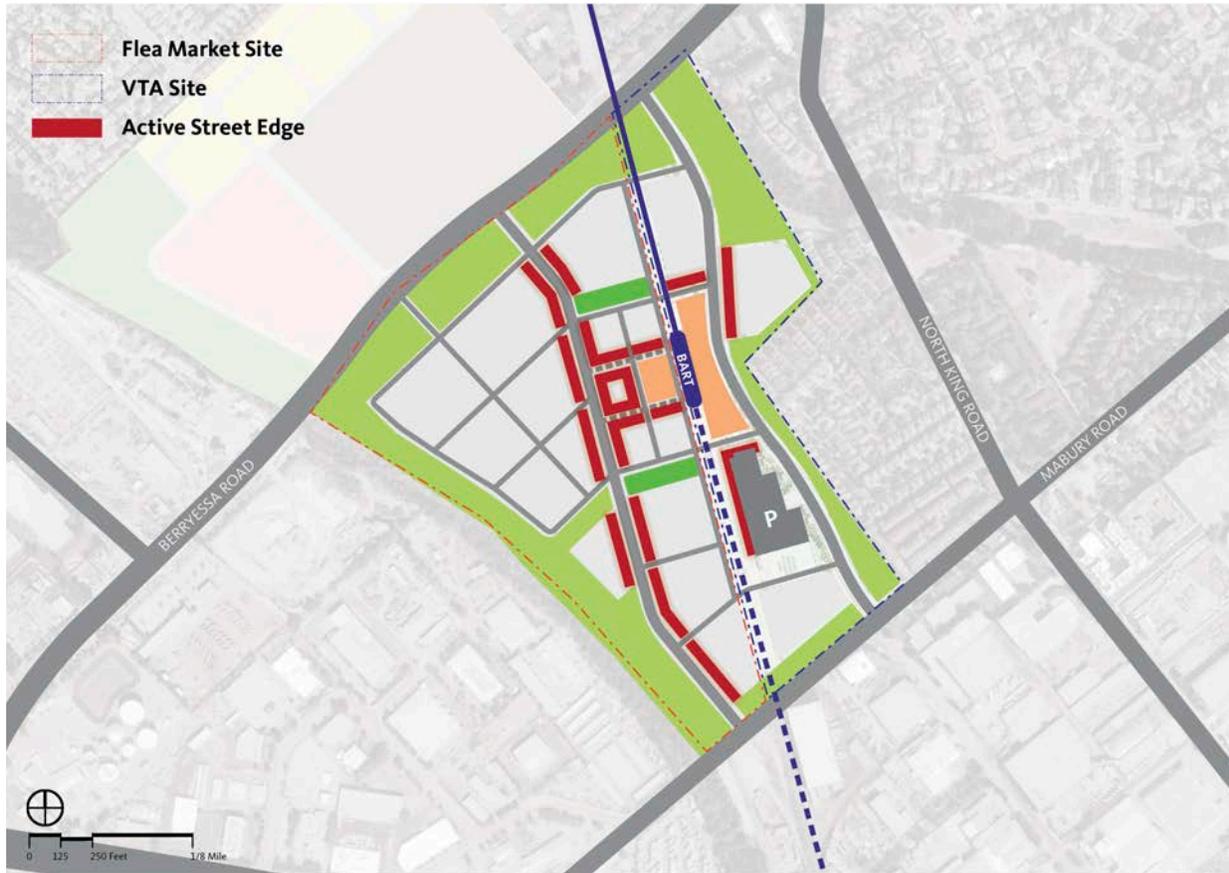
1. Creating fine-grained pedestrian circulation
2. Orienting buildings to streets and open space
3. Organizing uses to support public activity
4. Placing parking behind or below buildings
5. Addressing the human scale with building and landscape details
6. Providing clear, continuous pedestrian access
7. Building complete streets

Some urban design concepts for the area are presented in Figures 28 and 29.

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<sup>31</sup> “*Getting to Great Places*,” pages 13-26. Available at <http://www.spur.org/publications/spur-report/2013-12-12/getting-great-places>.

**Figure 28: Active Street Edges**



Retail or housing with entrances on the ground floor helps to create a friendly pedestrian environment. Development along key pedestrian streets (such as those shown here in red) should include this kind of active street edge.

## **Recommendation 6: Maximize opportunities to get to and from the BART station by sustainable transportation modes such as transit, walking and biking**

As mentioned above, connecting the flea market site and the rest of the area to the BART station will help boost ridership and increase the likelihood that the area won't be just a park-and-ride station for commuters coming from US 101 and I-680. Central to this is building out the bicycle network and thinking through how pedestrians will access the station from all directions. Good progress has been made on developing the trail connections to the BART station, but more work could be done to make sure those connections are safe, continuous and pleasant. For example, creating more opportunities for bicyclists to cross through the flea market site from Coyote Creek Trail to the BART station will create connectivity. There are also several locations within the Berryessa Station Campus where bike paths trickle off into pedestrian crossings, creating potentially dangerous situations.

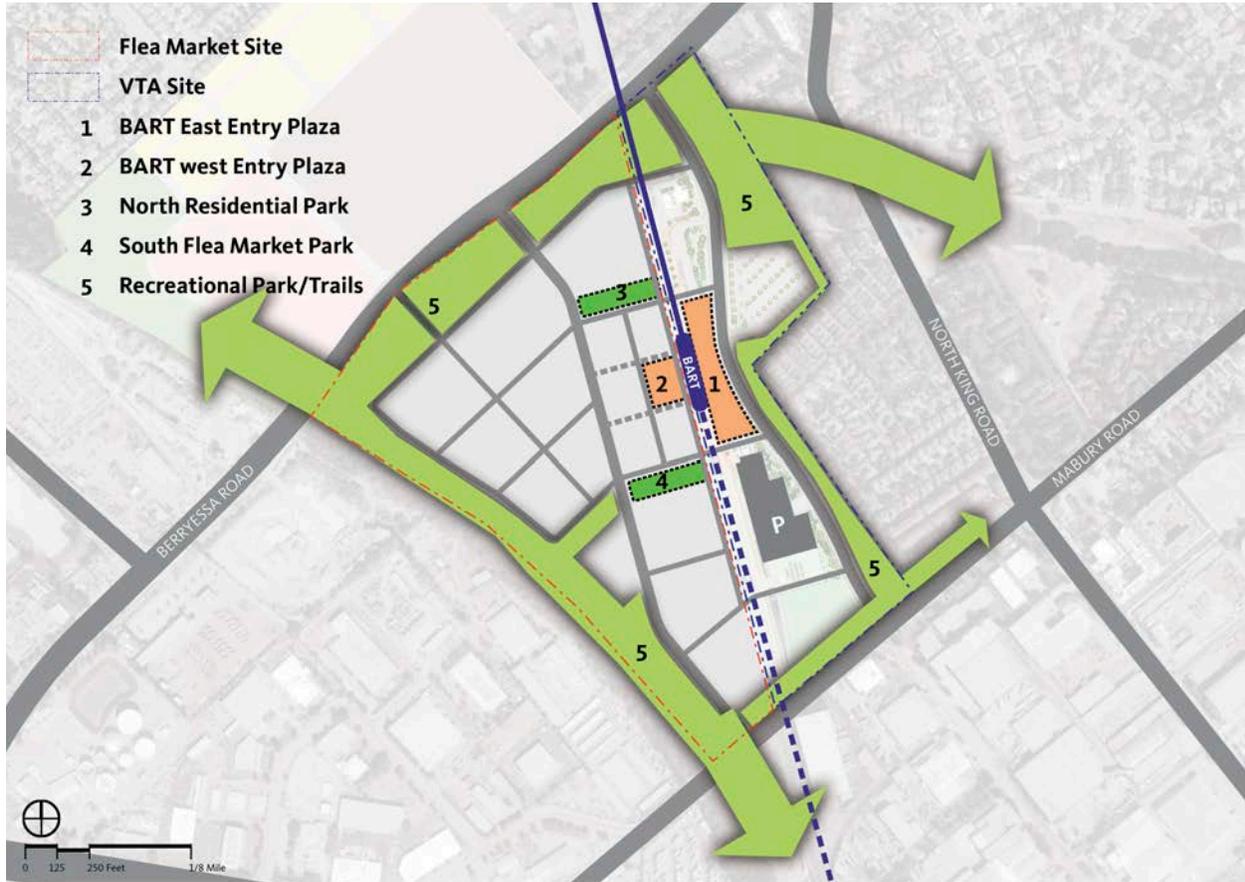
While we are sensitive to the fact that Berryessa Station Way is in its final design phase, there are some changes that could be made to help enhance the pedestrian experience. Berryessa Station Way is a wide, curvy four-lane road with turning lanes (including what appears to be a U-turn lane by the BART station). The street design as planned could encourage high automobile speeds and make it challenging for pedestrians to safely cross the road.<sup>32</sup>

Some additional pedestrian amenities that could be considered are: widened medians to reduce crossing distances, placing vegetation between the sidewalk and the street as opposed to between the sidewalk and parking facilities, and adding signalized pedestrian crossings where appropriate.

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<sup>32</sup> Some VTA renderings show signalized crosswalks ("Berryessa Station Campus Site Plan, November 2013") for pedestrians while others ("Berryessa Station," rendering from May 2011) show crosswalks without signals. There appear to be only two intersections with crosswalks (to connect the surface parking lot with the BART Station) and long stretches with no crosswalks enabling pedestrians to safely cross the road.

**Figure 29: Proposed Open Space Framework and Bicycle Network**



Open space is a key component of a great neighborhood. Existing and planned trails for the area help to create a strong network. We propose adding two small linear parks on the flea market site that connect to BART station entrances. A well-integrated bicycle network would allow people in the area to access Berryessa Station without needing to drive. We propose adding several key bike connections through the flea market site to the BART station, as well as along the major north/south roadway through the site.

## CONCLUSION

The Berryessa BART station presents a real opportunity for the city of San Jose to cultivate a great neighborhood. By integrating planning across sites, considering phasing development, building on the potential of the San Jose Flea Market and paying close attention to pedestrian circulation, the Berryessa area could become San Jose’s next great place.

