



Improving Access To, Through and From the Santana Row/Valley Fair Urban Village Area

SPUR WHITE PAPER

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THE OPPORTUNITY

San Jose is projected to grow more than any other city in the Bay Area in the next two decades. The 174-square-mile city developed in a sprawling pattern but has made a deliberate choice not to continue growing outward. New growth is planned inside the city's urban growth boundary, in places where there is already infrastructure to support it.

As San Jose undergoes the process of becoming more urban, one of the best strategies will be to add people and businesses to existing places. Two good candidates are Santana Row and Valley Fair, side-by-side retail, commercial office and residential destinations in west San Jose that today pull in millions of visitors from all over the region.

Due to their economic success, Santana Row and Valley Fair are both planning to expand. This provides an opportunity to identify what works about this area, build on it and give more people a taste of the many benefits of mixed-use, walkable places. But there are many challenges to making this happen. The area already experiences significant traffic, making it difficult for residents, visitors and employees to get from place to place.

Improving access — the ways people can get to, from and around Santana Row and Valley Fair — is key to the success of future growth in this area. Decades of urban growth in the region and around the world have shown that cities cannot build their way out of congestion problems by providing wider roads and more parking to accommodate automobiles. Instead, successful access focuses on helping people get to their destination by any travel mode.

On June 4, 2015, SPUR convened a workshop to brainstorm ideas and grow alignment on solutions that could help improve access and circulation in this area. The workshop focused on transportation demand management (TDM) — policies, programs and incentives that can help people utilize many different mobility options, including transit, bicycling, walking and on-demand vehicles. Participants outlined a number of goals and generated more than 20 ideas to improve access and circulation for residents, employees and visitors in the Santana Row/Valley Fair area.

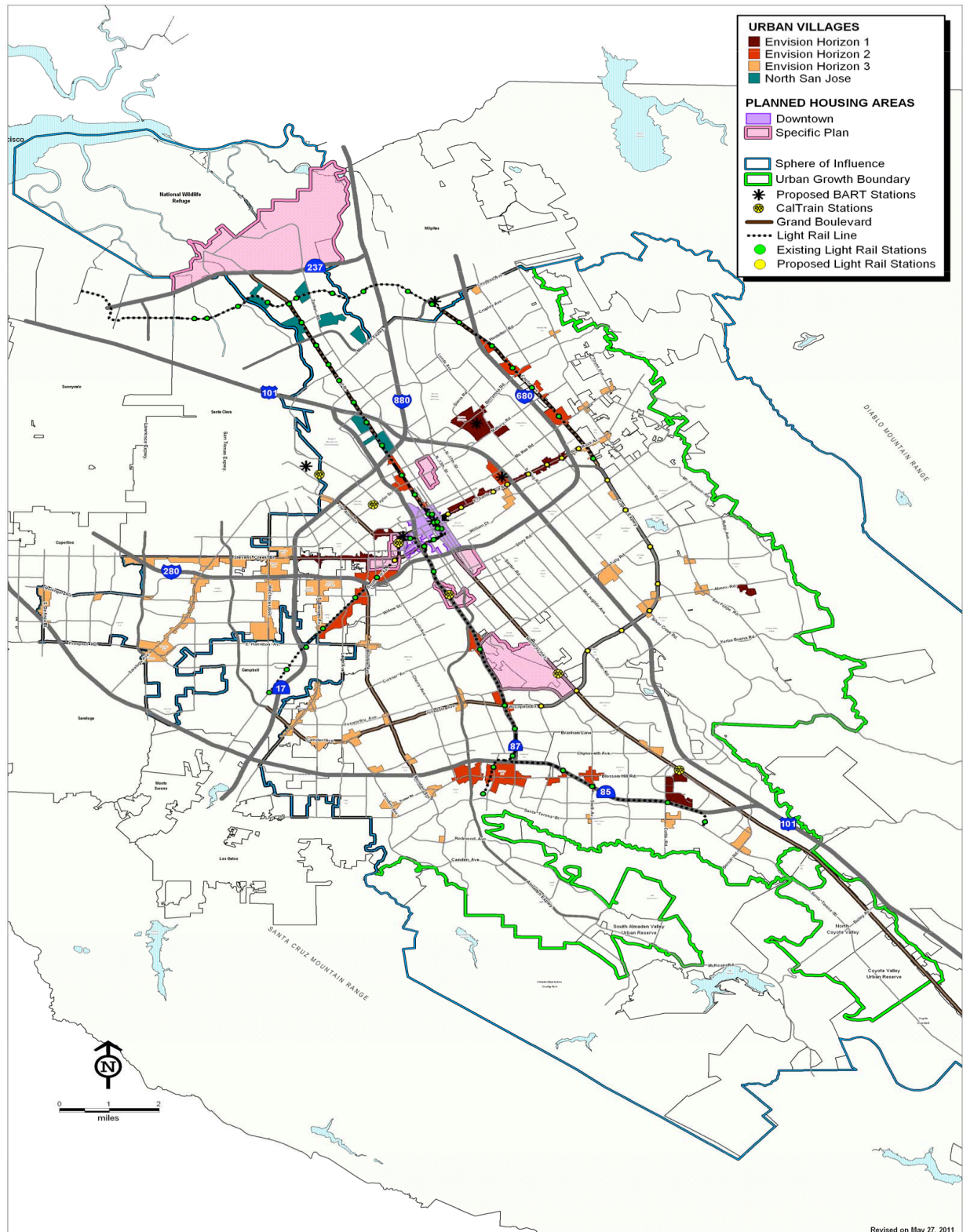
We expect that the findings from the workshop will be useful as Santana Row and Valley Fair expand and as the City of San Jose moves forward with a planning process for the Santana Row/Valley Fair Urban Village, the Winchester Boulevard Urban Village and the Stevens Creek Boulevard Urban Village.

Santana Row, Valley Fair and the General Plan

San Jose's general plan, *Envision 2040*, is the adopted policy for the city's growth and quality of life. *Envision 2040* plans for more than 400,000 new residents and 470,000 new jobs by 2040.

The general plan includes twelve major strategies that support the city's vision and goals. One of the strategies is to transition to a more urban form by directing growth into "Urban Villages," higher-density, mixed-use urban districts that promote transit use and walkable neighborhoods. The Santana Row/Valley Fair Urban Village is one of 70 such Urban Village areas in San Jose. Development is not allowed to occur in urban villages until an urban village plan is adopted — unless it is a catalyzing development known as a "Signature Project." The general plan estimates that the Santana Row/Valley Fair Urban Village area can accommodate 2,410 new jobs and 2,635 housing units. The Santana Row and Valley Fair expansion plans will contribute substantially to these targets.

Figure 1. San Jose's Urban Villages: Planned Housing Growth Areas



Source: City of San Jose

Santana Row

Federal Realty's Santana Row is a 40.6-acre mixed-use development at the corner of Winchester Boulevard and Stevens Creek Boulevard, a main east-west corridor in San Jose. It includes walkable streets, 840 housing units, 60,000 square feet of office space and active ground-floor uses such as restaurants and retail stores. It is a thriving hub of activity, with more than 15 million visitors each year.

Federal Realty plans to expand the existing Santana Row development south towards I-280 through the addition of 1.9 acres of property on lots 17 and 9, shown in Figure 2. The concept plan proposes to increase the office space entitlement by 510,000 square feet, bringing it to a total of 798,200 square feet. Additionally, Federal plans to add 55,641 square feet of retail and restaurant space and 47 residential units. With the expansion, Federal Realty will be entitled to develop up to 1,229 residential units. San Jose's Planning Commission approved the rezoning of the parcels for the Santana Row Expansion Project in September 2015.

Figure 2. Santana Row Expansion Plan



Source: SPUR

Santana West

In addition to expanding Santana Row, Federal Realty has entered into a long-term land lease of a 13-acre site to the west of Winchester Boulevard. The site is known as “Santana West” and currently is home to the former Century Theater complex, three vacant movie theatres surrounded by surface parking. One of these three structures has a historic designation and is to remain in place.

Federal Realty has submitted a conceptual plan for the redevelopment of the Santana West site. The proposal includes a 14-story commercial building on the northwest corner of Winchester Boulevard and Olsen Avenue, 45,000 square feet of retail space, and several mid-rise residential and mixed-use structures with 971 residential units. The proposal suggests a grocery store, 1.3 acres of new park and the preserved landmarked movie theater all be part of the retail addition. All parking would be provided below-grade and/or in podium structures wrapped by residential units. The Santana West site has been submitted to the City of San Jose as a Signature Project,¹ which would allow the project to move forward without the adoption of an Urban Village Plan.

Valley Fair

Westfield’s Valley Fair is a 1.5-million-square-foot shopping destination on the north side of Stevens Creek Boulevard, between North Monroe and Interstate 880 to the east, Forest Avenue to the north, and Winchester Boulevard to the west. The border between San Jose and Santa Clara splits the 73-acre site in two.

Valley Fair is one of the highest grossing malls in the United States, bringing in \$1,150 in sales per square foot.² It serves as both a local and regional shopping destination. On average, Valley Fair has 39,000 shoppers on a weekday and 51,000 on a weekend. The number of employees varies between 2,000 and 4,000. Most visitors and employees come by car, but Westfield estimates that about 5 to 10 percent of employees come by bus.³

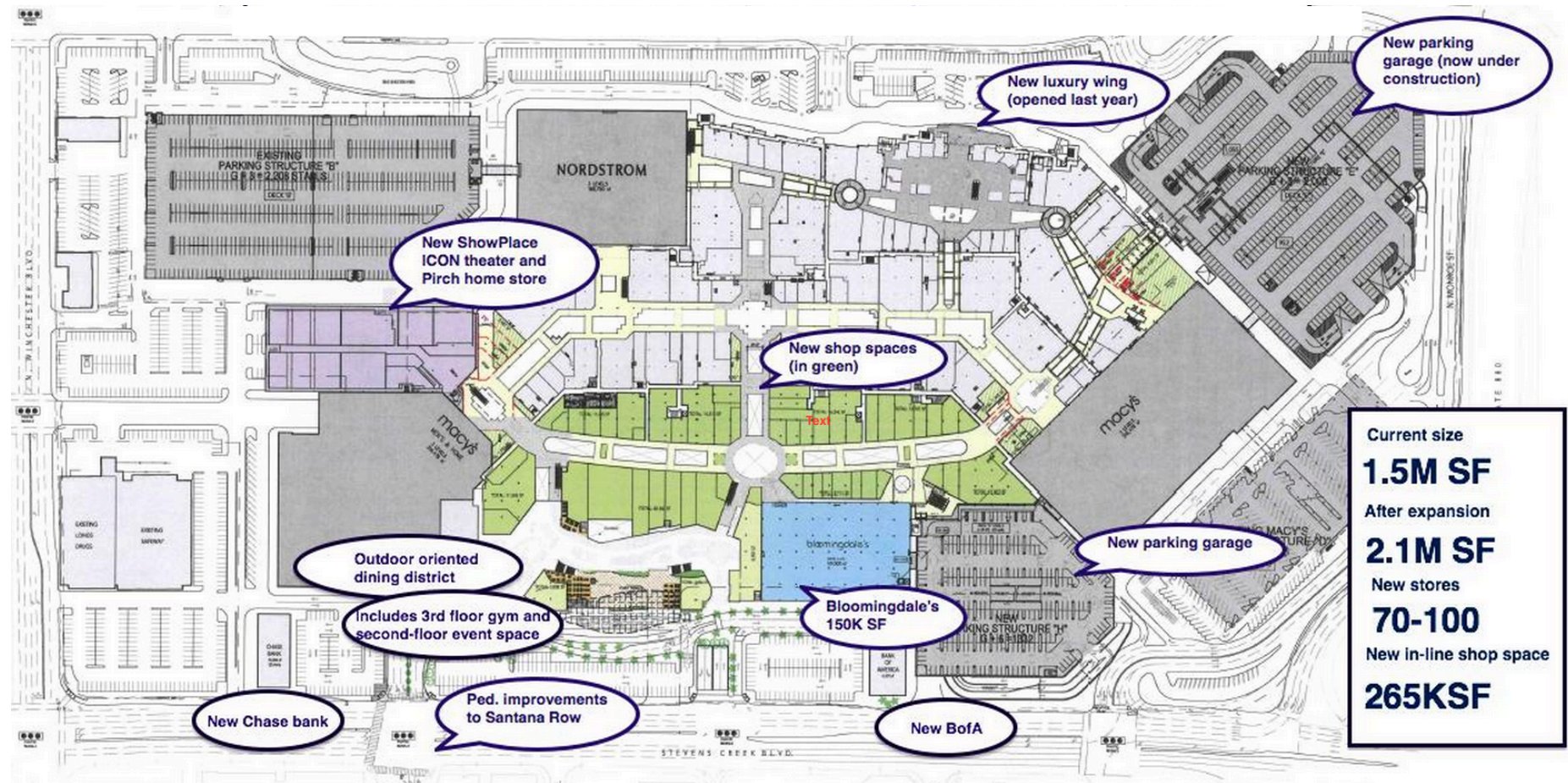
Westfield was entitled for its current expansion in 2006, but plans were suspended during the recession. Today, demand for commercial space is strong again and Westfield plans to move forward with its \$600 million expansion in 2016. It will include approximately 650,000 square feet of additional retail, fitness and dining options. Westfield is currently constructing a 1.4 million-square-foot smart parking garage along Monroe Street, adding over 2,500 additional parking spaces and bringing Valley Fair’s total to 9,670 parking spaces. It is scheduled to open in 2017.

¹ The General Plan 2040 specifies that, “Urban Villages should not proceed with residential development until an Urban Village Plan has been completed. Residential development that is purely ancillary to a primary employment use...may be considered in advance of an Urban Village Plan” (C.D.-7.2). Signature projects are intended to catalyze the development of complete Urban Village areas.

² Nate Donato-Weinstein. “Inside Westfield’s Big Plans for its \$600M Valley Fair expansion (renderings).” Silicon Valley Business Journal. <http://www.bizjournals.com/sanjose/news/2015/05/14/inside-westfields-big-plans-for-its-600m-valley.html>, May 14, 2015.

³ Personal Communication, Westfield, May 2015.

Figure 3: Westfield Valley Fair's Expansion Plans



Source: Westfield

KEY CHALLENGES

A number of factors contribute to the current constraints on access to, through and from Santana Row and Valley Fair:

Key roadways are congested.

Santana Row and Valley Fair are places that people want to be, but thanks to the area's auto-oriented transportation system, street pattern and land use, today there are few ways to get there without a car or without encountering congestion. Under the proposed plans, new development would only create more vehicle trips. Developing TDM strategies for Santana Row and Valley Fair can take some of the cars off of the road to improve access and circulation.

Santana Row and Valley Fair are located in the middle of two regional freeways: Interstates 280 and 880. I-280 is an eight-lane freeway to the south of Santana Row and Valley Fair that extends northwest to San Francisco and east to King Road in San Jose. It is accessible from an interchange at Winchester Boulevard. I-880 is a six-lane freeway to the east of the sites, which extends northwest to Oakland and south to where it transitions to State Route 17 towards Santa Cruz. The I-880 is accessed from an interchange at Stevens Creek Boulevard.

These freeways are often congested because they lead to major employment centers such as North San Jose, San Francisco and Oakland. At the same time, regional visitors use these freeways to get to Santana Row and Valley Fair. In response to frequent congestion, the Santa Clara Valley Transportation Authority (VTA) recently configured the 280/880 interchanges to improve traffic flow, safety and access to the Stevens Creek corridor. There are no plans to add more freeway capacity in the near term.

In addition, Santana Row and Valley Fair are surrounded by suburban, auto-oriented neighborhoods. Most people who live near Santana Row and Valley Fair today use a car to get to work. Figure 4 shows that more than 80 percent of people who live near Santana Row and Valley Fair drive alone to work, a higher proportion than Santa Clara county overall. Residents are concerned about the vehicle congestion in the area overall and especially on residential streets, which drivers use to cut through traffic on Stevens Creek Boulevard.

The congestion experienced today is expected to grow with the expansion of Santana Row, Santana West⁴ and Valley Fair. The traffic impact analysis completed in August 2015 for the Santana Row Expansion Project on Lots 11-17 (see Figure 2) is estimated to add 5,698 new trips daily. Of those, 661 trips will occur during the morning peak and 713 will occur during the evening peak.⁵ The traffic impact analysis completed for Valley Fair estimates that the expansion would generate an additional 20,631 weekday daily trips. Of those, 1,451 would occur during the evening peak.⁶

⁴ An Environmental Impact Report has not yet been completed for Santana West.

⁵ Second Amendment to the Draft Environmental Impact Report, Santana Row Planned Development Rezoning, August 2015, <http://www.sanjoseca.gov/DocumentCenter/View/45834>

⁶ Draft Environmental Impact Report, Valley Fair Shopping Center Expansion Project, <http://www.sanjoseca.gov/DocumentCenter/View/45185>

Figure 4. How Residents Near Santana Row and Valley Fair Get to Work

Travel Mode	Residents Around Valley Fair	Residents Around Santana Row	Santa Clara County
Total Population (Workers Age 16+)	497	1,063	844,255
Drove Alone	436 (87%)	890 (83%)	644,741 (76%)
Carpooled	21	95	88,539
Public Transportation	2	0	28,886
Walked	0	28	-
Bicycled	34	0	-
Other	0	11	-
Worked at Home	16	31	-

Source: U.S. Census Bureau, 2009-2013 5-Year American Community Survey

Transit is not usable for many trips.

Today, transit carries a small share of people and trips to and from this area, but it ought to shoulder an increased load to ensure that people have access to, through and from Santana Row and Valley Fair. VTA currently serves this area with three bus lines: Route 23, Limited 323 and Route 60. Route 23 is a local bus that runs along the Stevens Creek Boulevard-West San Carlos east-west corridor. The Limited 323 is a limited stop service that was launched to address overcrowding on Route 23. Together, the 323 and 23 generate VTA's second-highest ridership in the county. The highest passenger counts on these lines are between Valley Fair and downtown San Jose. Route 60 is a local bus that runs along the north-south corridor of Winchester Boulevard. Additionally, Route 25 serves a segment of Winchester Boulevard along the southern portion of the Santana Row/Valley Fair Urban Village area. A transit center just north of Valley Fair on Forest Avenue provides connections to Routes 23 and 60.

VTA plans to add a Rapid 523 service on Stevens Creek Boulevard, providing a connection to the BART Silicon Valley Extension at Berryessa Station. The Rapid 523 service will include transit signal priority (where traffic lights are either timed to align with bus speeds or can detect approaching buses and give them the green light), new branded buses, new shelters and street furniture, adequate stop lighting and improvements to pedestrian access to the stations. The Rapid 523 will replace the Limited 323 and will be in full operation in late 2017.

Figure 5. Current VTA Bus Service Near Santana Row and Valley Fair

Route	Description	Daily Headway (in minutes)	Nearest Bus Stop	Total Weekday Boardings	Total Weekend Boardings
23	De Anza College to Alum Rock Transit Center via Stevens Creek Blvd	10-15	Stevens Creek and Santana Row; Forest Ave.	9,170	9,905
60	Winchester Transit Center to Great America via Winchester Blvd	15-20	Winchester Boulevard near Olsen Dr; Forest Ave.	3,834	2,292
323	Downtown San Jose to De Anza College via Stevens Creek Blvd	15-30	Kiley Blvd at Bascom Ave.	2,390	532*

Source: VTA, September 2015

*No Sunday Service

Although there is some transit in the area, it is not very usable. For example, buses end up stuck in traffic, which causes delays and discourages people from riding transit, while also driving up operating costs for VTA. There are not many tools to help transit riders navigate the area, such as integrated journey planning mobile applications, signs and maps that tell people which direction to go, how long it might take, and the frequency of transit service. Shifting more trips to transit will require making more efficient use of existing transportation facilities and making it easy for people to in and out of Santana Row and Valley Fair on transit.

Urban design and street design do not support walking and biking.

Physical features at the ground level influence the quality of the walking environment. Key design elements, such as building heights, the height and depth of the ground floor, the transparency of the building frontage, block length and the location of parking are all elements that can be managed to create a more pleasant place for people to walk.⁷ For example, sidewalks that are defined by buildings that meet the street create a sense of enclosure and safety that encourages walking. Transparent materials, such as display windows and entryways, allow people to see the activities that are taking place around them and add visual interest. Good ground-floor design creates a virtuous cycle that encourages people to walk, bike and use transit.⁸

Currently, the pedestrian experience on one side of Stevens Creek Boulevard differs dramatically from the other. Santana Row is a mixed-use development with active ground floor uses, wide and shady sidewalks, buildings that meet the street and pleasant places for people to congregate. Operational and logistical functions, such as loading docks and parking structures, are hidden from view. This type of development encourages people to walk and spend time outside, in the public realm. Valley Fair is a more conventional suburban mall, with inward-facing, low-rise

⁷ Grant, Benjamin. 2014. Designing at Ground Level. <http://www.spur.org/publications/article/2014-06-03/designing-ground-level>

⁸ Urban design and street design will help make transit accessible and usable, but land use is also critical. Transit demand increases in places that have higher density, and places that are higher density are less expensive to serve. Single-use, low-density uses are not conducive to generating transit demand.

buildings surrounded by surface parking. Surface parking and low-rise buildings increase the distances between destinations, and blank walls, curb cuts and prominent loading docks can make those distances feel longer — all of which degrade the pedestrian environment.



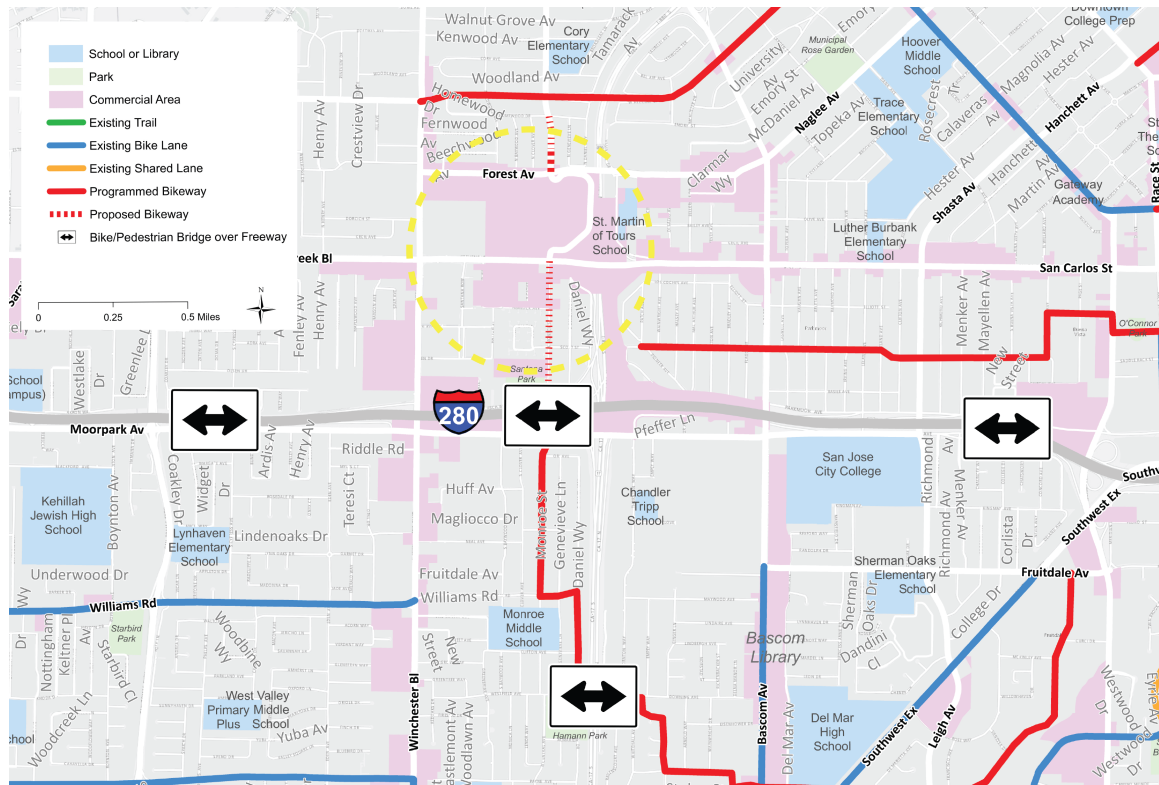
Auto-oriented ground-floor design is not oriented to the human scale. Planning policies that manage the use and design of the ground floor can support lively, walkable places.

Source: SPUR

If urban design is to support more bicycling and walking, it can't stop at the sidewalk. Street design is an important component of an integrated transportation system and in meeting the "last mile" needs of transit riders getting from the transit stop to their final destination. Bicyclists need safe, contiguous routes to get from place to place. Currently, there are no contiguous bikeways serving this area, though some are planned. However, some of the most direct routes to and from downtown San Jose are bisected by I-280.

Figure 6. Existing and Proposed Bikeways near Santana Row and Valley Fair

San Jose's Bike Plan proposes more than 40 miles of bike lanes and bikeways, starting by connecting central San Jose. As this map shows, existing bike lanes and programmed bikeways do not yet connect directly to Santana Row and Valley Fair, which is shown in the dashed yellow circle.

















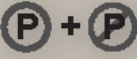



Source: San Jose Department of Transportation

TRANSPORTATION DEMAND MANAGEMENT IS PART OF THE SOLUTION

Traditional congestion management solutions will not help this area become more accessible. For example, expanding roadways might make it possible for cars to travel faster in the short term, but have been proven to induce demand for parking and driving — thereby creating more congestion in the long term. Outside-of-the box solutions that focus on promoting and expanding transportation options, such as Transportation Demand Management, will make it easier for people to get from place to place. Figure 7 describes a number of TDM strategies, denotes whether they are an incentive or a requirement, and indicates which parties are the primary implementers.

Figure 7. Transportation Demand Management Strategies

TDM strategies include policies, programs and incentives to improve access and mobility. These solutions differ from traditional congestion management strategies because they focus on minimizing the number of drive-alone trips to make it easier to get from place to place.

TDM Strategy	Strategy Overview	Strategy Type	Implemented By
Commuter Website/ Smartphone App 	Downloadable smart phone application providing ridesharing for carpools, bike route planning, and schedule/real-time arrival/trip planning service for private shuttles and public transit.		Property Manager
Circulator/Transit Shuttle 	Circulator shuttle(s) to nearby Caltrain stations and major destinations (McEnery Convention Center, DeAnza College, etc.).		Property Manager + Tenant
Pedestrian, Bicycle and Transit Site Improvements 	Design measures can be added to existing or new projects, such as: speed bumps and raised crosswalks, bicycle parking, DIY bike repair stands, carpool passenger loading zones, and signage to help pedestrians and bicyclists navigate the development.		Developer + Property Manager
Subsidized Transit Passes 	Employer- or property-owner subsidized transit passes provide a financial incentive for employees to use transit. Programs include: Commuter Check, GreenTrip, and VTA EcoPass.		Property Manager + Tenant
Carpool/Vanpool Matching 	Support vanpools and carpools by matching drivers and passengers and by providing or subsidizing vans.		Property Manager + Tenant
Pedestrian/Bicycle /Transit-Oriented Project Design 	Site and building design elements incorporated into the design of new projects, such as: enhanced sidewalks and crosswalks; complete bike lane networks; buildings set close to the street and oriented toward plazas, parks and sidewalks; secure parking and showers for bike commuters; car parking and loading docks located at the rear of buildings.		Developer + City
Commuter Incentives/ Outreach 	Incentives and outreach can encourage users to carpool, take transit, walk and bicycle. Examples include: contests and games; walking, bicycling and transit programs that provide support to commuters trying new modes; providing cash equivalent of parking space rental to alternative-mode commuters.		Property Manager + Tenant
Parking Management 	Parking management is one of the most effective ways to reduce single-occupant car trips. Key strategies include: priced parking with validation for visitors/shoppers, renting parking spaces separately from residential and office space, providing cash equivalent of parking space rental to alternative-mode commuters, and providing preferential parking for carpools and vanpools.		Property Manager + Tenant
Supportive Policies 	Policies can be developed by cities, counties and other public agencies that support efforts to manage transportation demand. Relevant policies include: VTA's updated TIA Guidelines (2014), CEQA reform initiated by SB 743, and policies that adjust congestion standards for specific areas, such as the LOS policy in downtown San Jose.		Developer + City

Source: Fehr & Peers, 2015

WORKSHOP PROCESS AND PARTICIPATION

The workshop, a half-day event held on Thursday, June 4, at SPUR's office in San Jose, was organized by SPUR with input from staff at the City of San Jose and with technical assistance from the consulting firm Fehr & Peers. The objective of the workshop was to:

Generate ideas and build alignment around the policies, incentives and programs that could improve access to the Santana Row/ Valley Fair Urban Village area.

The workshop was attended by more than 30 participants. A list of workshop attendees is listed in the appendix.

Workshop participants first heard background information to inform their discussions, which was followed by small group discussion. The presentations focused on high-level challenges and opportunities, the developments as they are today and the developments that have been proposed, and an introduction to transportation demand management. The key questions posed to participants for small group discussion were:

- How can it be made easy and convenient for people to get in, out and around this area without having to drive alone, or without having to drive at all?
- Which strategies will be most impactful, and for whom?
- What needs to happen to successfully implement these strategies?
- What other types of information are needed to implement a successful TDM program?

WORKSHOP FINDINGS

Based on the ideas generated at the workshop, SPUR believes that the Santana Row/Valley Fair Urban Village can and should be a place that more people can get to and around without a private vehicle. Below are four ideas for making this area more accessible, connected and complete. Within each idea, we include a number of strategies for getting there, organized from short-term to long-term implementation. A plan of action, synthesizing these ideas and strategies, can be found in Appendix A.

Idea 1: Address area-wide challenges in a holistic way.

Santana Row and Valley Fair are major regional and local destinations that contribute to the congestion already experienced on major highways such as I-880, I-280, the San Thomas Expressway, Stevens Creek Boulevard and Winchester Boulevard. Traffic spills over onto neighborhood streets: Drivers trying to bypass the congested areas often use Williams Street, Moorpark Avenue, Payne Avenue, Tisch Way and Monroe Street. A fragmented approach to development and traffic mitigation will compound these challenges.

1.1 Establish a transportation management association. There is a strong interest in creating a transportation management association (TMA) for the Santana Row/Valley Fair area. (See sidebar below for more on TMAs.) The TMA would be responsible for setting mobility and accessibility targets and operating services to reach those goals. These services could include the policies, programs and incentives that are outlined in this white paper. Valley Fair and Westfield are already taking some steps individually that, if coordinated under a TMA's comprehensive strategy, could help improve access to, through and from the area. For instance, in September 2015, Federal Realty agreed to provide shuttle service to and from Diridon Station for a new office tenant.⁹ If established, a TMA should include representation from neighborhood groups and employers to help strengthen communications between Valley Fair, Santana Row and the nearby communities. *Responsible parties: Federal Realty and Westfield*

1.2 Use pricing to manage parking. Free parking encourages people to drive alone.¹⁰ Since Santana Row and Valley Fair are auto-centric developments that attract both local and regional visitors, pricing parking may encourage people to carpool, use on-demand transportation services or use other modes of travel. Other retail hubs that charge for parking include Emeryville Bay Street, Downtown Pasadena, Downtown Santa Monica and the Beverly Hills Business Triangle. *Responsible parties: Federal Realty, Westfield*

⁹ Mayor Sam Liccardo and Councilmembers Oliverio, Jones, Rocha and Khamis. Memo: Santana Row Reozoning. September 18, 2015.

http://sanjose.granicus.com/MapView.php?view_id=&event_id=1465&meta_id=534900

¹⁰ Weinberger, Rachel, John Kaehny and Mathew Rufo. 2014. U.S. Parking Policies: An Overview of Management Strategies. Institute for Transportation and Development Policy. pp. 18-19. https://www.itdp.org/wp-content/uploads/2014/07/ITDP_US_Parking_Report.pdf

Transportation Management Associations

Transportation management associations (TMAs) are nonprofit, member-controlled entities that provide transportation services on a district level. They coordinate pricing, programs and incentives to reduce the number of drive alone trips. Unlike paying into a citywide fee for traffic management, an advantage of a TMA is that the member agencies are the direct beneficiaries of the programs and investments.

There are over a dozen TMAs in the Bay Area, including in Mountain View, downtown Palo Alto and San Francisco. One of the country's most well-known examples of comprehensive transportation demand management programs is Stanford University's TMA. It provides incentive programs such as free or reduced-price tickets for public transit; \$300 rebates for walking, cycling, taking the train or carpooling; Zipcar driving credits and emergency ride-home services. Some of Stanford's educational tools and programs include commute-planning tools, bike maps and bike safety lessons. Its parking management programs prohibit freshmen from keeping cars on campus and charge for parking, while providing lower prices for carpool and vanpool parking.¹¹

Idea 2. Maximize the use of existing and planned transit.

Access and circulation to and from Santana Row and Valley Fair could be improved if more people could ride transit. Since no major new transit is planned for this area, it is important to make the transit that is there into a viable, attractive option. We are sensitive to the fact that most residents in the nearby neighborhoods will still need to drive for everyday activities such as commuting and taking kids to and from school. However, better transit could be a viable alternative to driving alone for shoppers and diners who come from downtown and nearby employment centers, and for the 11,000 employees who work at Santana Row and Valley Fair.

2.1 Research how well existing transit service meets the needs of residents, employees and visitors with travel behavior and market research. Research is needed to understand how well existing transit service meets the needs of current and potential users. Does it get people where they need to go? Does it require multiple transfers? Commuter surveys and market research can determine popular origins and destinations, which can be used to determine how to make the bus network more efficient. Additional research can also help determine which programs, incentives and policies will be effective at increasing ridership. *Responsible party: VTA*

¹¹ https://transportation.stanford.edu/alt_transportation/Programs.shtml

Using Travel Behavior Research to Determine Which TDM Strategies Will Work

In the summer of 2015, Federal Realty took an important first step by surveying a sample of retail, restaurant and salon employees to understand their transportation needs. 714 employees representing 57 tenants of Santana Row responded. More than 30 percent of the respondents traveled to their jobs from San Jose and Campbell. 87 percent of the respondents traveled to their jobs by car, while only 3 percent traveled by bus and about 4 percent by walking and cycling. While 66 percent of employees traveled 10 to 30 minutes to get to work, 10 percent traveled less than 10 minutes. Almost half of all respondents said that they would use public transit if it were readily available.

This information can help Federal Realty determine which strategies might be most effective for these employees. The survey indicated that 53 of the employees live in the same zip code as Santana Row. These are employees who, with safe bike lanes, lockers and incentives, may choose to ride a bike. Since so many expressed a willingness to use public transit, and so many live in central San Jose, eco-passes could encourage many to use buses or light rail. A central San Jose circulator shuttle could provide transportation for many employees, as well as shoppers.

2.2 Provide free, same-day parcel delivery service to shoppers who ride transit, bike or walk to Santana Row or Valley Fair. Shoppers may hesitate to walk, cycle or ride a bus with lots of heavy packages. Free, well-advertised same-day parcel delivery for shoppers could help overcome this obstacle, just as delivery services have made it easier to shop for groceries without a car. *Responsible parties: Federal Realty, Westfield*

2.3 Provide commuter incentives to retail and office employees. Even if there is transit, biking and pedestrian infrastructure in place, getting people to change their behavior is difficult. Federal Realty and Westfield could work with retailers to offer transit benefits, such as subsidized transit passes, through tenant leases. VTA offers an Eco-Pass, a deeply discounted transit pass purchased by employers and developers to give to their employees and occupants. With more than 11,000 employees at Santana Row and Valley Fair today, these incentives could help shift a significant number of people away from single-occupancy car trips and onto other travel modes. *Responsible parties: Federal Realty, Westfield, VTA*

2.4 Study options to relocate the Forest Avenue transit stop to a more central location. Today, the closest major bus stop is located on Forest Avenue, behind Valley Fair, where it is orphaned from the rest of the development. We recommended moving the transit stop to Stevens Creek Boulevard so that it is more accessible to potential riders. VTA should study the impact of moving the transit stop on ridership and travel times. *Responsible party: VTA*

2.5 Study an extension of Rapid 523 service to Diridon Station. The route proposed for the Rapid 523 (discussed earlier) does not include a stop at Diridon Station, but a half-mile away at Bird Avenue and San Carlos Street. Extending the planned Rapid 523 service to Diridon, at least during certain times of the day, could help make the most of existing

transit and increase the connectivity between downtown and the Santana Row/Valley Fair Urban Village area. **Responsible party:** *VTa*

2.6 Get buses out of traffic. The charrette groups agreed that it would not be possible to get more people to take transit to the Santana Row/Valley Fair Urban Village area without providing faster, more convenient bus service. One way to make buses more usable would be to create a dedicated, center-running lane for transit on Stevens Creek Boulevard to keep buses from getting stuck in traffic. The dedicated lane should run throughout the VTA service territory, but particularly between key origins and destinations: from downtown San Jose to Santana Row and Valley Fair, and from there to De Anza College and the Apple campus in Cupertino. The lane could be open to public transit operators like VTA as well as to circulator shuttles, employer-operated shuttles and emergency vehicles. **Responsible parties:** *VTA, City of San Jose, City of Santa Clara*

Idea 3. Use pedestrian-oriented design to help Santana Row and Valley Fair function like one permeable, walkable place.

Walkability is excellent shorthand for good urban design. If a place is designed for people — if it is welcoming, safe and comfortable — they will walk. If a place is designed for cars, people will choose to drive if they can. There are a number of changes that can deliver a more positive pedestrian experience at Santana Row/Valley Fair, helping to knit together the area's public and private spaces to create a more cohesive sense of place.

3.1 Add a second crosswalk across Stevens Creek Boulevard at Santana Row. The intersection of Santana Row and Stevens Creek Boulevard is heavily used by pedestrians. However, there is only one crosswalk. Additional crossings can help alleviate pedestrian queues at sidewalks and bulb-outs and make for a safer crossing environment. **Responsible parties:** *San Jose Department of Transportation, San Jose Department of Public Works*

3.2 Ensure that design of the Valley Fair expansion is more pedestrian-friendly. High quality, multi-modal urban design is critical for a more pedestrian-oriented environment. To bring better urban design, Valley Fair should build future stores along Winchester Boulevard and Stevens Creek Boulevard, use more transparent and active retail frontages, separate loading docks from pedestrian pathways, match up curb cuts to crosswalks, and provide design cues and appropriate signs to help people find their way around. **Responsible parties:** *Westfield; San Jose Department of Planning, Building and Code Enforcement; Santa Clara Planning Department*

3.3 Require active ground floors on Stevens Creek Boulevard and Winchester Boulevard. Building better places at the human scale can make walking, cycling and riding transit more appealing. Active, right-sized streetfront ground-floor spaces promote activities for people and make streets feel safe and interesting. Ground-floor retail in a mixed-use building may be the first image that comes to mind, but it is far from the only solution to pedestrian-oriented ground floors. Open lobbies, community spaces, workshops and residential stoops can all work. The city should establish minimum standards for the treatment of ground-floor spaces to support maximum active uses: generous height and depth of retail spaces, strong orientation to the street, minimum blank walls and dead spaces, frequent entrances and openings, and responsiveness to

market conditions. **Responsible parties:** *San Jose Department of Planning, Building and Code Enforcement; Santa Clara Planning Department*

Idea 4: Make it appealing to ride a bike to and from Santana Row and Valley Fair.

Today, there is very little infrastructure in place to support bicycling to, from or around Santana Row and Valley Fair. However, they are within biking distance to a number of other origins and destinations, such as the future Apple campus, downtown San Jose, downtown Campbell and nearby neighborhoods. With improvements in street design, programming and incentives, bicycling can become a viable option for accessing Santana Row and Valley Fair.

4.1 Host bicycle encouragement programs. Bicycle encouragement programs can support people in making the shift from cars to bicycles. These can include cycling commute campaigns and contests, cycling maps and educational programs that teach cycling skills. The goal is to make bicycling fun and easy so that it inspires a long-term shift in travel mode. **Responsible parties:** *Westfield and Federal Realty, in partnership with San Jose Department of Transportation and Silicon Valley Bicycle Coalition*

4.2 Install secure bicycle parking. The lack of secure and conveniently located bicycle parking can be a barrier that prevents employees and visitors from riding their bikes. Signage should indicate to bicyclists where to enter Valley Fair and Santana Row in order to securely store their bikes. **Responsible parties:** *Westfield and Federal Realty*

4.3 Expand bicycle lanes on West Hedding Street, the Alameda, North Monroe Street, North Winchester Boulevard and Forest Avenue. Today there is very little infrastructure to support biking to and from Santana Row, Valley Fair and adjacent neighborhoods. Those who do ride their bikes tend to access the neighborhood from behind Valley Fair — along West Hedding and the Alameda — but the streets do not provide a safe or encouraging environment for bicycling. Adding protected bike lanes, narrowing lanes, calming traffic and installing wayfinding signs could support more biking on these streets. **Responsible party:** *San Jose Department of Transportation*

ADDITIONAL DISCUSSION

Many participants expressed concern that key decision-makers need more information about the factors that contribute to access and circulation challenges, as well as the travel behaviors and needs of employees, residents and shoppers. An in-depth study was beyond the scope of this brainstorming workshop, but SPUR encourages Federal Realty and Westfield to continue this research.

To understand more about the factors that contribute to access and circulation challenges, key questions to consider are:

- How much off-street parking would Westfield and Santana Row need if San Jose and Santa Clara's minimum parking requirements acknowledged that many people park once and walk between the two?
- Is parking scarce? How many hours or days per year does peak demand exceed the supply of parking?
- How much of this peak could be shaved down with transportation demand strategies, such as incentives for carpooling or free shuttle service?
- Where are the points of potential pedestrian/auto conflict? Could these be minimized with shared parking arrangements or improved street design?
- Are there traffic-signal modifications that could reduce the use of local streets as cut-throughs?
- What mode-share targets could be achieved here? How much auto parking, bicycle parking and transit capacity would support these targets? What pricing strategies could support these targets?

The workshop was the first step in generating ideas about what could be done to improve access and circulation in this area. It did not determine which of these are feasible and will have the largest impact on trip reduction. To do that, more information is needed to understand how and when residents, shoppers and employees travel to Valley Fair and Santana Row, as well as the larger area surrounding them. Key questions to consider are:

- Where do residents of Santana Row and nearby neighborhoods commute to?
- Are their workplaces served by transit?
- Where do people who work at Santana Row and Valley Fair live? How many of them are within a half-mile of transit?
- How do people who work at Santana Row and Valley Fair get to their jobs?
- If they drive, how many of them drive alone?
- How long are their commutes?
- What time of day do employees start and end work? Is their schedule predictable?
- Would shoppers use a free, same-day parcel delivery service if it were available in exchange for riding transit?
- How price sensitive are shoppers to parking fees?

APPENDIX A

Plan of Action

Short-term actions should be addressed first, within the next two years. Mid-term actions should be addressed within two to five years.

Address area-wide challenges in a holistic way.		
	Action	Responsible Party
short-term	Establish a transportation management association.	Federal Realty, Westfield
mid-term	Use pricing to manage parking.	Federal Realty, Westfield
Maximize the use of existing and planned transit.		
	Action	Responsible Party
short-term	Research how well existing transit service meets the needs of residents, employees and visitors with travel behavior and market research.	VTa
short-term	Provide free, same-day parcel delivery service and/or other incentives to shoppers who ride transit, bike or walk to Santana Row or Valley Fair.	Federal Realty, Westfield
short-term	Provide commuter incentives to retail and office employees.	Federal Realty, Westfield, VTA
short-term	Study options to relocate the Forest Avenue transit stop to a more central location.	VTa
short-term	Study an extension of Rapid 523 service to Diridon Station	VTa
mid-term	Get buses out of traffic	VTa, City of San Jose, City of Santa Clara
Use pedestrian-oriented design to help Santana Row and Valley Fair function like one permeable, walkable place.		
	Action	Responsible Party
short-term	Add a second crosswalk across Stevens Creek Boulevard at Santana Row.	San Jose Department of Transportation, San Jose Department of Public Works
short-term	Ensure that design of the Valley Fair expansion is more pedestrian-friendly	Westfield; San Jose Department of Planning, Building and Code Enforcement; Santa Clara Planning Department
short-term	Require active ground floors on Stevens Creek Boulevard and Winchester Boulevard	San Jose Department of Planning, Building and Code Enforcement; Santa Clara Planning Department
Make it appealing to ride a bike to and from Santana Row and Valley Fair.		
	Action	Responsible Party
short-term	Host bicycle encouragement programs	Westfield and Federal Realty, in partnership with San Jose Department of Transportation and Silicon Valley Bicycle Coalition
short-term	Install secure bicycle parking	Westfield and Federal Realty
mid-term	Expand bicycle lanes on West Hedding Street, the Alameda, North Monroe Street, North Winchester Boulevard and Forest Avenue	San Jose Department of Transportation

Appendix B

Workshop Participants

Peter Albert	SFMTA
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Shiloh Ballard	Silicon Valley Bicycle Coalition
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Alyssa Kies	SPUR
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Workshop Participants continued

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