

City of Gilroy

General Plan Alternatives Report

Public Review Draft
April 2018

Contents

Section 1: Introduction	3
Section 2: Population, Housing, and Employment.....	7
Section 3: Land Use Designations	9
Section 4: Focus Area Concepts	13
Focus Area 1: Neighborhood District North.....	14
Focus Area 2: Neighborhood District South	16
Focus Area 3: First Street Corridor	18
Focus Area 4: Downtown Gilroy	20
Focus Area 5: Northeast Gilroy	24
Section 5: Citywide Land Use Alternatives.....	27
Section 6: Evaluation of Citywide Alternatives.....	31
Section 7: Citywide Land Use Maps	45

Section 1: Introduction

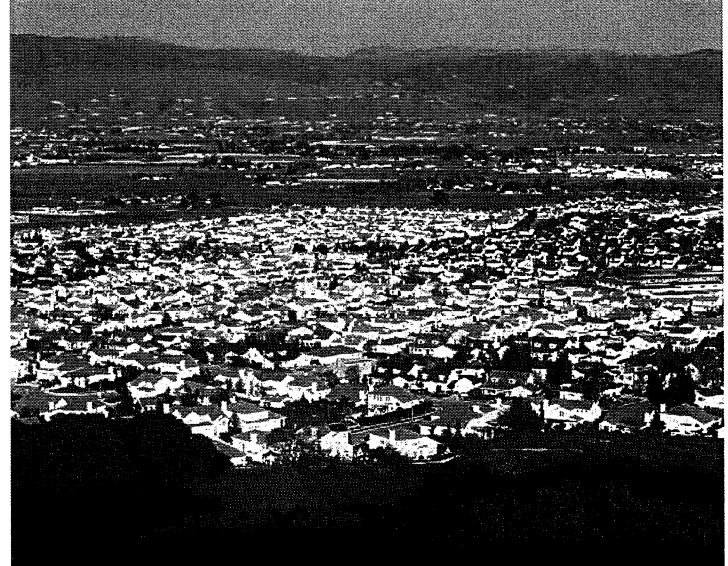
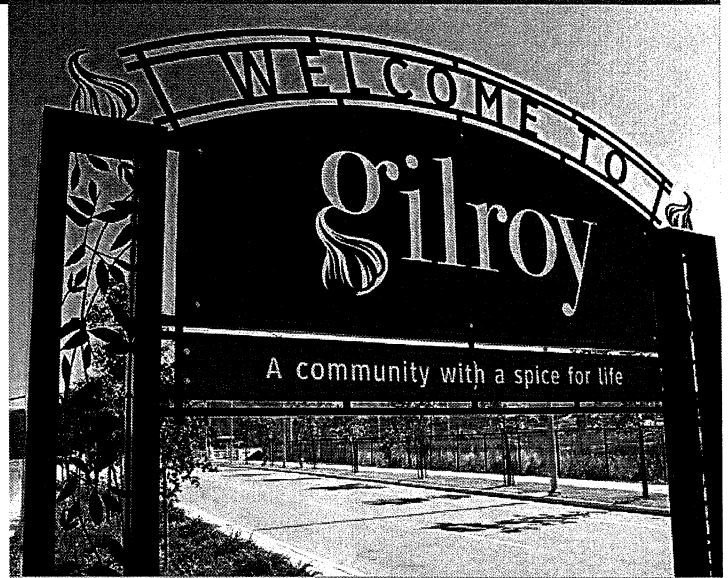
The Gilroy General Plan process gives the community an opportunity to refine the City's "constitution" for future growth and development. This is an opportunity to reaffirm the existing attitudes and direction for growth or chart a new course. One of the biggest decisions the City will make about growth in the General Plan process is the type and location of new land uses. The Alternatives process guides the community toward the selection of a preferred land use alternative.

The City originally conducted an alternatives process in 2015, resulting in the City Council selection of a Preferred Land Use Alternative. However, soon after in 2016, Gilroy voters approved a new Urban Growth Boundary (UGB), reducing the footprint of future development (see discussion on page 5). The City Council directed staff to initiate a new alternatives process to allow the community and decision makers to consider land use alternatives for the area within the new UGB.

This report describes a range of land use concepts for five Focus Areas within Gilroy's urban growth boundary. The report then provides a detailed comparison of three citywide alternatives, one of which reflects the Preferred Land Use Alternative selected by the City Council in 2015, amended to remove lands outside the UGB (referred to as the 2015 Preferred Land Use Alternative).

About the General Plan

The General Plan is a foundational City document that sets the course for Gilroy's land use decisions. The process to develop the General Plan will integrate input from hundreds of Gilroyans and address an extensive array of issues (including growth, traffic, sustainability, health, and fiscal stability).



The General Plan Process

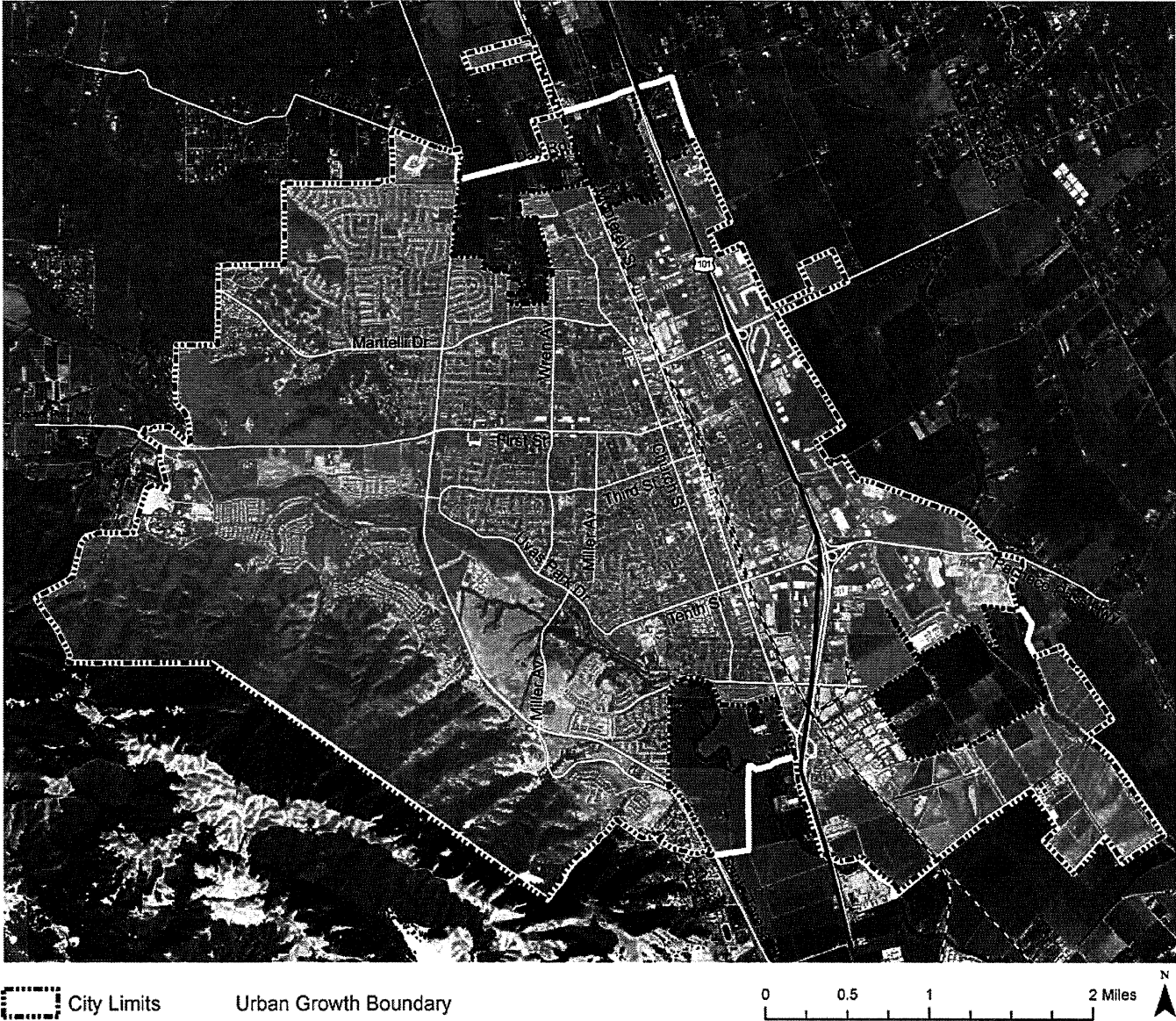
After the passage of the UGB initiative, the City Council weighed several options for moving forward with the General Plan process, and ultimately directed City staff to work with the General Plan Advisory Committee (GPAC) and the community to develop a new set of land use alternatives that reflect the new UGB. As part of the revised General Plan, City staff and the consultants prepared new projections and holding capacity that consider the new urban growth boundary. The community's preference for a growth alternative may be different based on the new projections and holding capacity information.



Measure H and the Urban Growth Boundary

In November 2016, Gilroy voters approved an Urban Growth Boundary (UGB) by initiative, with a goal of protecting Gilroy’s agriculture and open space while encouraging more compact future development. The UGB is a line beyond which urban development is not allowed through the year 2040. The UGB complements General Plan policies encouraging infill development and supporting a thriving downtown. The UGB has an impact on the General Plan, particularly since the 2015 Preferred Land Use Alternative designated land for development outside of the UGB. The City is revisiting the land use alternatives, which are now constrained by the new UGB.

FIGURE 1: 2018 URBAN GROWTH BOUNDARY



This page is intentionally left blank.

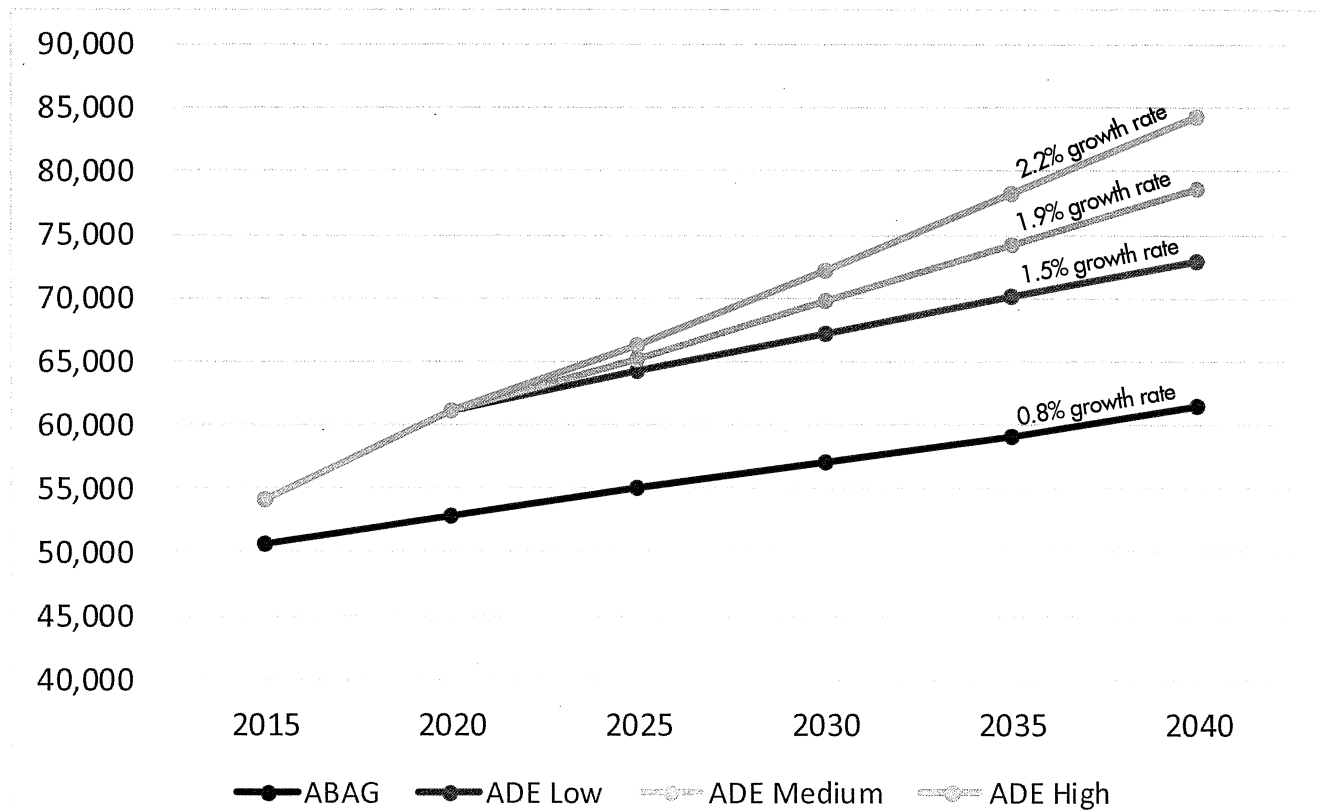
Section 2: Population, Housing, and Employment

Population and employment projections can be a useful tool for long-range planning. Projections offer a range of possible growth outcomes. Projections should not be regarded as inevitable, since external market forces and City policies can dramatically change the rate and type of growth that occurs. The decisions made as part of the General Plan process will be a critical determinant of Gilroy's future job and housing growth. These projections are used later in this report to compare the holding capacity of each of the citywide alternatives.

Population

In 2015, Gilroy's population was 53,008. Figure 1, below, shows a range of population projections for 2040. The Association of Bay Area Governments (ABAG), which produces projections for all cities within the Bay Area, projects Gilroy to have a slower growth rate (0.8 percent), resulting in approximately 61,000 residents in 2040. However, ABAG projections are not based on a market demand projection. They reflect regional policy that directs growth to larger cities and major employment areas. The City's economic consultant, ADE, produced a range of low-to-high scenarios based on the market demand projections. These projections estimate Gilroy's population to fall within the range of 72,800 and 84,400 by 2040.

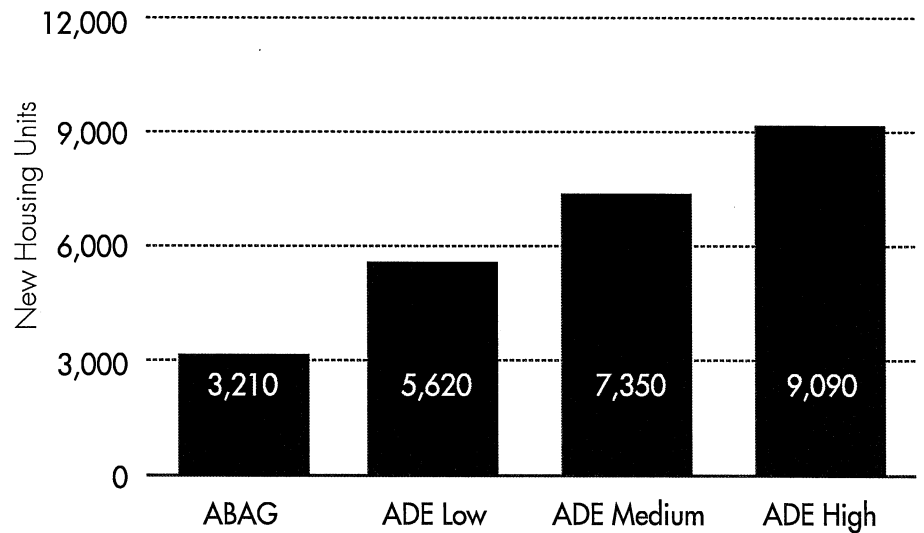
FIGURE 2: POPULATION PROJECTIONS (2015-2040)



Housing

The number of housing units needed to accommodate the range of population projections is a function of the household size and the vacancy rate for housing. For purposes of this analysis, a constant household size of 3.5 persons and a standard vacancy rate of 5 percent are assumed. Based on these factors, the population projections would result in the following housing unit projections shown in Figure 3.

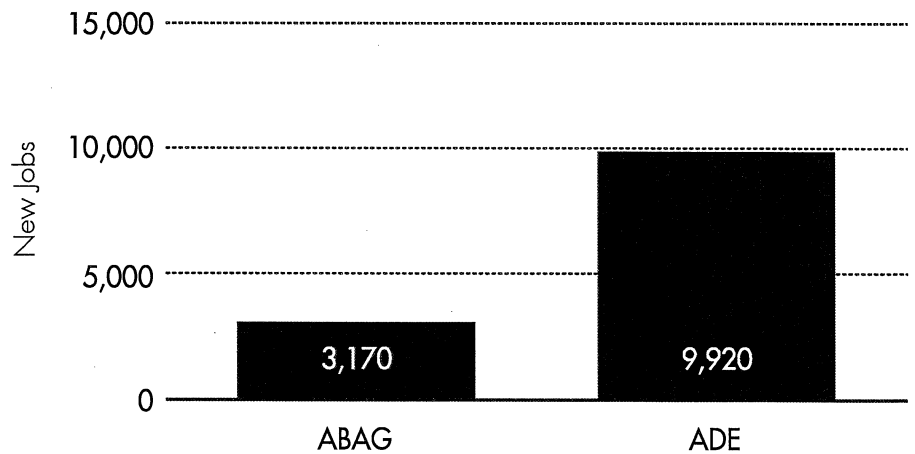
FIGURE 3: HOUSING UNIT PROJECTIONS (2015-2040)



Employment

When planners project employment numbers, they look at historic trends, consider the cyclical nature of the economy, and try to anticipate future trends. ADE prepared an employment projection for Gilroy that anticipates an additional 9,920 jobs by 2040 shown in Figure 4. In comparison, ABAG projected 3,170 new jobs by 2040.

FIGURE 4: EMPLOYMENT PROJECTIONS (2015-2040)





Section 3: Land Use Designations

State planning law requires general plans to establish “standards of population density and building intensity,” as well as allowed uses for the various land use designations in the plan. As a part of the General Plan Update process, residents, business owners, and interested parties are given the opportunity to evaluate and weigh in on the appropriate land use types, densities, and intensities for different areas of the community, as well as on the form and design of new development.

To support the description of each alternative, this section is written as a guide for understanding the different land uses presented in the alternatives. Each land use included in Table 1 is described in terms of development standards and allowable uses.

TABLE 1: GENERAL PLAN LAND USE DESIGNATIONS

Land Use Designation	Density Range (Dwelling Units Per Gross Acre)	Maximum Floor Area Ratio	Allowed Uses	
General Plan Designations				
	Hillside Residential	1.0 - 4.0	N/A	Single-family detached
	Low-Density Residential	3.0 - 8.0	N/A	Single-family detached
	Medium-Density Residential	8.0 - 20.0	N/A	Duplexes, townhomes, apartments
	High-Density Residential	0 - 20.0+	N/A	Townhomes, apartments
	Neighborhood District High	Varies (see Page 11)	N/A	Variety of residential densities Neighborhood commercial
	Neighborhood District Low	Varies (see Page 11)	N/A	Variety of residential densities Neighborhood commercial

Land Use Designation	Density Range (Dwelling Units Per Gross Acre)	Maximum Floor Area Ratio	Allowed Uses
	N/A	2.0	Retail, service, low-intensity commercial operations with light industrial nature, automobile sales
	N/A	2.0	Retail, service, office, visitor-serving uses (hotels)
	20.0 - 30.0	2.5	Retail, service, office, residential
	20.0 - 40.0	4.0	Retail, service, office, residential
	N/A	3.0	Large scale manufacturing, warehousing, distribution
	N/A	3.0	Office campuses, research and development, medical, high-tech, light industrial
	N/A	1.0	Light manufacturing, office, assembly plants, warehouses
	N/A	N/A	Open space, agricultural uses
	N/A	N/A	Parks and golf courses
	N/A	N/A	Schools, civic centers, government buildings, and similar public/quasi-public uses
	N/A	N/A	Rural residential, open space, agriculture

Neighborhood District Low and High

The Neighborhood District designation encourages compact, complete, neighborhood-style development that provides a variety of housing types, neighborhood commercial center, schools, parks, and open space. The goal is to create neighborhoods that are predominantly single family in character, but which integrate different types and prices of housing to meet the full range of housing needs. When possible, high-density housing and commercial uses can be combined to create vibrant mixed-use neighborhood centers. To achieve a cohesive neighborhood character, a specific plan is required prior to approval of new development within the Neighborhood District. The Neighborhood District designation is in the currently-adopted General Plan, and applies to the two large new growth areas within the UGB (Focus Areas 1 and 2).

The question for this alternatives process is what mix of housing densities is most appropriate for the new growth areas designated Neighborhood District. The Alternatives Report includes two Neighborhood District designations: Neighborhood District Low and Neighborhood District High. Neighborhood District Low allows a greater percentage of low-density single family units (up to 82 percent). Neighborhood District High allows fewer low-density single-family units (up to 60 percent) and requires a greater variety of housing types.

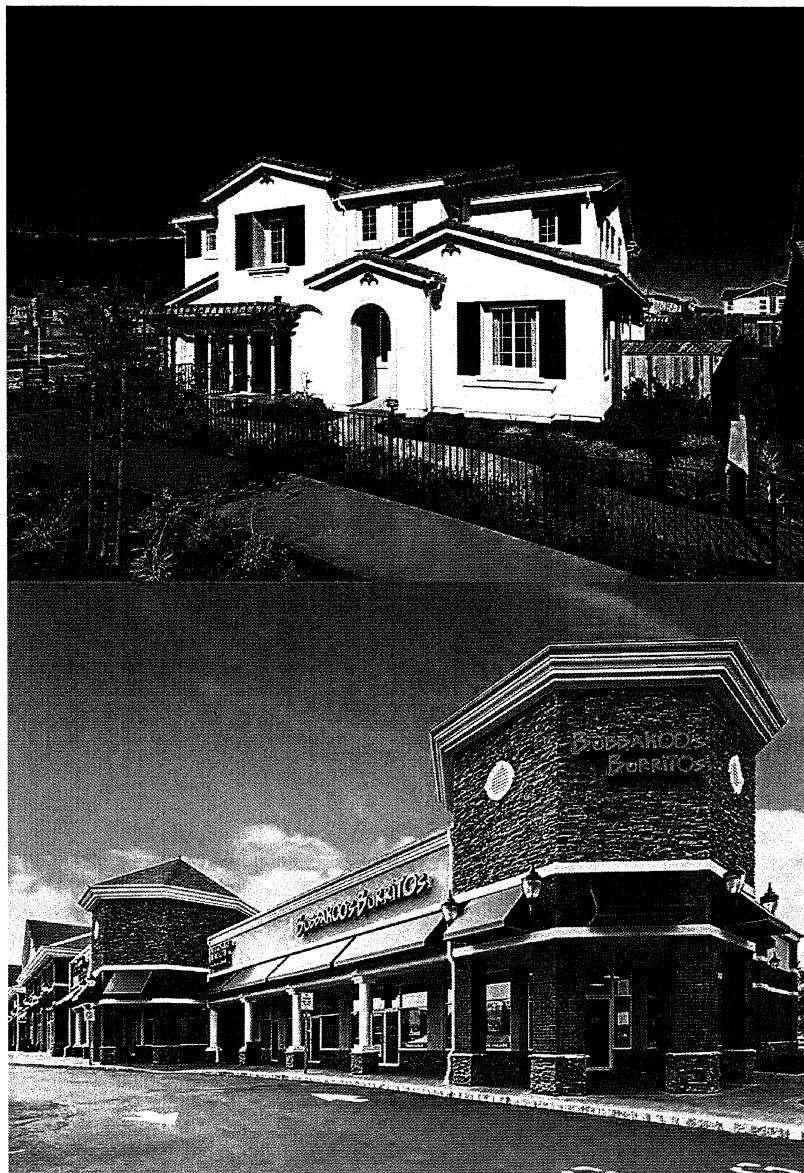


TABLE 2: NEIGHBORHOOD DISTRICTS DENSITY BREAKDOWN

Districts	0-7 dwelling units/acre	7-9 dwelling units/acre	9-16 dwelling units/acre	16-30 dwelling units/acre
	Single-family	Duplex	Small-lot Single-family, Attached Single-family, Apartments	Attached Single-family, Apartments
Neighborhood District Low	82% max	5% min	10% min	3% min
Neighborhood District High	60% max	5% min	25% min	10% min

Note: Neighborhood District percentages are based on land area.

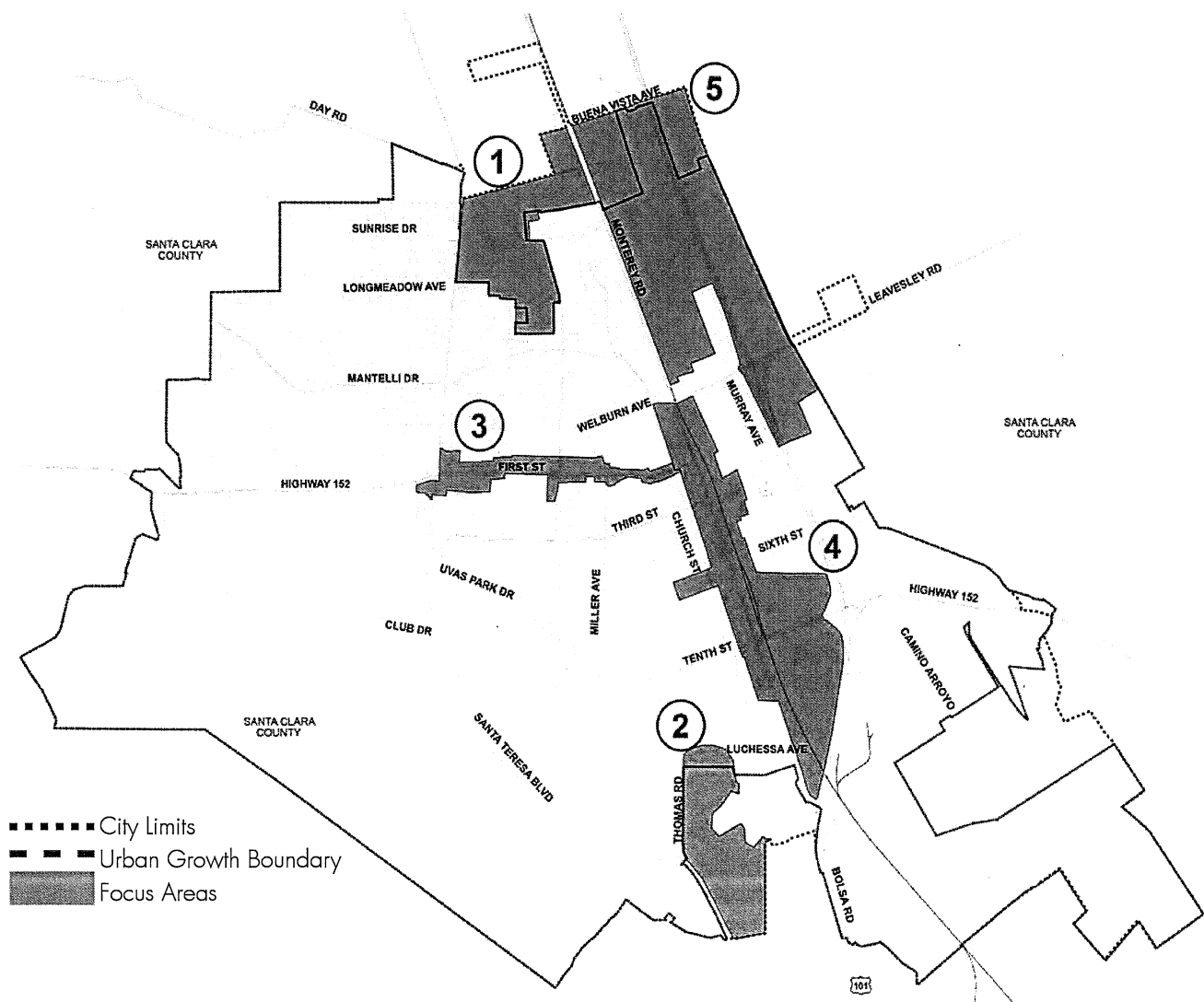
This page is intentionally left blank.

Section 4: Focus Area Concepts

Most of Gilroy is not expected to change much between 2015 and 2040. The five focus areas shown below are places in and around Gilroy where development and change is anticipated. The land use alternatives process allows the community to express opinions about the type of development that should be planned for those areas. This section of the report presents different land use concepts for each of the five focus areas. For each of the focus areas, Concept 1 represents the 2015 Preferred Land Use Alternative, amended to reflect the UGB.

- Focus Area 1: Neighborhood District North**
- Focus Area 2: Neighborhood District South**
- Focus Area 3: First Street Corridor**
- Focus Area 4: Downtown Gilroy**
- Focus Area 5: Northeast Gilroy**

FIGURE 5: FOCUS AREA MAP



Focus Area 1: Neighborhood District North

Neighborhood District North is a 277-acre area located on the west side of the city, bound by Santa Teresa Boulevard to the west, Day Road to the north, Mantelli Drive to the south, and Monterey Road to the east. The 2015 Preferred Alternative for this area was Neighborhood District High, which prior to the UGB Initiative extended as far north as Fitzgerald Avenue. Almost all of the land in Focus Area 1 is outside city limits, but is within the UGB.

The four concepts below show two different Neighborhood District Designations: Neighborhood District High, which allows a maximum 60 percent low-density single-family units (i.e., 7 units per acre or less) and requires a greater variety of housing types; or Neighborhood District Low, which allows a greater percentage (up to 82 percent) of low-density single-family units. Both designations require neighborhood commercial centers, parks, and schools. Concepts 3 and 4 are similar to Concepts 1 and 2, but introduce an area for an employment center.

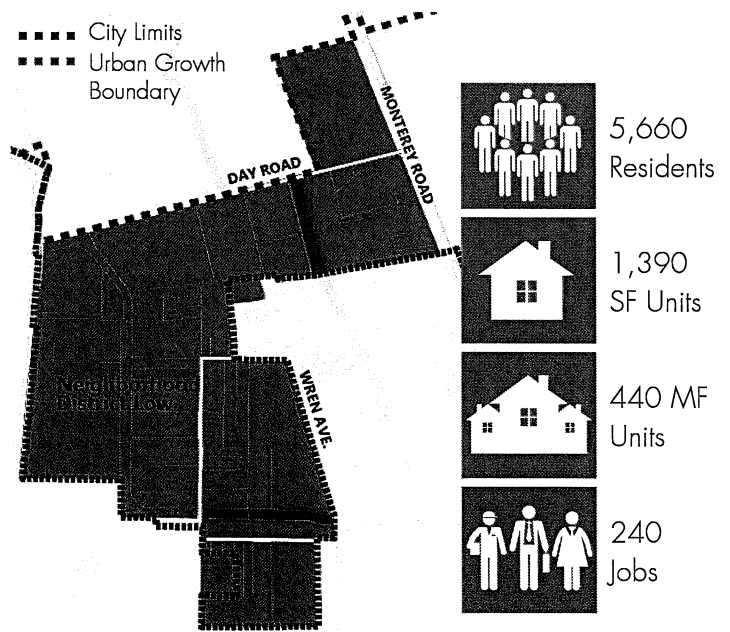
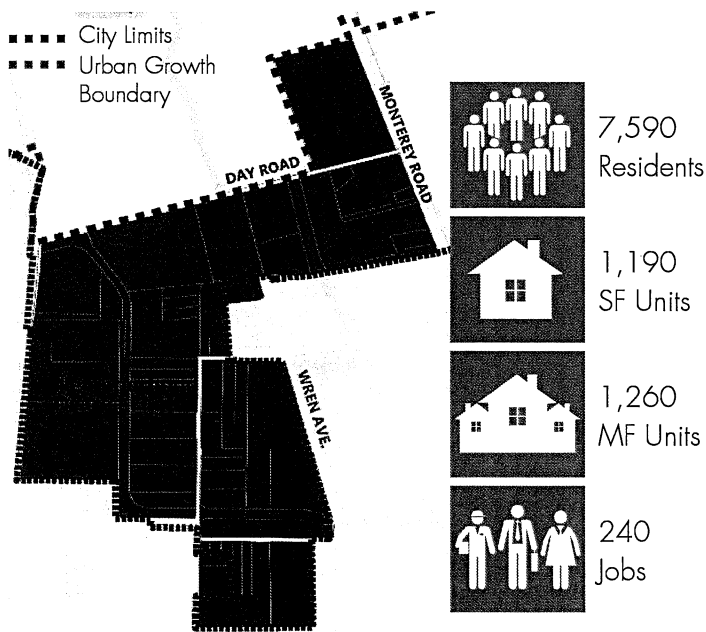
Concept 1 Neighborhood District High (2015 Preferred Alternative)

The 2015 Preferred Alternative (amended by the UGB) designates the entire focus area Neighborhood District High (i.e., up to 60 percent low-density single-family). Neighborhood District High also requires a neighborhood commercial center, parks, and possibly one or more schools.

Concept 2 Neighborhood District Low

SF= Single-Family
MF= Multifamily

Concept 2 designates the entire area Neighborhood District Low (i.e., up to 82 percent low-density single-family). Similar to Concept 1, Concept 2 also requires a neighborhood commercial center, parks, and possibly one or more schools.



Districts	0-7 dwelling units/acre	7-9 dwelling units/acre	9-16 dwelling units/acre	16-30 dwelling units/acre
		Single-family	Duplex	Small-lot Single-family, Attached Single-family, Apartments
Neighborhood District Low	82% max	5% min	10% min	3% min
Neighborhood District High	60% max	5% min	25% min	10% min

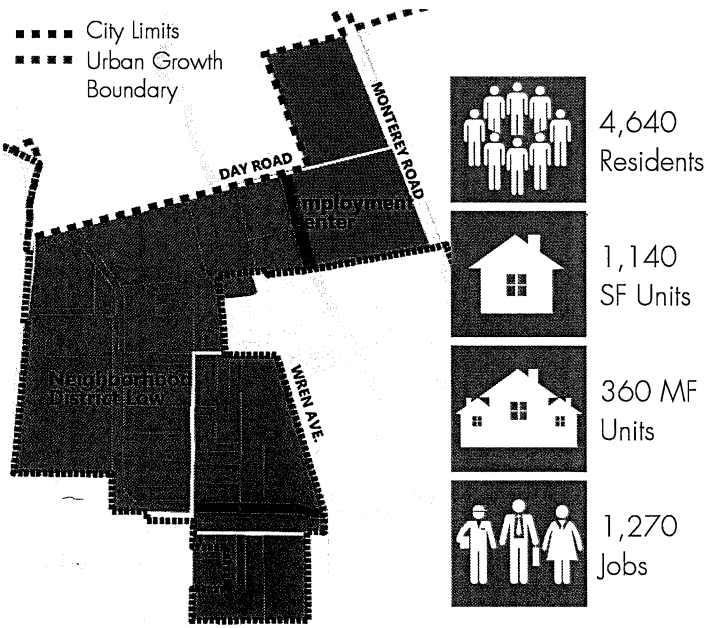
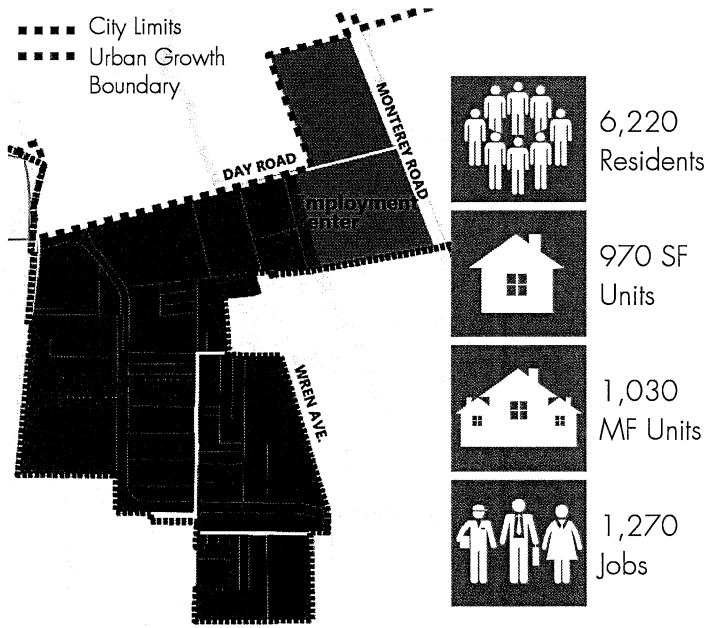
Note: Neighborhood District percentages are based on land area.

Concept 3 Neighborhood District High with Employment at Monterey Road

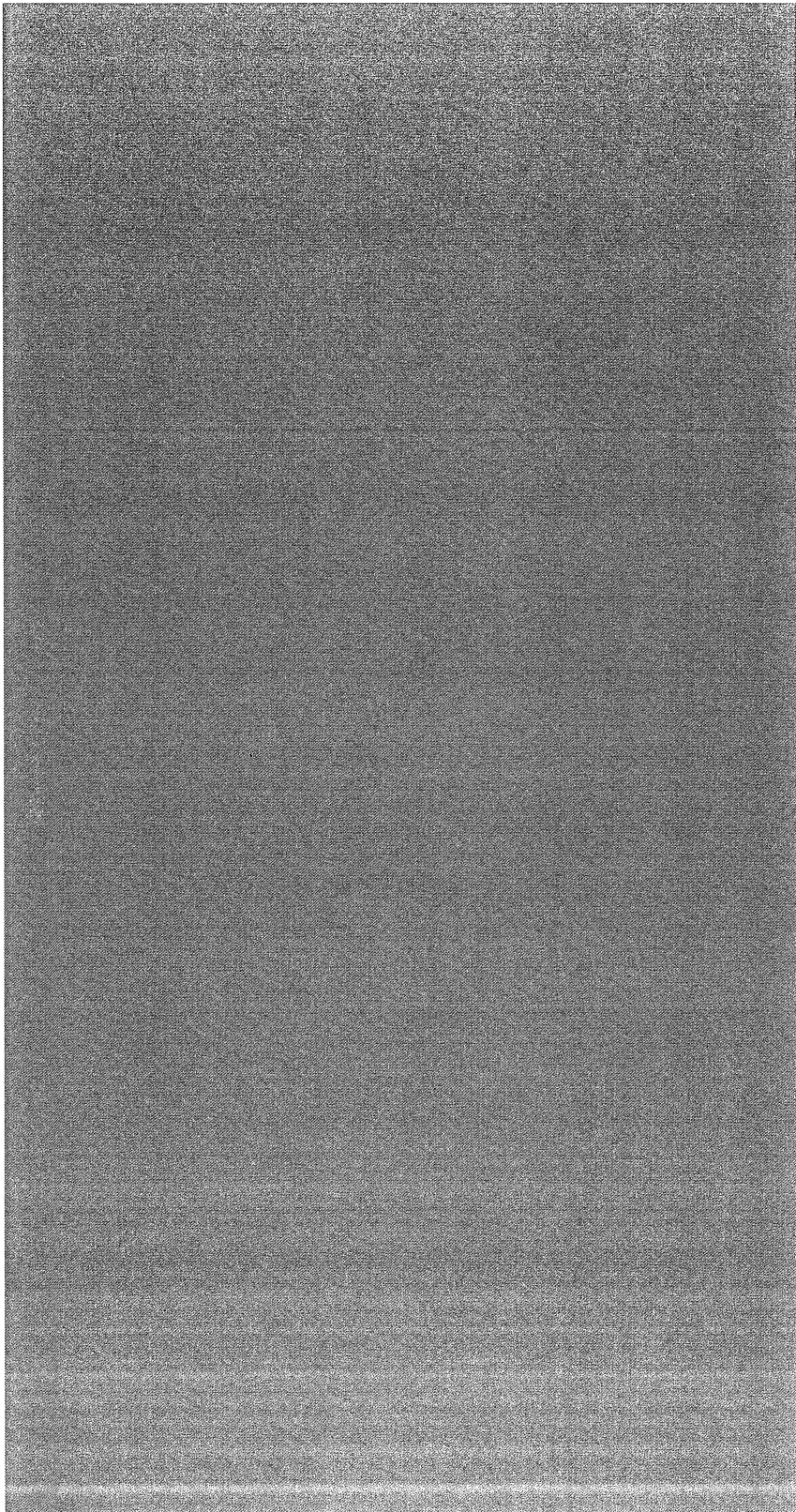
Concept 3 designates the area Neighborhood District High (i.e., up to 60 percent low-density single-family), and introduces an Employment Center along Monterey Road.

Concept 4 Neighborhood District Low with Employment at Monterey Road

Concept 4 designates the area Neighborhood District Low (i.e., up to 82 percent low-density single-family), and introduces an Employment Center along Monterey Road.



Focus Area 2: Neighborhood District South



Neighborhood District South is a 193-acre area located in south Gilroy, bound by Luchessa Avenue to the north, Thomas Road to the west, Santa Teresa Boulevard to the south, and the Uvas Park Trail and Gilroy Sports Park to the east. A majority of Focus Area 2 is outside the city limits, but is within the UGB.

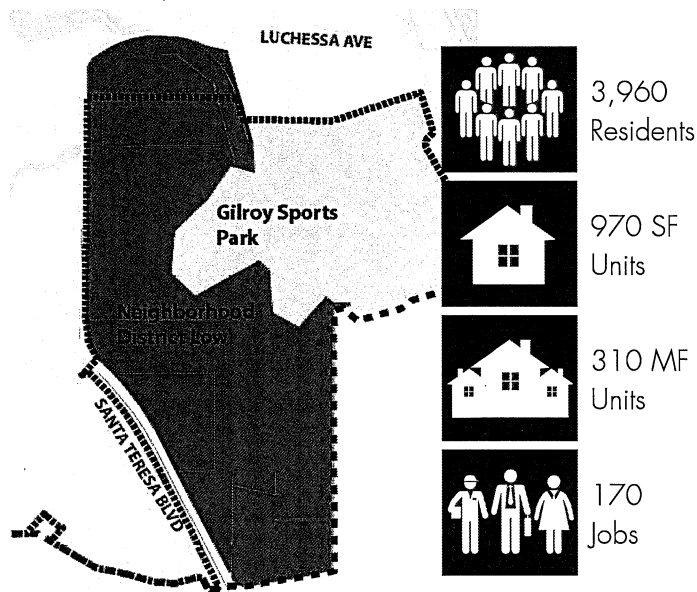
The 2015 Preferred Alternative for this area was Neighborhood District Low (i.e., up to 82 percent low-density single-family), which is consistent with the adopted General Plan. Concept 2 designates the area Neighborhood District High, which would require a greater variety of housing types.

SF= Single-Family
MF= Multifamily

Concept 1 Neighborhood District Low (2015 Preferred Alternative)

The 2015 Preferred Alternative designates the entire focus area Neighborhood District Low (i.e., up to 82 percent low-density single-family). Neighborhood District Low also requires a neighborhood commercial center, parks, and possibly one or more schools.

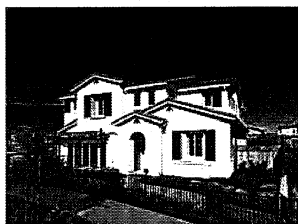
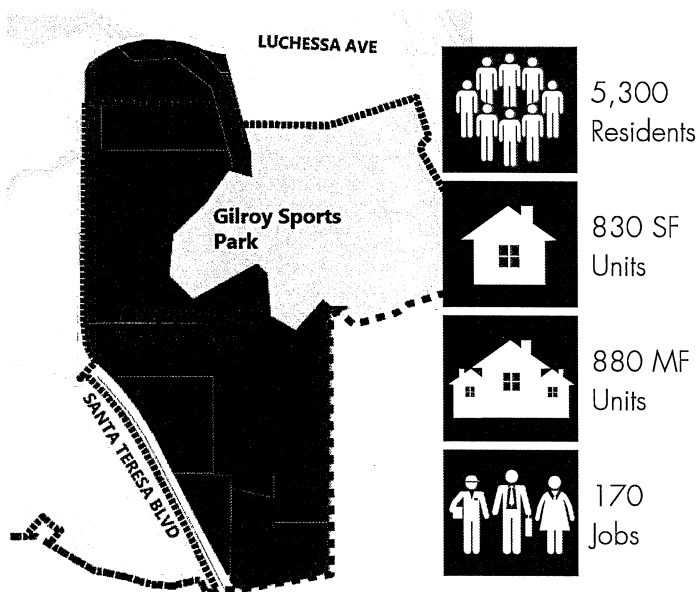
- City Limits
- Urban Growth Boundary



Concept 2 Neighborhood District High

Concept 2 designates the entire area Neighborhood District High (i.e., up to 60 percent low-density single-family). Similar to Concept 1, Concept 2 also requires a neighborhood commercial center, parks, and possibly one or more schools.

- City Limits
- Urban Growth Boundary



Focus Area 3: First Street Corridor

First Street Corridor is one of the primary east-west routes through the city. This 76-acre Focus Area includes the properties fronting First Street between Santa Teresa Boulevard to the west and Monterey Road to the east. The 2015 Preferred Alternative for this area was Mixed-Use, which allows housing at 20-30 units per acre and non-residential development at an FAR of up to 2.5.

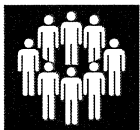
Concept 2 designates the area Mixed-Use High, which allows flexibility for higher densities of 20-40 units per acre and a floor area ratio of up to 4.0. Concept 3 retains a portion of the General Services Commercial designation from the currently-adopted General Plan, and introduces Mixed-Use High to some areas along the corridor. All three concepts include a number of high-density residential sites, designated by the Housing Element. Given the limited amount of vacant land and the complexity of redeveloping the corridor, the housing unit and job estimates are based on an assumption that only 25 percent of the corridor redevelops by 2040.

SF= Single-Family
MF= Multifamily

Concept 1 Mixed-Use Low (2015 Preferred Alternative)



The 2015 Preferred Alternative designates most of this area Mixed-Use (i.e., 20-30 dwelling units per acre and FAR of up to 2.5). Mixed-Use encourages a mix of retail, office, high-density housing, plazas, and parks. Development should be concentrated at major intersections and be pedestrian-oriented.



1,250
Residents



0 SF
Units

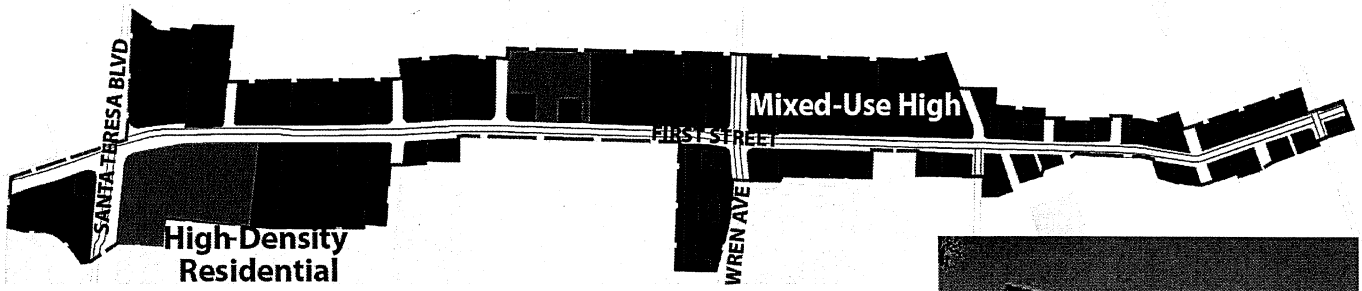


450
MF Units

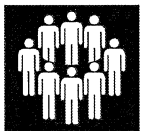


580
Jobs

Concept 2 *Mixed-Use High*



Concept 2 designates most of this area Mixed-Use High, which would increase the allowable densities to 20-40 dwelling units per acre and FAR of up to 4.0.



1,470
Residents



0 SF
Units



530
MF Units

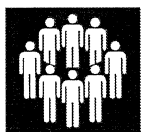
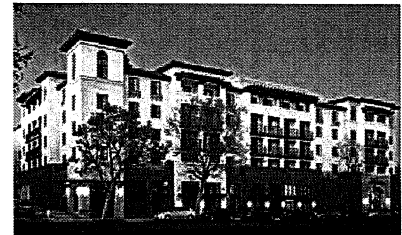


750
Jobs

Concept 3 *Commercial Focus*



Concept 3 retains the existing General Services Commercial at the intersection of Wren Avenue, which allows for a broad range of commercial uses (e.g., grocery stores, restaurants, banks, big box stores) and uses with "commercial and industrial" characteristics, such as small welding shops and automobile sales and services. This Concept designates the remainder of First Street Mixed-Use High (i.e., 20-40 dwelling units per acre and FAR of up to 4.0).



1,140
Residents



0 SF
Units



430
Units



Jobs

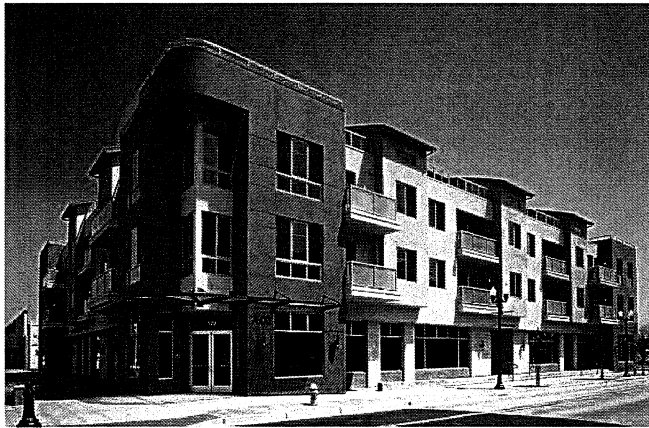
Focus Area 4: Downtown Gilroy



Significant change is anticipated for Downtown Gilroy. The City adopted the Downtown Gilroy Specific Plan in 2005, and is currently preparing a Station Area Plan, which will update the Downtown Specific Plan and integrate the future High Speed Rail (HSR) Station. The Station Area planning process is still underway, and the steering committee has selected a preferred land use alternative. This alternative has not been adopted by the City Council and changes to the preferred alternative may occur.

This General Plan alternatives process examines two different concepts for Downtown Gilroy to provide a comparative analysis of the potential citywide impacts of different land use alternatives; however, the community is not being asked to select a preferred alternative for the Station Area through this General Plan process. The Station Area planning process is the appropriate avenue for establishing the land use plan for the Downtown and Station Area.

Concept 1 assumes no changes to the existing Downtown Gilroy Specific Plan. Concept 2 reflects the current preferred alternative for the Downtown Gilroy Station Area Plan.



Concept 1 Existing General Plan and Downtown Specific Plan

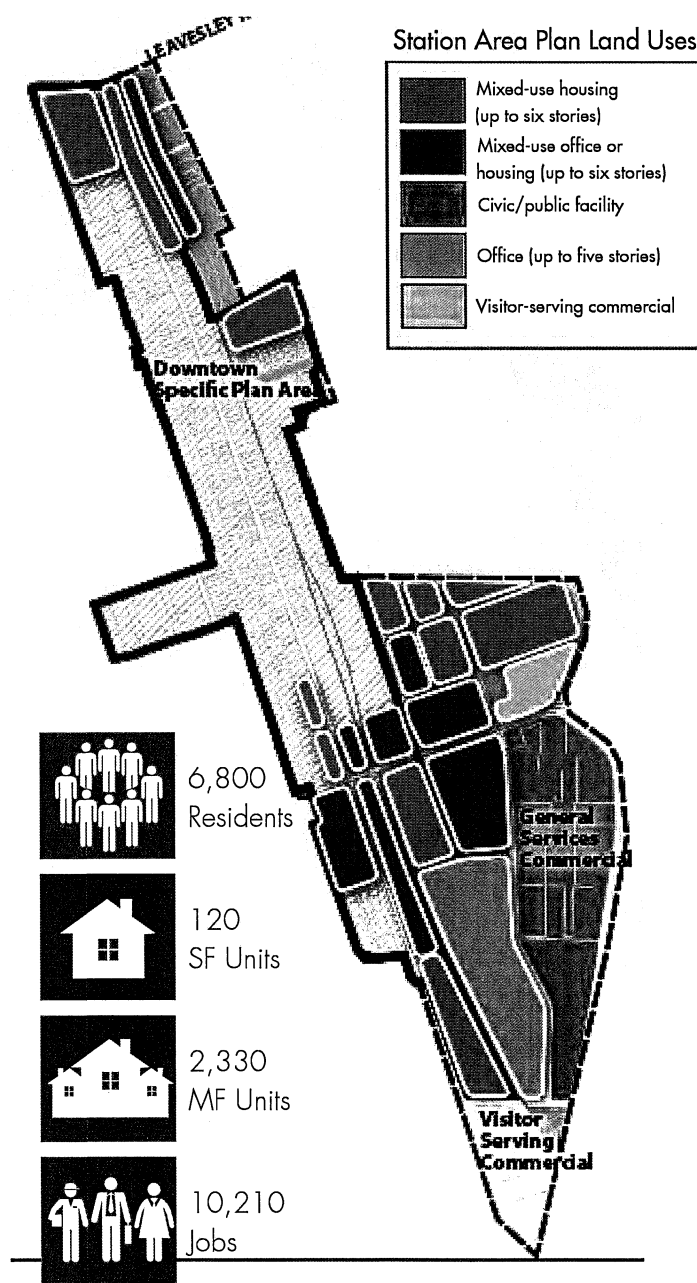
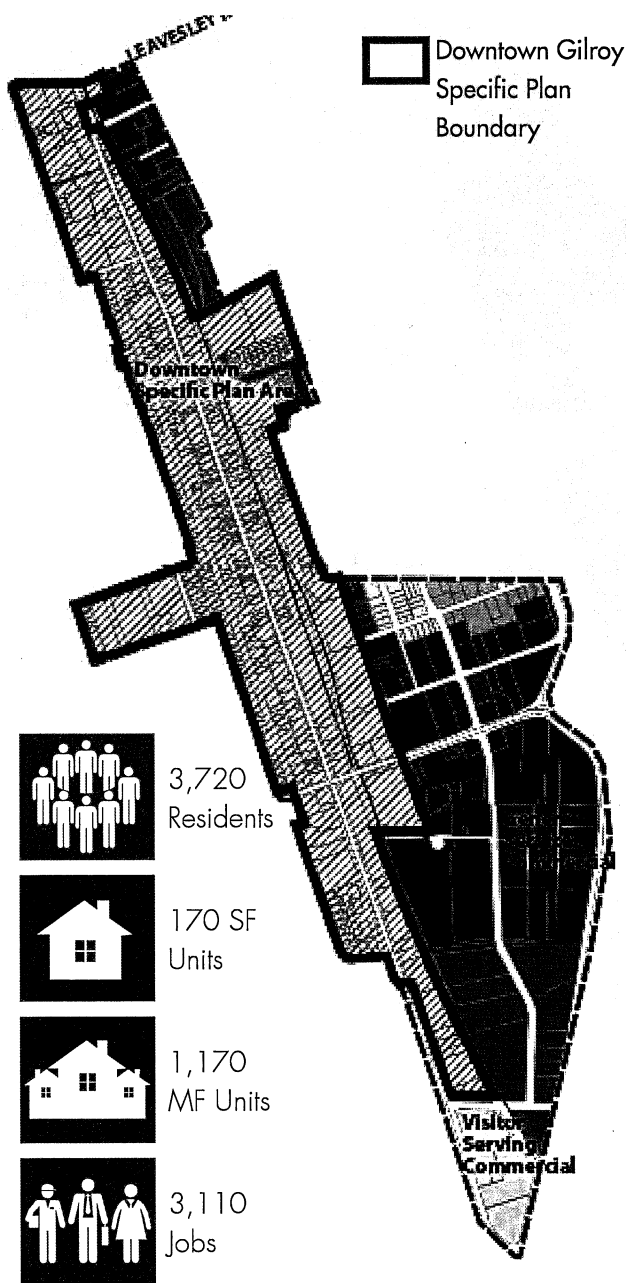
Concept 1 retains the land use designations from the existing General Plan and reflects the existing Downtown Gilroy Specific Plan. This concept assumes that a high-speed rail station will not be located Downtown. See page 22 for information on the Downtown Gilroy Specific Plan.

Concept 2 Station Area Plan Preferred Alternative

Mixed-use housing (up to six stories)

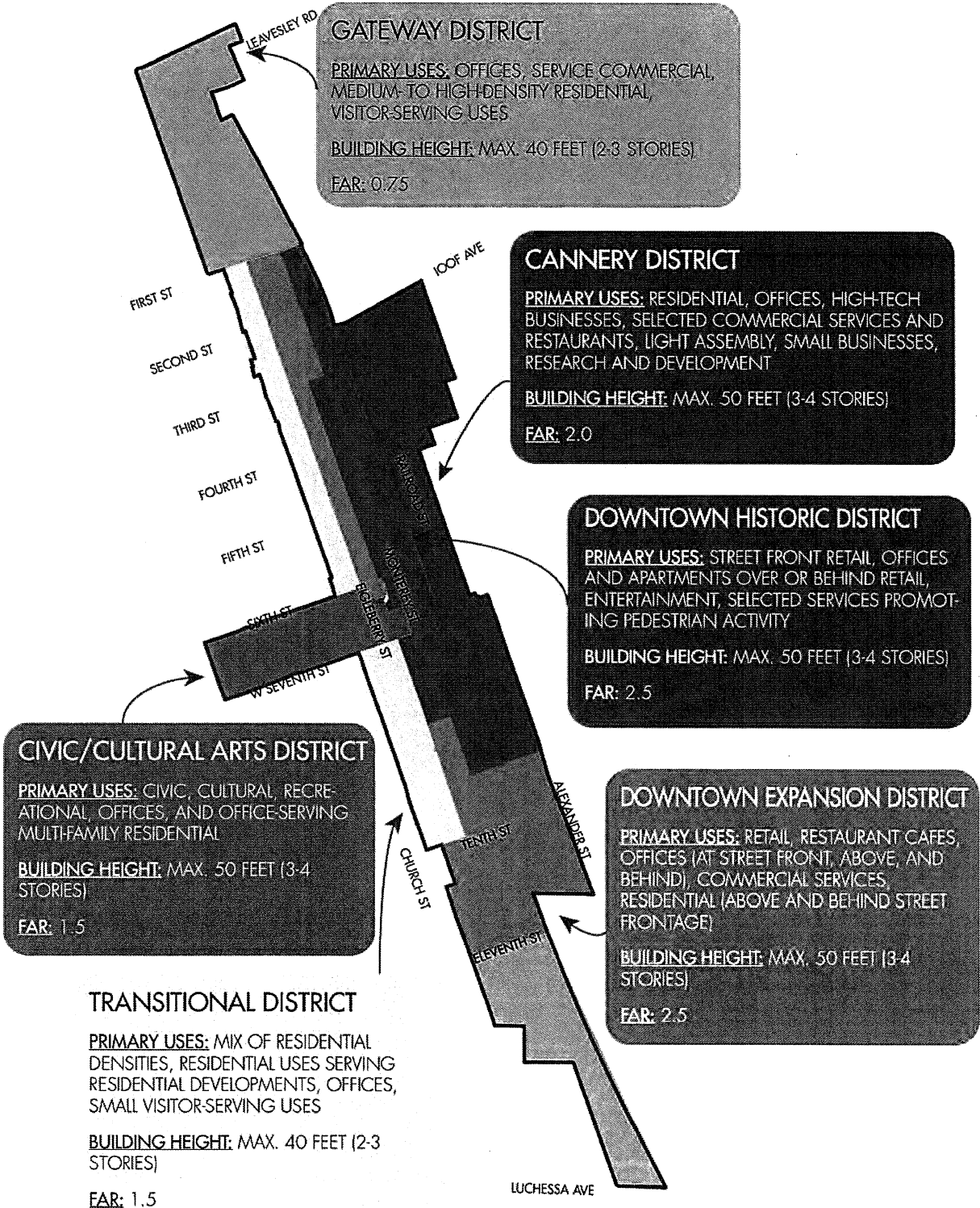
Concept 2 reflects the Station Area Plan Preferred Alternative, which proposes new land use designations inside and outside the Downtown Specific Plan area, including up to six stories of mixed-use housing and office. See page 23 for information on the Downtown Gilroy Station Area Plan.

SF= Single-Family
MF= Multifamily



Downtown Gilroy Specific Plan (2005)

The Downtown Gilroy Specific Plan was adopted in 2005 to create a unique downtown for the city and increase tourism. The Specific Plan area is comprised of six land use districts, each with its own character, development standards, and allowed uses.

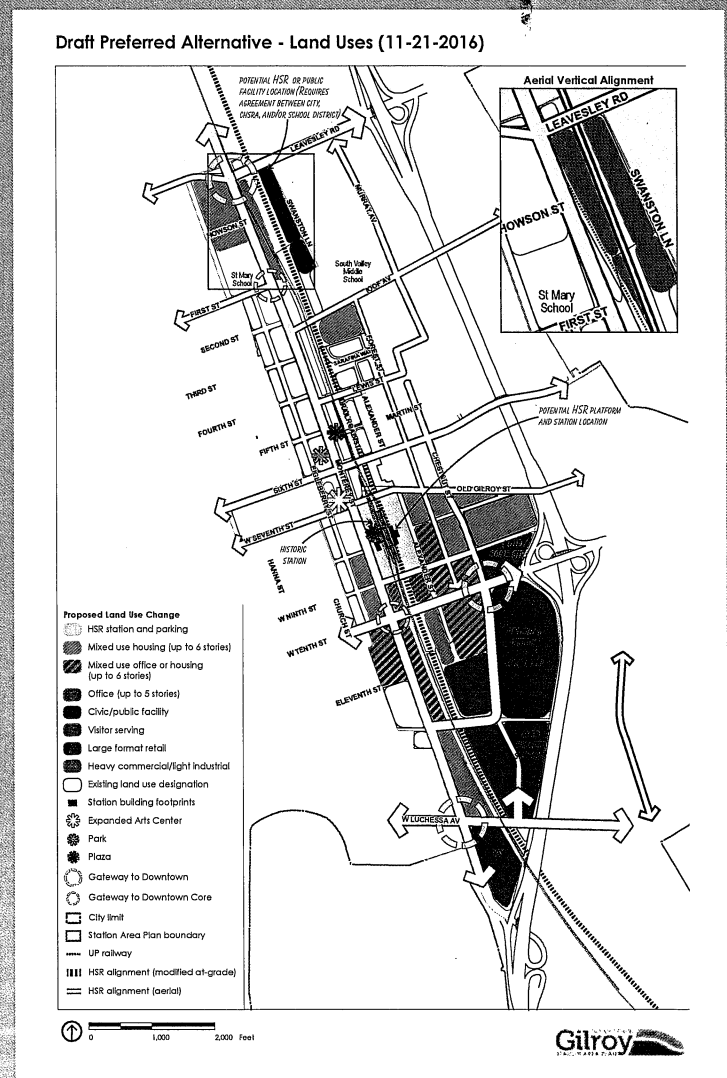


Station Area Plan (in process)

The Downtown Gilroy Station Area Plan is both an update to the existing Downtown Specific Plan and a continuation of the High Speed Train (HST) visioning process from 2011 to 2012. The Station Area Plan will act as a tool to guide private development and public improvements in Downtown over the next 25 years, with a focus on the area near the future HST station and railroad tracks. The Station Area Plan process is still underway. In 2016, the project team evaluated three alternatives for Downtown Gilroy. The community provided input, and with guidance from the Citizens Advisory Committee, the project team created a Draft Preferred Alternative. The Draft Preferred Alternative was presented to the City Council in January 2017 where they reviewed and provided comments. A decision by the High Speed Rail Authority on the preferred location of the Gilroy HSR Station has been delayed and the final commitment to proceed with the project is still several months away. Due to this uncertainty, the City Council decided to postpone a vote on a final preferred land use alternative until the High-Speed Rail Authority finalizes its plans for the Gilroy Station.

The Draft Preferred Alternative for the Station Area includes the following land use designations:

- **Mixed-Use Housing:** The mixed-use designation encourages mixed-use style development with ground floor retail and high-density multi-family housing on the upper floors. This designation is located along Monterey Road and Old Gilroy Street and allows development up to six stories.
- **Mixed-Use Office or Housing:** The mixed-use housing and office designation provides flexibility for mixed-use development to incorporate office, housing, and retail uses. This designation is in the core of the Station Area adjacent to the future station site and allows development up to six stories.
- **Office:** The office designation provides Class A office space for research and development and campus style projects. This designation is located adjacent to the auto mall and allows development up to five stories.
- **Visitor-Serving:** This designation provides for visitor-serving uses, such as a hotel and conference center.



Focus Area 5: Northeast Gilroy

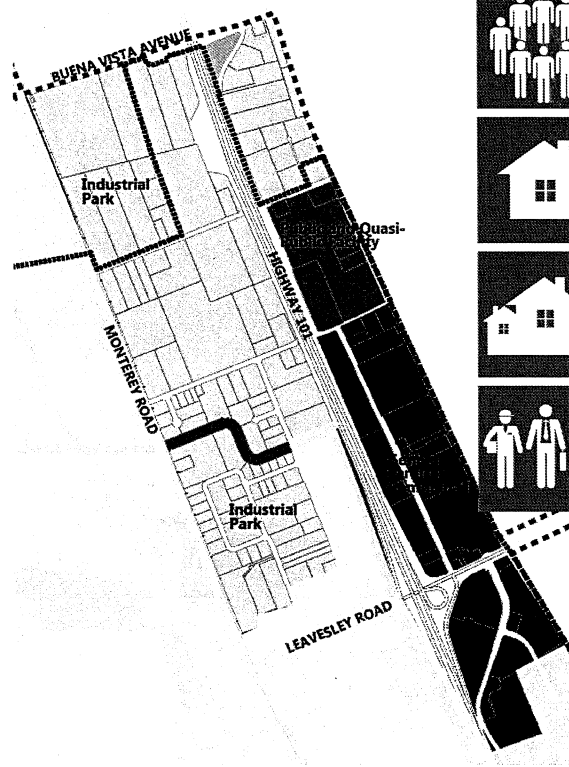
Northeast Gilroy is a 349-acre area in the far northeast corner of the city, bound by Monterey Road to the west, Buena Vista Avenue to the north, Leavesley Road to the south, and the UGB to the east. A majority of Focus Area 5 is in the city limits, excluding the far northwest and northeast corners which are not in city limits, but are within the UGB.





Most of this focus area is designated Industrial Park in the existing General Plan and includes St. Louise Regional Hospital and the Gilroy Premium Outlets. The 2015 Preferred Alternative continued to emphasize industrial development west of U.S. Highway 101 and north of the hospital, with General Services Commercial proposed around the future Buena Vista interchange and remainder of the outlet center. The existing rural residential development and fragmented ownership make this area less likely to develop in the short term.

Concept 1 Industrial Park Emphasis (2015 Preferred Alternative)

SF= Single-Family
MF= Multifamily

Concept 1 designates much of the focus area as Industrial Park, with an area of Public and Quasi-Public Facility for St. Louise Hospital and an area of General Services Commercial for regional shopping, including the Gilroy Premium Outlets.

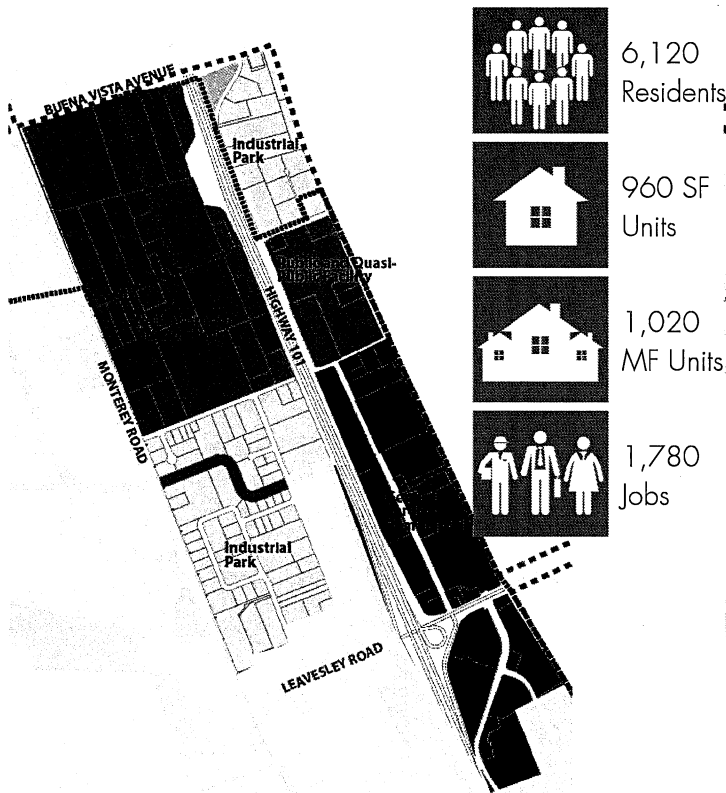


-  0 Residents
-  0 SF Units
-  0 MF Units
-  2,960 Jobs



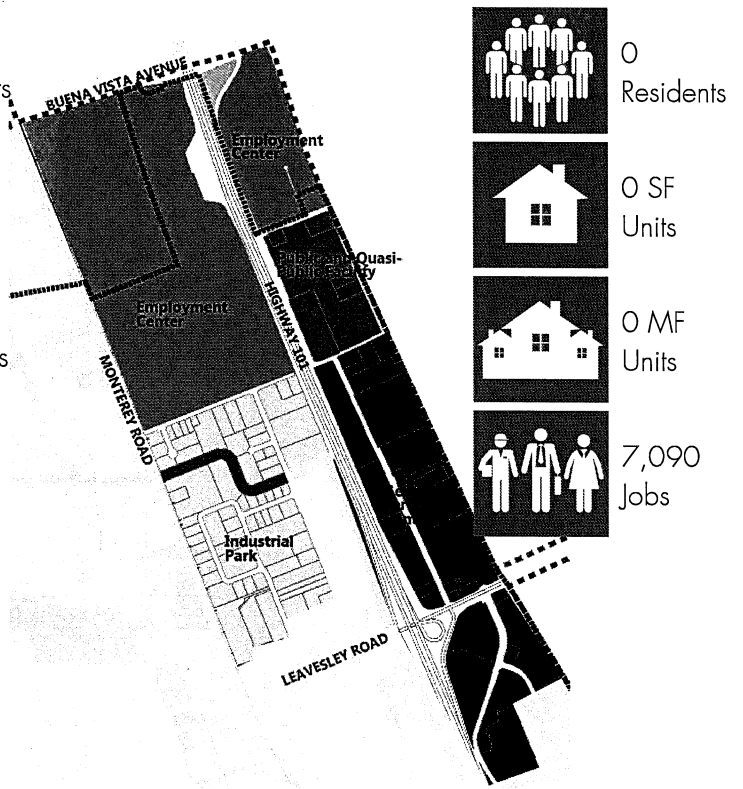
Concept 2 Neighborhood District High North of Las Animas Avenue

Concept 2 designates the land north of Las Animas Avenue and west of Highway 101 as Neighborhood District High, consistent with the Neighborhood District designation on the west side of Monterey Road.



Concept 3 Employment Center North of Las Animas Avenue

Concept 3 designates a significant portion of land previously designated Industrial Park as Employment Center. The Employment Center designation allows for employment development at a higher intensity than Industrial Park.



This page is intentionally left blank.

Section 5: Citywide Land Use Alternatives

This section organizes the Focus Area concepts within the greater context of the city to create three citywide land use alternatives. Each citywide alternative reflects a variety of outcomes from increased commercial development, and more diverse housing stock, to additional employment capacity, and a greater emphasis of mixed use along corridors and around transit. Since the Focus Areas are the only areas of change, other areas in Gilroy are assumed to retain their existing General Plan land use designations. There is, however, some assumed population and job growth attributed to areas outside of the Focus Areas through development of vacant sites and redevelopment of some underutilized sites.

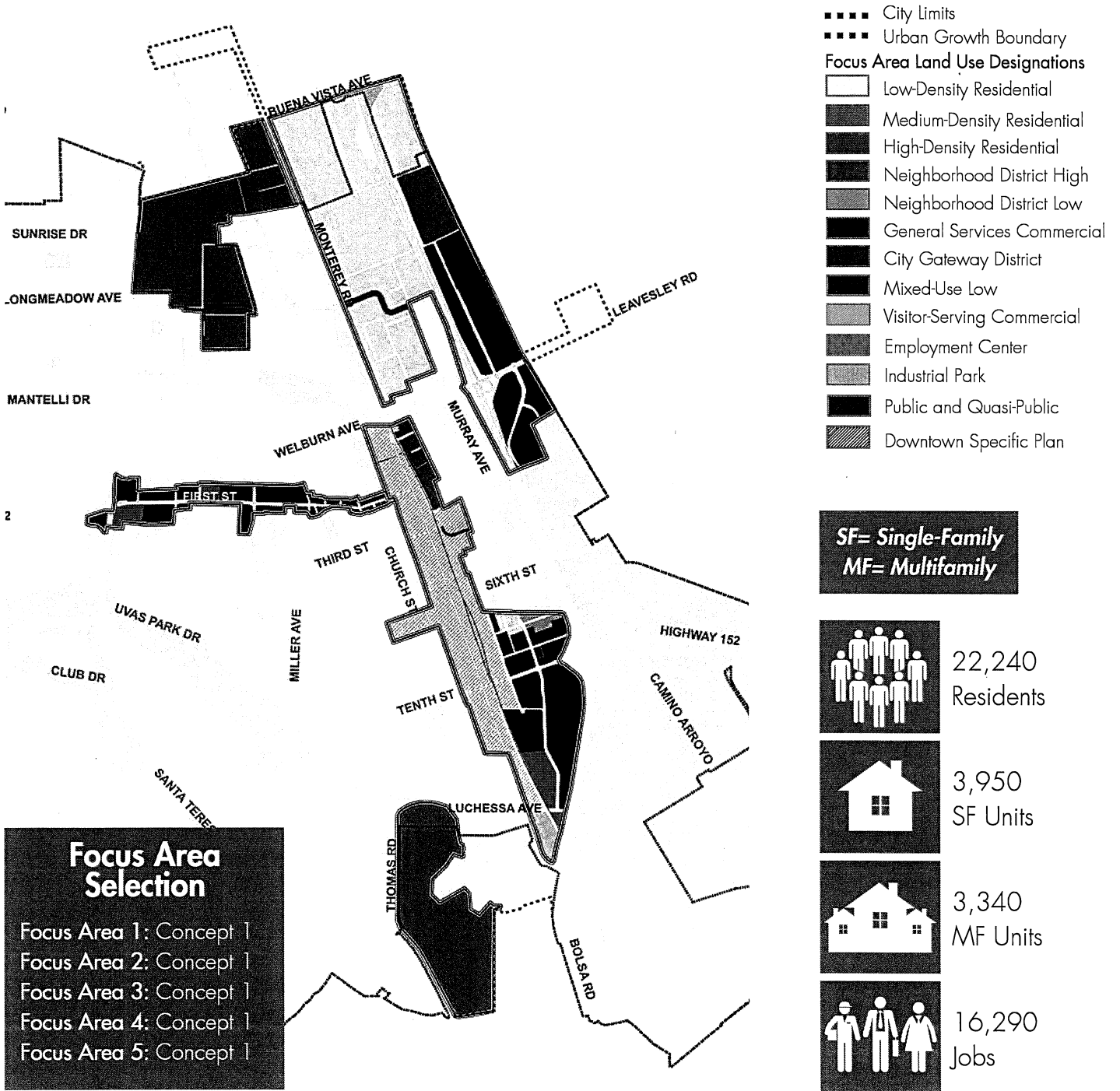
Each Citywide alternative includes a map showing the Focus Area concepts that comprise the Citywide alternative and depict proposed land use designations, and a summary of the population, housing, and jobs that each alternative would support (i.e., the holding capacity).

It should be noted that not all Focus Area concepts are reflected in a citywide alternative. These options are equally important to consider, however, as they provide additional points of comparison. As community members review the alternatives, they are encouraged to provide feedback on each Focus Area as well as the citywide alternatives.



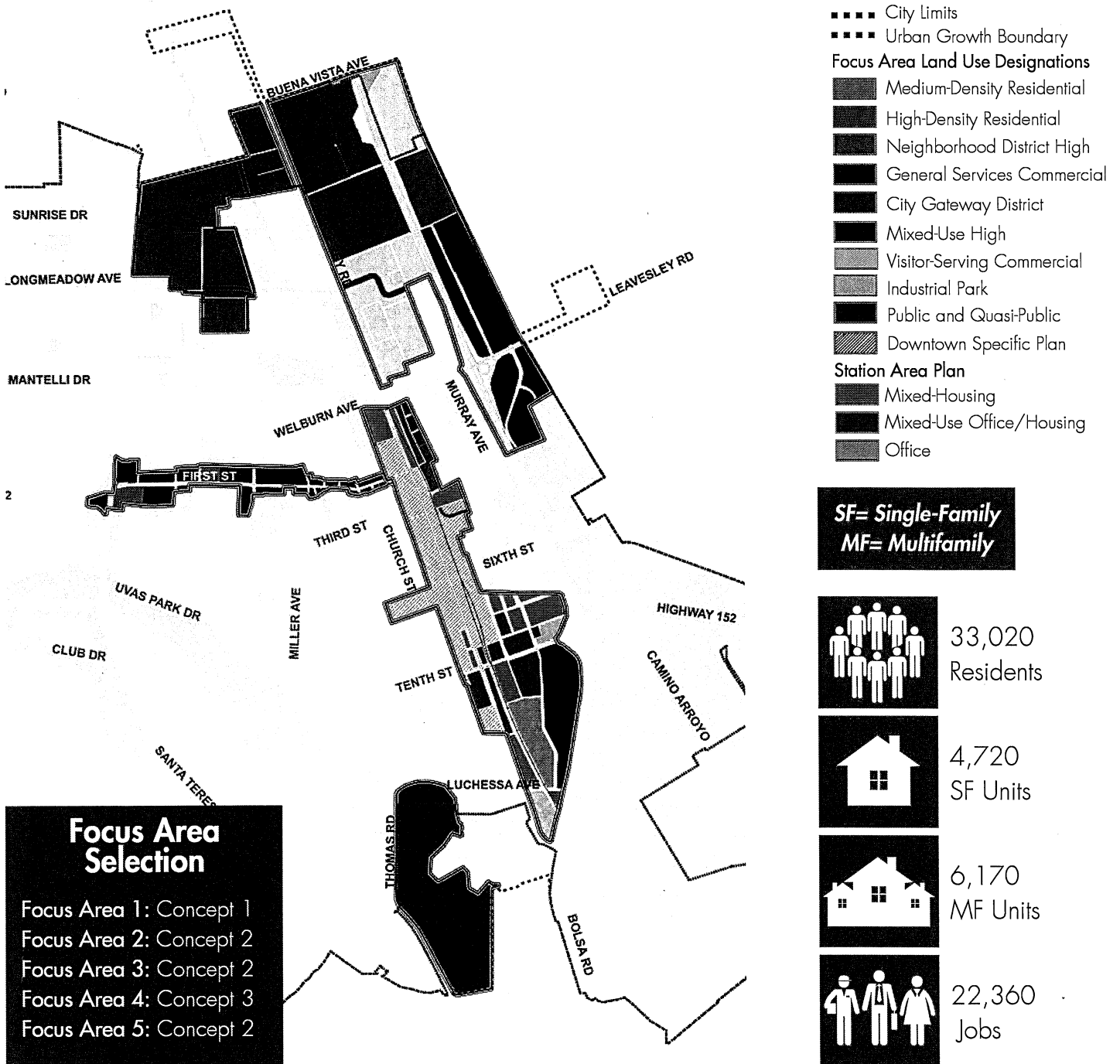
A Citywide Alternative A

Alternative A is consistent with the 2015 Preferred Land Use Alternative selected at the end of the original alternatives phase in 2015, but has been modified to reflect the UGB Initiative. Alternative A contains a balance of single-family and multi-family housing, largely due to the alternative including both Neighborhood District Low in the south and High in the north. Alternative A reflects the currently-adopted Downtown Specific Plan. First Street includes a lower-density mixed-use designation, which has the potential for multi-story housing, office, and retail development.



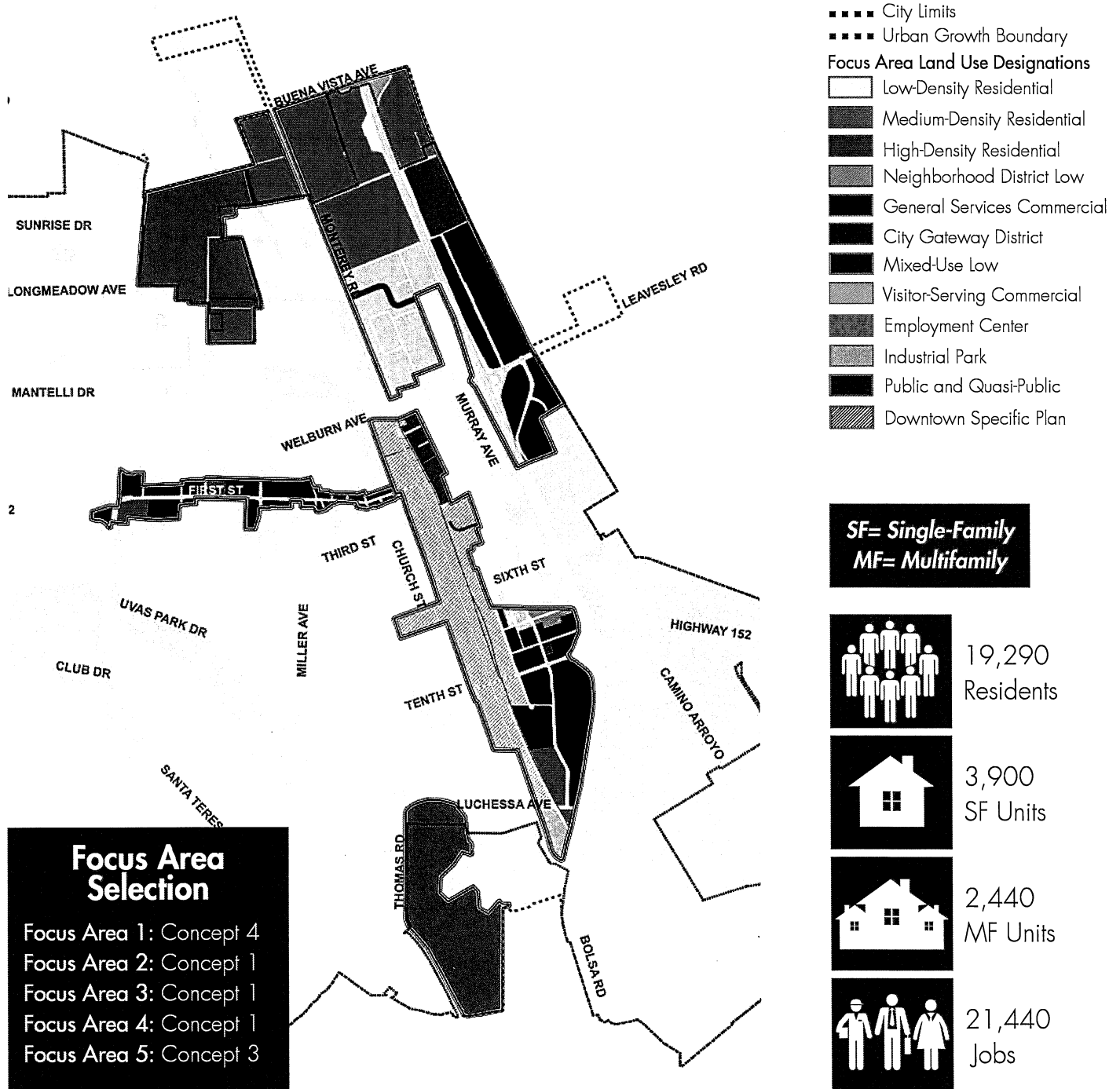
B Citywide Alternative B

Alternative B includes all of the focus area concepts that maximize Gilroy's housing and employment holding capacity, including the Downtown Gilroy Station Area Preferred Alternative. In comparison to the two other alternatives, this scenario includes a higher ratio of multi-family dwellings that are spread throughout the community. This is largely due to the use of the Neighborhood District High designation in both the northern and southern areas of the city, mixed-use high along the First Street corridor, and mixed-use multi-family housing centered around the future high-speed rail station downtown.

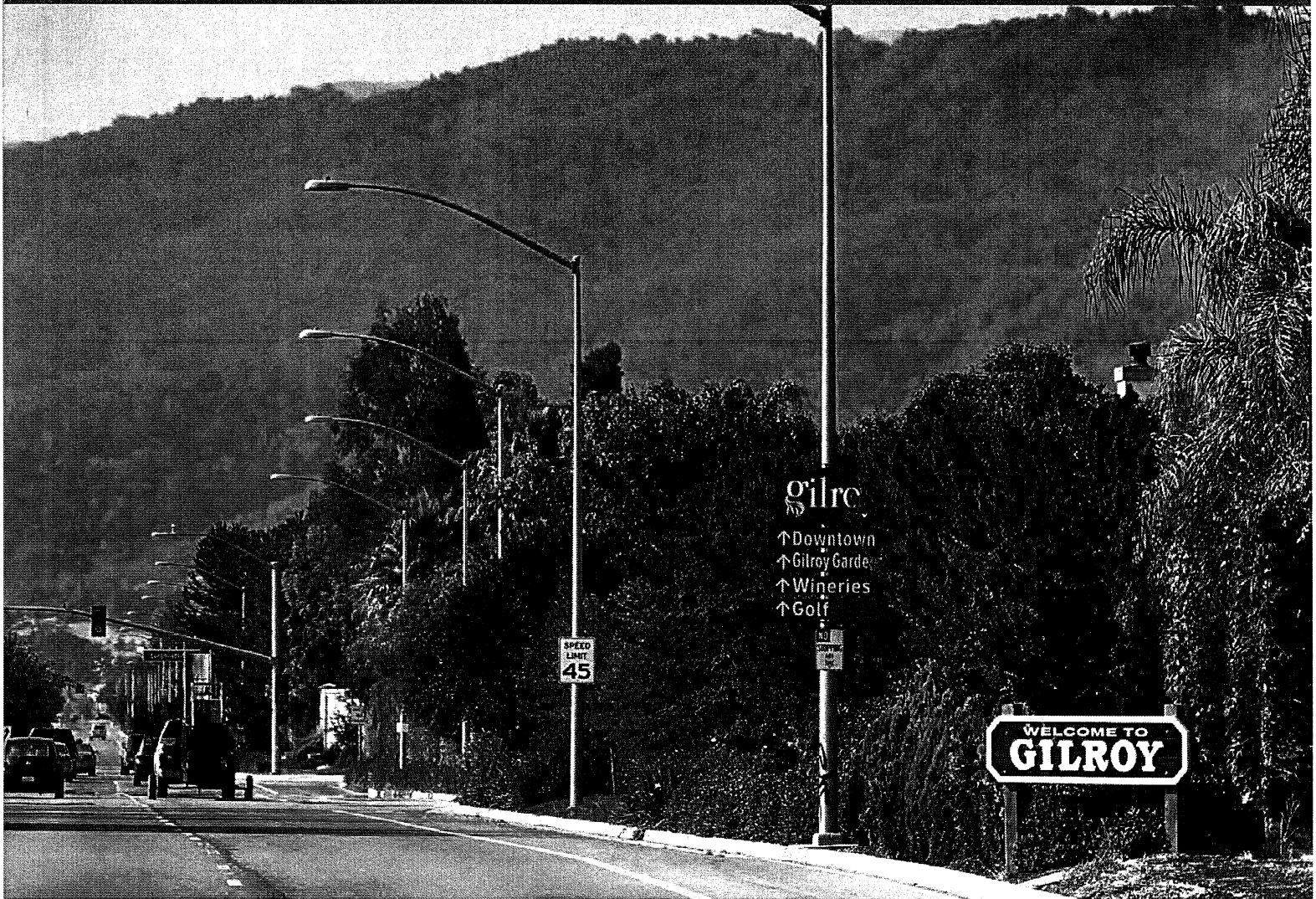


C Citywide Alternative C

Alternative C retains the single-family character of Gilroy, while maintaining a dense downtown core focused on infill and mixed-use development. Other large corridors such as First Street include a lower-density mixed-use designation, which has the potential for multi-story housing, office, and retail development. The sharp increase in employment in Alternative C is linked to the reduction of Neighborhood District and Industrial Park in the north to accommodate the Employment Center designation, which is meant to yield higher-intensity job types.



Section 6: Evaluation of Citywide Alternatives



The goal of the land use alternatives process is for the community to express a preference and the City Council to adopt a preferred land use alternative that is the basis for the 2040 General Plan Land Use Diagram. To provide the community and decision makers with information on which to base their preferences and decisions, this report includes an evaluation of each citywide alternative using a variety of criteria.

This section starts with an “at-a-glance” summary, a snapshot of the results of the evaluation of the three citywide alternatives. A more in-depth discussion follows, and a detailed description of the methodology used in each of the evaluation criteria can be found in the Technical Appendix (under separate cover).

Summary of Evaluation

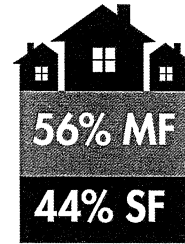
A

B

C

Range of Housing Types

Percentage of single-family (SF) and multi-family (MF) housing units



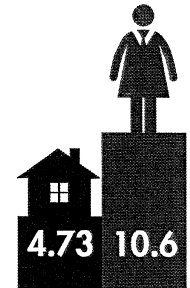
Job Capacity

Number of new jobs that can be accommodated



Land Use Efficiency

Average residential density and employment intensity of new development



Units per Acre:

Housing Jobs

Housing Jobs

Housing Jobs

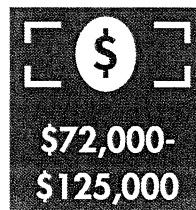
Housing Affordability

Relative housing affordability, ranked from least affordable (\$\$\$) to most affordable (\$)



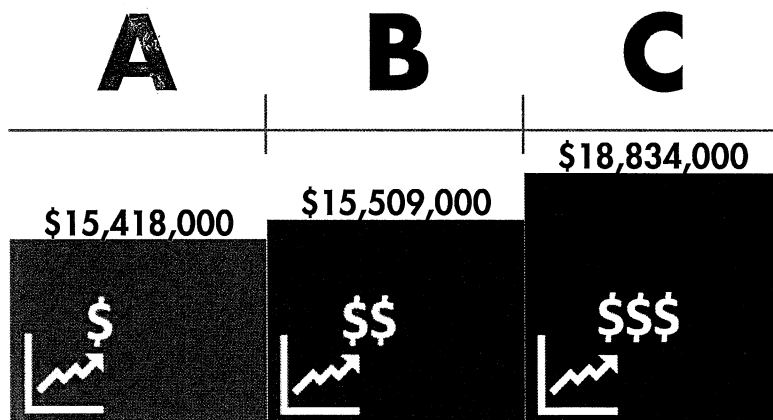
Average Wages

Combined average wages for all new jobs



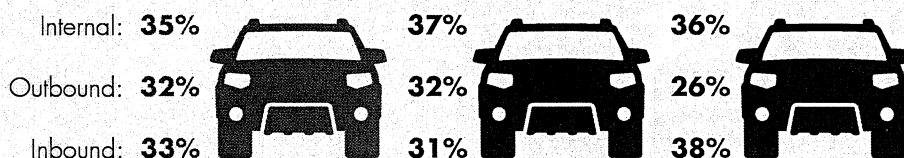
Fiscal Health

The net fiscal benefit to the City (total revenue minus cost to provide services)



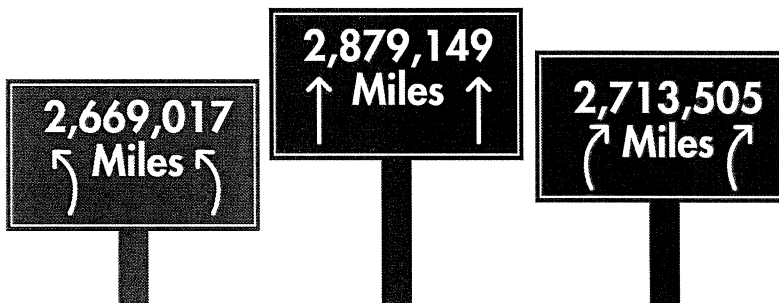
Commute Patterns

Commute patterns for work trips to and from Gilroy, including internal trips



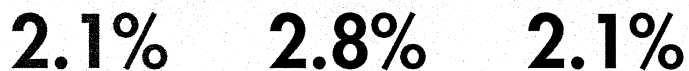
Vehicle Miles Traveled

Total vehicle miles traveled



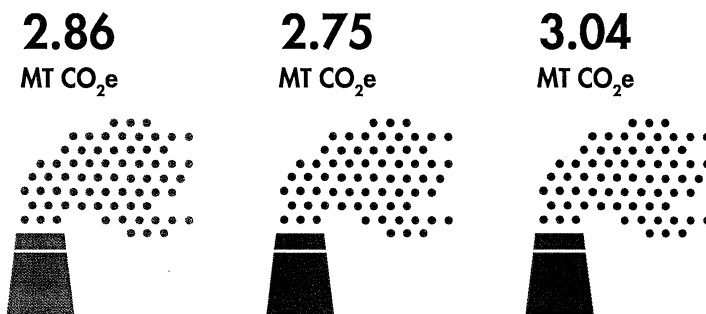
Road Congestion

Percentage of total lane miles operating at LOS D or worse during PM Peak periods (considered congested conditions)



Greenhouse Gas Emissions

Annual per capita GHG emissions, measured in metric tons of carbon dioxide equivalent (MT CO₂e)



Range of Housing

Single-family homes are the predominant housing type in Gilroy. In 2015, there were 15,774 housing units in the city, of which 76 percent were single-family (including mobile homes) and 24 percent were multifamily. All three of the citywide alternatives provide capacity for a greater variety of housing types compared to the current housing stock. This is largely because of the infill opportunities in the Downtown and along First Street, as well as the City's Neighborhood District policy that encourages a variety of housing types.

As noted earlier, all three alternatives provide more than enough housing to meet the low market population projection, and only Alternative B has capacity that exceeds the high market projection at full buildout.

Figure 7 shows that Alternative B provides capacity for the greatest amount and the greatest variety of housing. It has capacity for 4,720 new single-family homes and 6,170 multi-family units. At full buildout, this would result in a total of about 26,665 units in Gilroy, of which about 63 percent would be single family and 37 percent would be multifamily.

FIGURE 6: NEW HOUSING UNIT CAPACITY VS. 2015-2040 PROJECTION

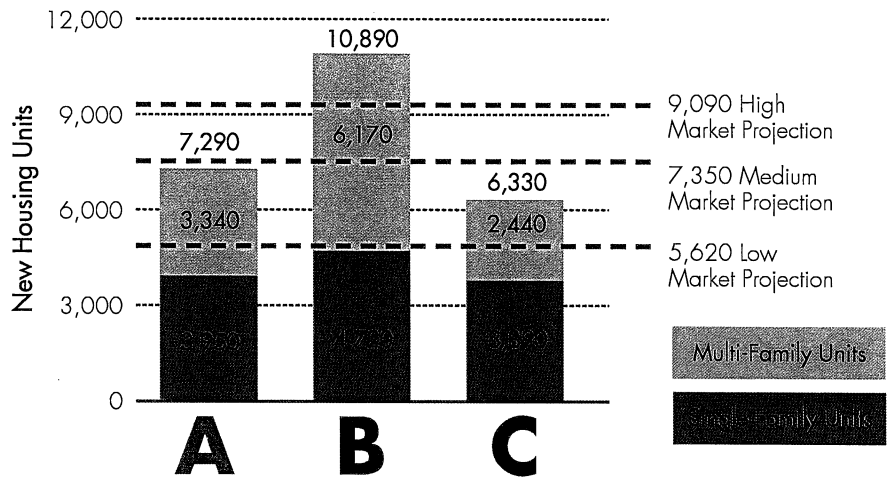
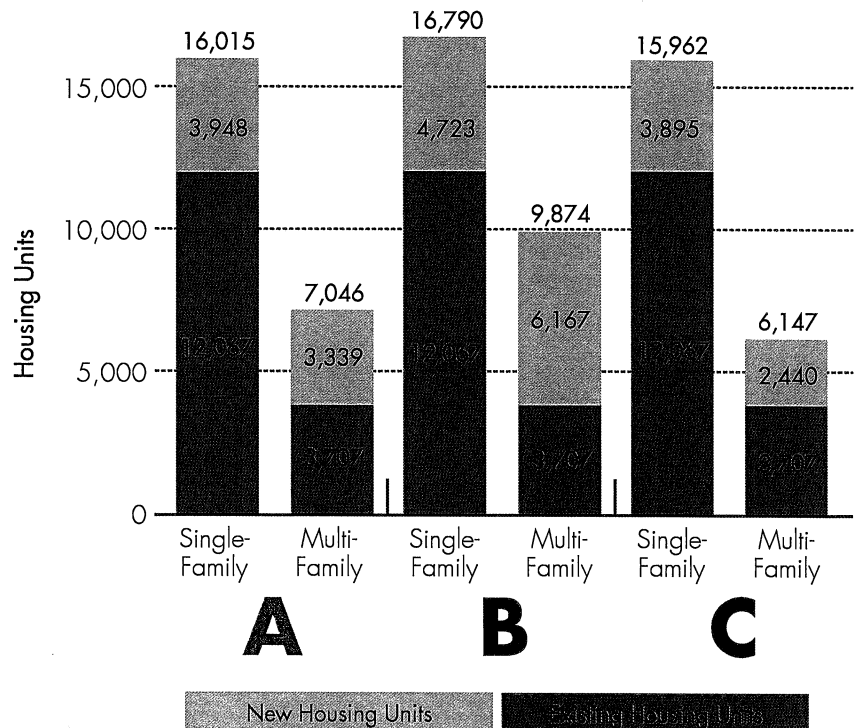


FIGURE 7: TOTAL HOUSING UNITS BY TYPE (2040)



Land Use Efficiency

Land use efficiency is a measure of the average number of units and jobs per acre of land developed. At full buildout, Alternative B: Housing Focus averages 6.34 housing units per acre, higher than Alternatives A and C. Alternative C: Low Residential Growth has the lowest average residential density, but a higher average employment intensity (jobs/acre) with the addition of the Employment Center to Focus Areas 1 and 5. The employment intensity of Alternative B is higher than Alternative A because of the intense job development associated with the Downtown Station Area Preferred Alternative.

TABLE 3: HOUSING AND JOBS PER ACRE

	Average Housing Units/Acre	Average Jobs/Acre
Alternative A	5.25	8.0
Alternative B	6.34	10.5
Alternative C	4.73	10.6

Jobs Capacity

This criteria measures the projected number of new jobs that each alternative can accommodate, assuming the full buildout of all land designated for employment. Alternative B provides the greatest capacity for new jobs because it designates the greatest amount of land for employment, specifically in the Station Area. All three alternatives include more land than required to support the market-based projection of job growth by 2040.

Job Capacity Per Alternative

A

16,290

B

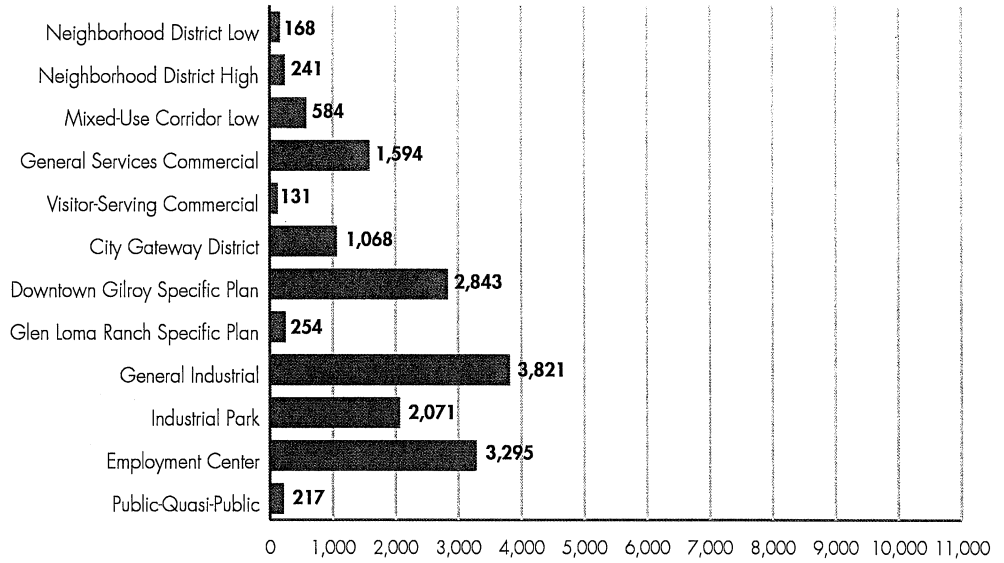
22,360

C

21,440

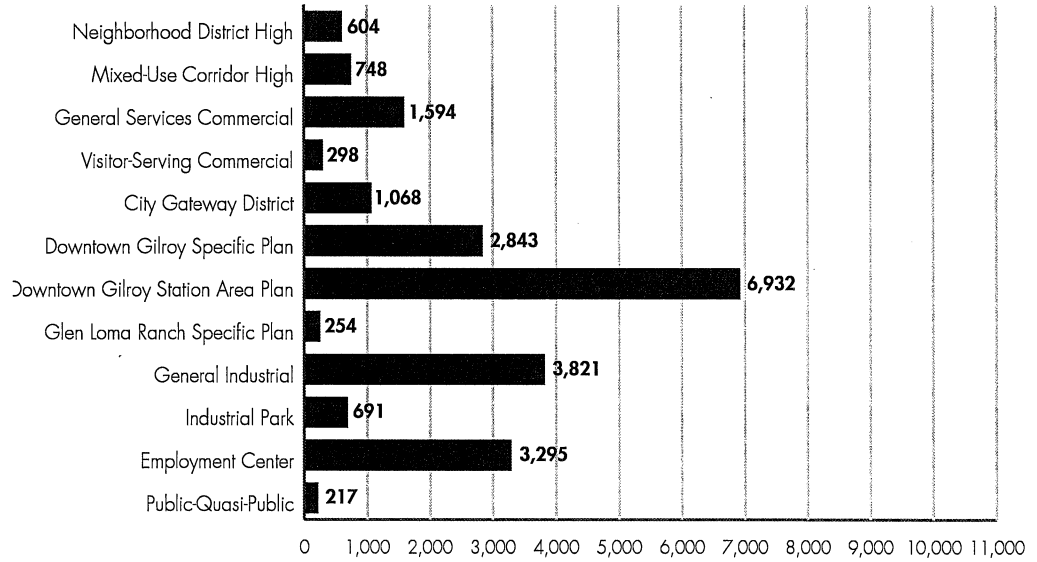
**FIGURE 8:
ALTERNATIVE A:
JOBS PER LAND
USE DESIGNATION**

A



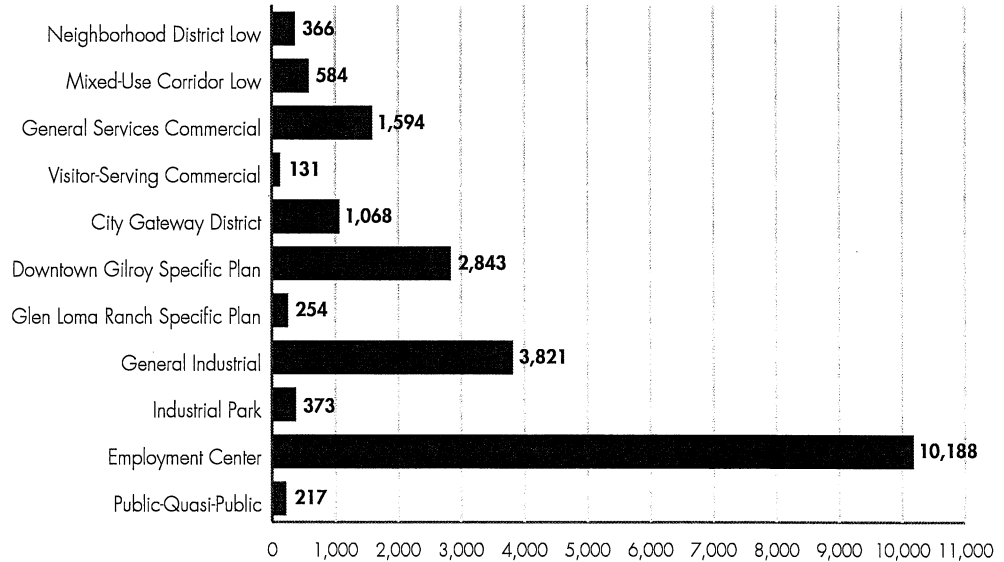
**FIGURE 9:
ALTERNATIVE B:
JOBS PER LAND
USE DESIGNATION**

B



**FIGURE 10:
ALTERNATIVE C:
JOBS PER LAND
USE DESIGNATION**

C



Employment Mix and Average Wages

This criteria measures the percentage of jobs and average wages by industry. Figure 11 shows the percentages of jobs in Manufacturing/Wholesale (Industrial), Retail/Services (Commercial), and Office-based businesses for each alternative. Alternative A has more industrial and commercial jobs, but fewer office jobs than the other alternatives. Alternative B is more focused on office jobs while Alternative C has a balance of office and industrial jobs but fewer commercial jobs.

These broad land use categories can support many different kinds of businesses, depending on the future economic development market in Gilroy. For example, the industrial market in Gilroy is currently largely centered on the food processing sector, whereas in Santa Clara County manufacturing and wholesale is more technology-oriented. Similarly, the office space market in Gilroy currently supports professions such as civil engineering, architecture, accounting, and legal practices, while elsewhere in Santa Clara County the office business mix is more associated with internet and software companies. These differences affect the wages that can be expected from new job growth in the General Plan Alternatives. Using Santa Clara County average wages, the categories are estimated to pay the following average annual wages, depending on the future job mix:

	City Job Mix:	County Job Mix:
Manufacturing/Wholesale (MW)	\$90,600	\$179,700
Retail/Services (RS)	\$40,600	\$58,300
Office (O)	\$98,800	\$156,900

Using the weighted average wages for jobs in each land use category, Figure 12 shows the combined average wage produced by each alternative. The differences are not major among the alternatives, but Alternative C offers an average wage of \$76,300 to \$130,300 compared to \$72,000 to \$125,000 for Alternative A and \$75,250 to \$124,800 for Alternatives A and B, respectively. This is due to the balance of industrial and office jobs in Alternative C, compared to the higher levels of retail/services jobs in the other alternatives.

FIGURE 11: PERCENT OF JOBS BY CATEGORY

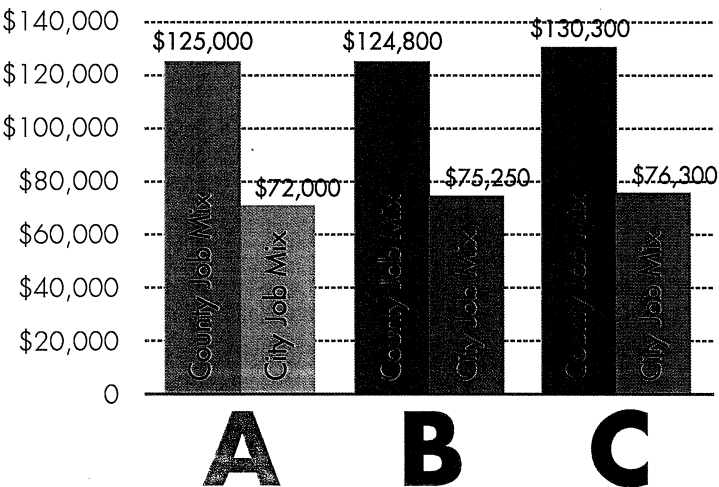
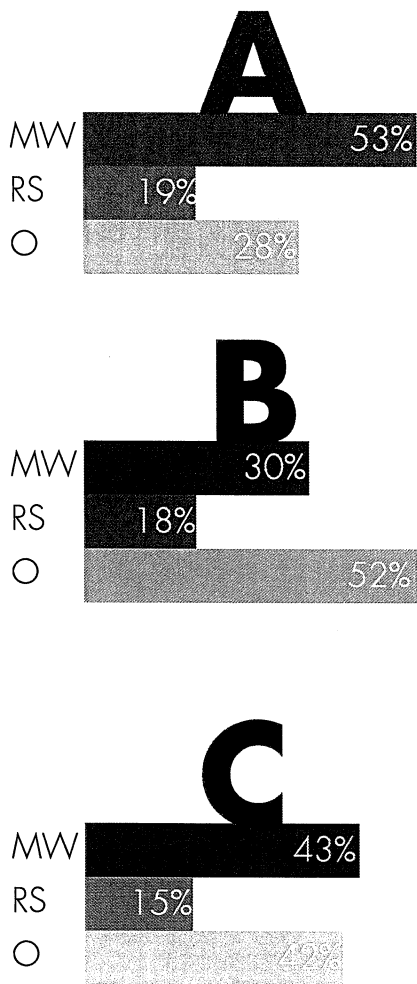


FIGURE 12: COMBINED WEIGHTED AVERAGE ANNUAL WAGES

Housing Affordability

This criteria measures housing affordability for low-density (LDR), medium-density (MDR), and high-density (HDR) housing. Table 4 shows the estimated average sales prices for each residential category based on recent market activity in Gilroy. The table also shows the estimated monthly payment required for homes at these prices. Assuming housing costs are 30 percent of household income, the table shows what annual household income and individual salary would be required to purchase the homes. Many homes have more than one worker and in Gilroy on average it is estimated there are 1.8 workers per household. Two or more workers in the same household would combine incomes to qualify to purchase a home. The figures in the right hand column of the table indicate the average salary that each worker in the household would need to earn to make the required household income. These salary levels can be compared with the average salaries for the jobs in each alternative shown in the section above.

In order to purchase the average low-density single-family house at \$682,000, a household would need to make \$142,400 per year. This could be accomplished with two workers earning average industrial or office wages in Gilroy, or with one worker in an industrial or office-based technology job. The medium-density houses could be purchased with one worker making industrial or office wages in Gilroy and an additional worker in retail or services. The higher-density houses would be affordable to households with two workers in retail/ services.

TABLE 4: PROJECTED PRICES AND REQUIRED INCOMES FOR MAJOR HOUSING TYPES BY ALTERNATIVE

Housing Type	Alternatives						Housing Affordability			
	A		B		C		Purchase Price	Monthly Payment	Household Income	Individual Salary
	Units	%	Units	%	Units	%				
LDR	3,511	48.2%	1,073	37.4%	3,599	56.8%	\$682,000	\$3,560	\$142,400	\$79,111
MDR	1,219	16.7%	2,250	20.7%	1,653	10.3%	\$520,800	\$2,719	\$108,700	\$60,389
HDR	2,557	35.1%	4,568	41.9%	2,031	32.9%	\$367,000	\$1,916	\$76,600	\$42,556

LDR = Low-Density Residential

MDR = Medium-Density Residential

HDR = High-Density Residential

In terms of how the Alternatives compare overall for average salary and average housing cost, Alternative C has a higher percentage of more expensive units and also offers the highest average wage among the alternatives. Alternative B has the highest percentage of lower-priced housing and also provides a slightly lower average wage than do Alternatives A or C.

The biggest housing affordability issue is for workers in retail and services. Comparing the numbers of low-wage retail/service jobs in each alternative to the number of housing units planned in the more affordable residential categories, there is some potential for housing affordability issues. As shown in the analysis

of average wages, retail/services jobs generally pay \$40,600 to \$58,000 per year. This would allow most workers in the commercial sector to afford housing in the high- and medium-density residential categories. As shown in Table 2, all of the alternatives provide more jobs in the retail/services categories than housing in the high- and medium-density categories. The deficit is greatest for Alternative C and lowest for Alternative B. However, the market projection for 2040 suggests that more realistic retail/services job growth would be about 4,700 jobs. Alternative B provides more than enough affordable housing under this market-based scenario while Alternative A and Alternative C are about 1,000 and 2,000 units short, respectively.

TABLE 5: RETAIL/SERVICES JOBS VS. MEDIUM- AND HIGH-DENSITY HOUSING BY ALTERNATIVE

Alternative	Retail/Service Jobs	Medium- and High-Density Housing	Market Projection of Retail/Service Jobs
Alternative A	6,758	3,776	4,741
Alternative B	8,465	6,818	4,741
Alternative C	7,413	2,734	4,741

Fiscal Health

Fiscal health is measured as the ratio of City revenues generated by each alternative to the costs to provide services and infrastructure to support projected development, and expressed as the net fiscal impact. The higher the ratio of annual revenues to costs means there is a better balance between costs for services and incoming revenues. The figures reflect annual costs and revenues at full build out of the alternatives.

Overall residential land uses generally create more cost for the City than the tax revenue they generate. The City relies on its commercial and industrial land uses to augment the tax base needed to provide services to residential neighborhoods.

Alternative B generates the most annual revenue, at \$41.4 million per year, but also would require the highest cost for services, at \$25.9 million. The net revenue of \$15.5 million is just slightly above the net revenue of Alternative A, at \$15.4 million. Alternative C has the highest net revenue at \$18.8 million per year.

For Alternative C, the revenues are 2.2 times higher projected service costs, compared to a ratio of 1.9 for Alternative A and 1.6 for Alternative B. Alternative C has the most favorable ratio of revenue to costs of the three alternatives This is mainly due to the mix of land uses in each alternative.

FIGURE 15: RATIO OF ANNUAL REVENUES TO COSTS FOR EACH ALTERNATIVE

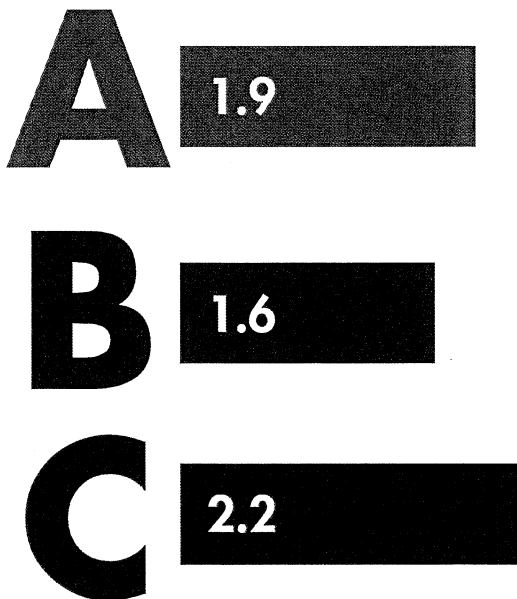


FIGURE 13: FISCAL IMPACT BY ALTERNATIVE

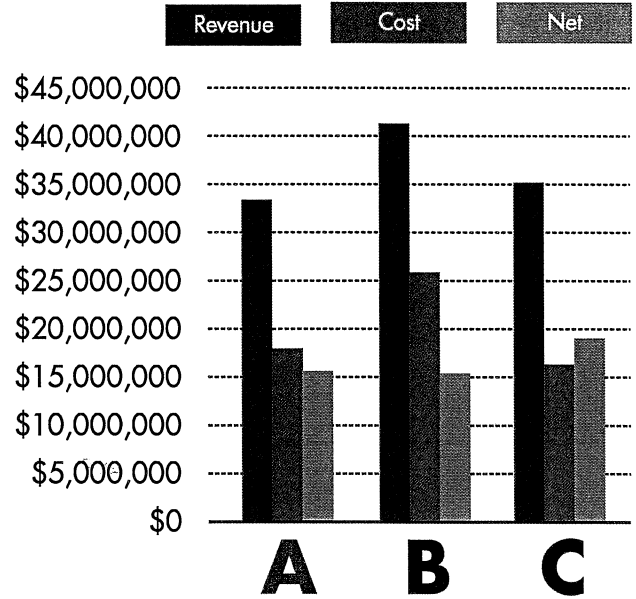
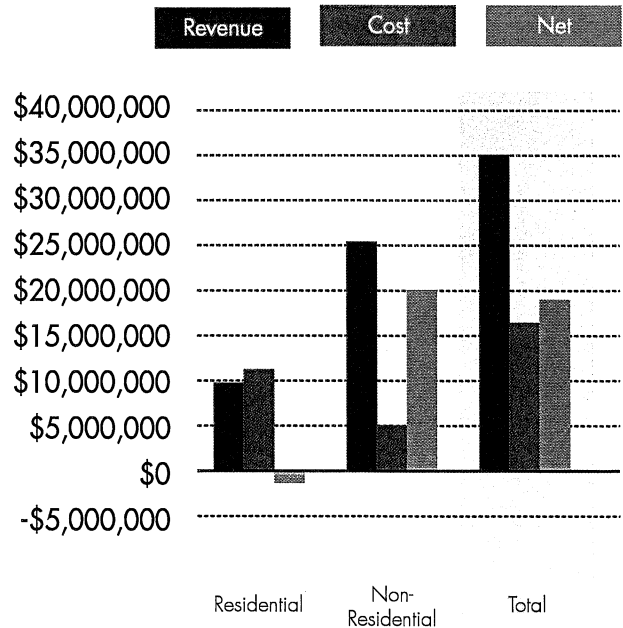


FIGURE 14: FISCAL IMPACT BY MAJOR LAND USE CATEGORY

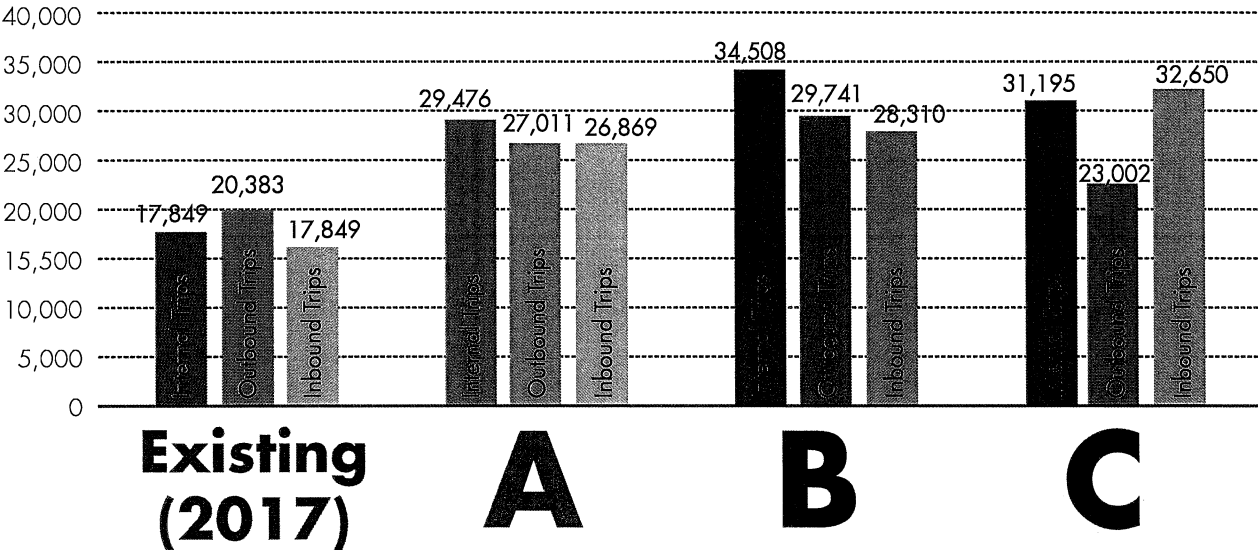


Residential land uses generally create more cost for the City than tax revenue they generate. The City relies on its commercial and industrial land uses to augment the tax base to provide services.

Commute Patterns

Currently, more people commute for work to areas outside Gilroy (45 percent) compared to people commuting into Gilroy (35 percent). In the future, this pattern could become more balanced between inbound and outbound trips with Alternatives A and B. The reverse would occur with Alternative C shown below, where more people would commute into than out of Gilroy for work.

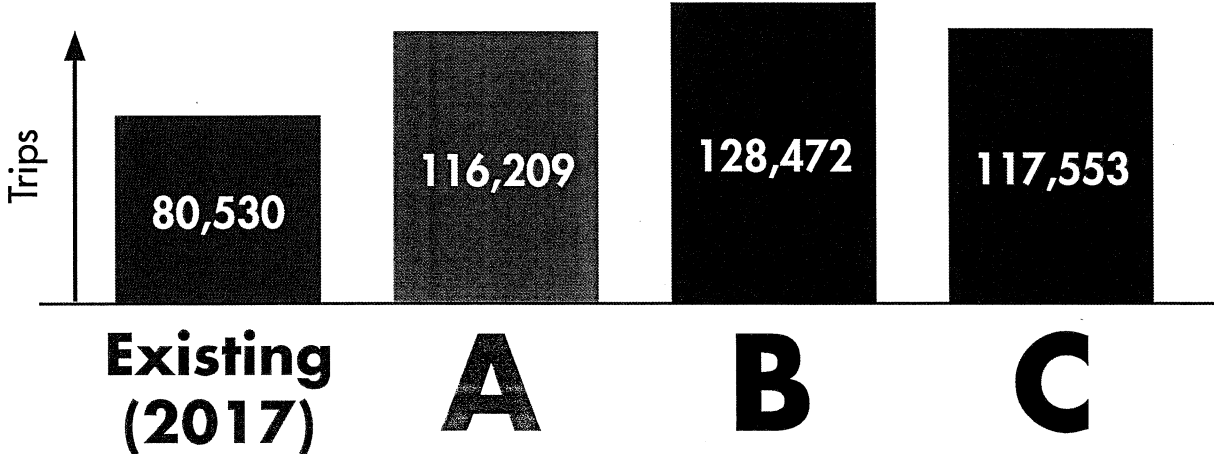
FIGURE 16: COMMUTE PATTERNS (WORK-RELATED TRIPS)



Trip Generation

This measure looks at the total estimated number of trips made for all purposes (e.g., work, school, shopping) during peak morning and evening hours for each of the three alternatives. Alternatives A and C would have roughly the same total trip generation and Alternative B would have about 11,000 to 12,000 more peak-hour trips than the other two alternatives.

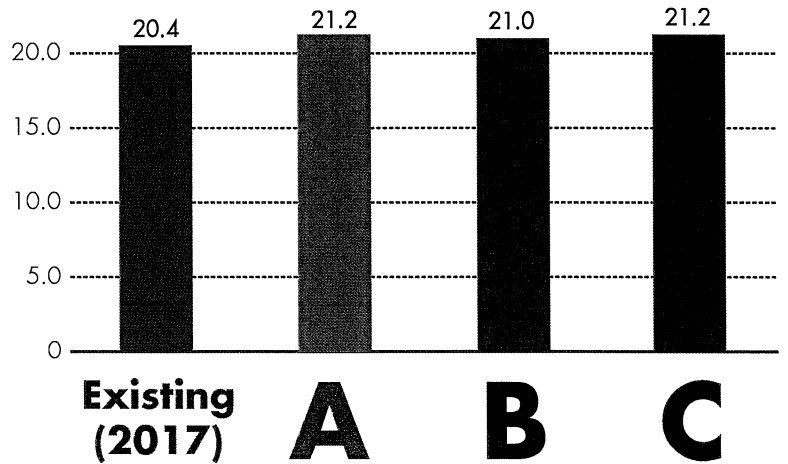
FIGURE 17: TOTAL PEAK-HOUR TRIP GENERATION



Vehicle Miles Traveled (VMT) per Capita

This criteria measures vehicle miles traveled to determine the effects of proposed land use changes on traffic patterns within the city. Since the travel demand model generates traffic based on population (defined by the number of housing units) and jobs, for the purpose of comparison, the definition of “per capita” is the sum of Gilroy population and Gilroy jobs. The results show that the VMT per capita would increase by approximately 0.6 for Alternative B and by 0.8 miles for Alternative A and C compared to 2017. Although Alternative B would have slightly higher overall VMT than the other two alternatives, it also would have a slightly higher percentage of internal trips (trips that start and end in Gilroy) compared to the other alternatives, which results in lower VMT per capita. This is likely the result of the larger increase in the number of multi-family units assumed in Alternative B and a better balance between jobs and employed residents in Gilroy.

FIGURE 18: VMT PER CAPITA BY ALTERNATIVE



Vehicle Miles Traveled (VMT) by Facility Type

This criteria measures the peak-hour VMT on three transportation facility types (freeways, arterials, and collectors) within the city for each of the land use alternatives. The values in the table represent the sum of the AM and PM peak-hour VMT results produced by the model. The VMT analysis indicates that Alternatives A and C would result in similar increases in peak-hour VMT (approximately 43 percent) compared to existing (2017). Alternative B would result in an increase in peak-hour VMT of approximately 50 percent compared to existing (2017).

TABLE 6: PEAK-HOUR VMT PER ALTERNATIVE

Scenario	Facility Type			Total
	Freeways	Arterials	Collectors	
Existing (2017)	99,935	78,182	30,673	208,790
Alternative A	137,154	118,527	41,879	297,560
Alternative B	140,473	127,497	45,592	313,562
Alternative C	137,816	118,523	42,486	298,825

Roadway Congestion Analysis

This criteria measures traffic congestion on roads in Gilroy using level of service (LOS). Level of service is a qualitative description of operating conditions (degree of delays at intersections) ranging from LOS A, or free-flow conditions with little or no delay, to LOS F, or jammed conditions with excessive delays. The analysis evaluates the percentage of lane-miles within the roadway network system projected to operate at various LOS grades during the AM and PM peak hours. For this analysis, LOS C or better is considered acceptable operating conditions; LOS D or worse is considered congested operating conditions. These tables show that demand on the transportation system would be slightly higher with Alternative B. However, the results indicate that the anticipated overall level of congestion on local roadways would be relatively low with all the General Plan alternatives. The results also indicate that the local transportation system would have roughly the same projected traffic demands with each of the land use alternatives. Therefore, traffic conditions and the level of transportation infrastructure improvements needed would be about the same with each of the land use alternatives.

**TABLE 7: AM PEAK-HOUR ROADWAY CONGESTION
(PERCENTAGE OF LANE MILES OPERATING AT LOS D OR WORSE)**

	Existing (2017)	A	B	C
Local Roadways	0.7%	1.3%	1.7%	1.2%
Freeways	7.7%	4.1%	4.1%	4.1%

**TABLE 8: PM PEAK-HOUR ROADWAY CONGESTION
(PERCENTAGE OF LANE MILES OPERATING AT LOS D OR WORSE)**

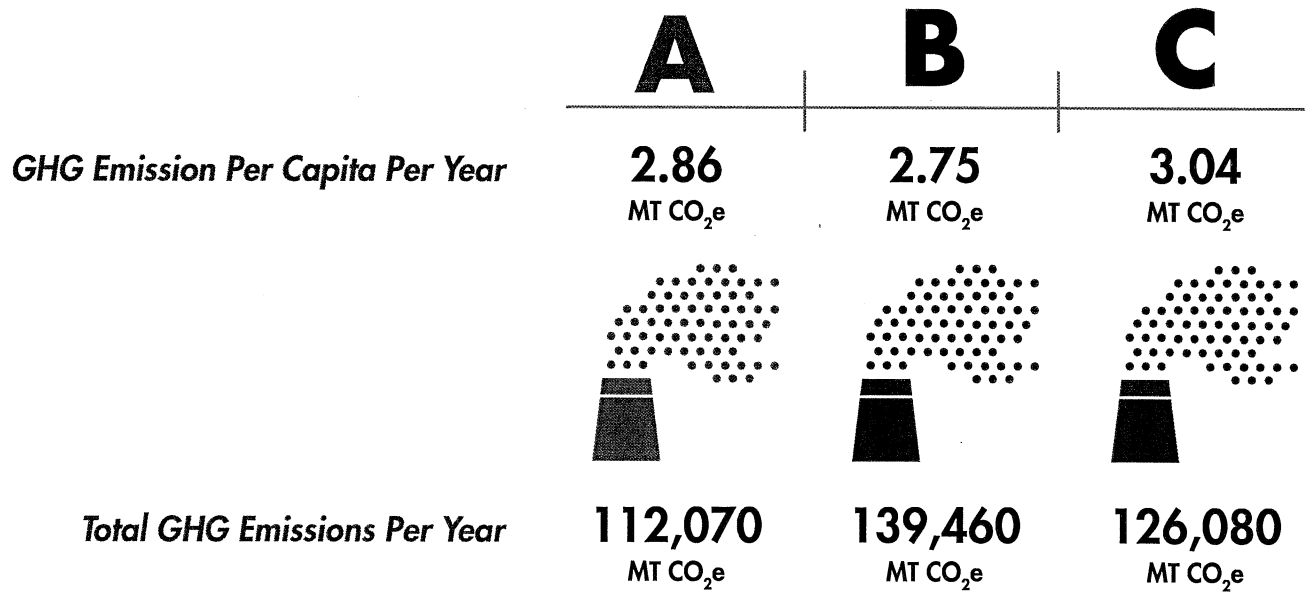
	Existing (2017)	A	B	C
Local Roadways	0.6%	0.6%	0.8%	0.3%
Freeways	15.4%	13.2%	17.6%	12.0%

Greenhouse Gas Emissions

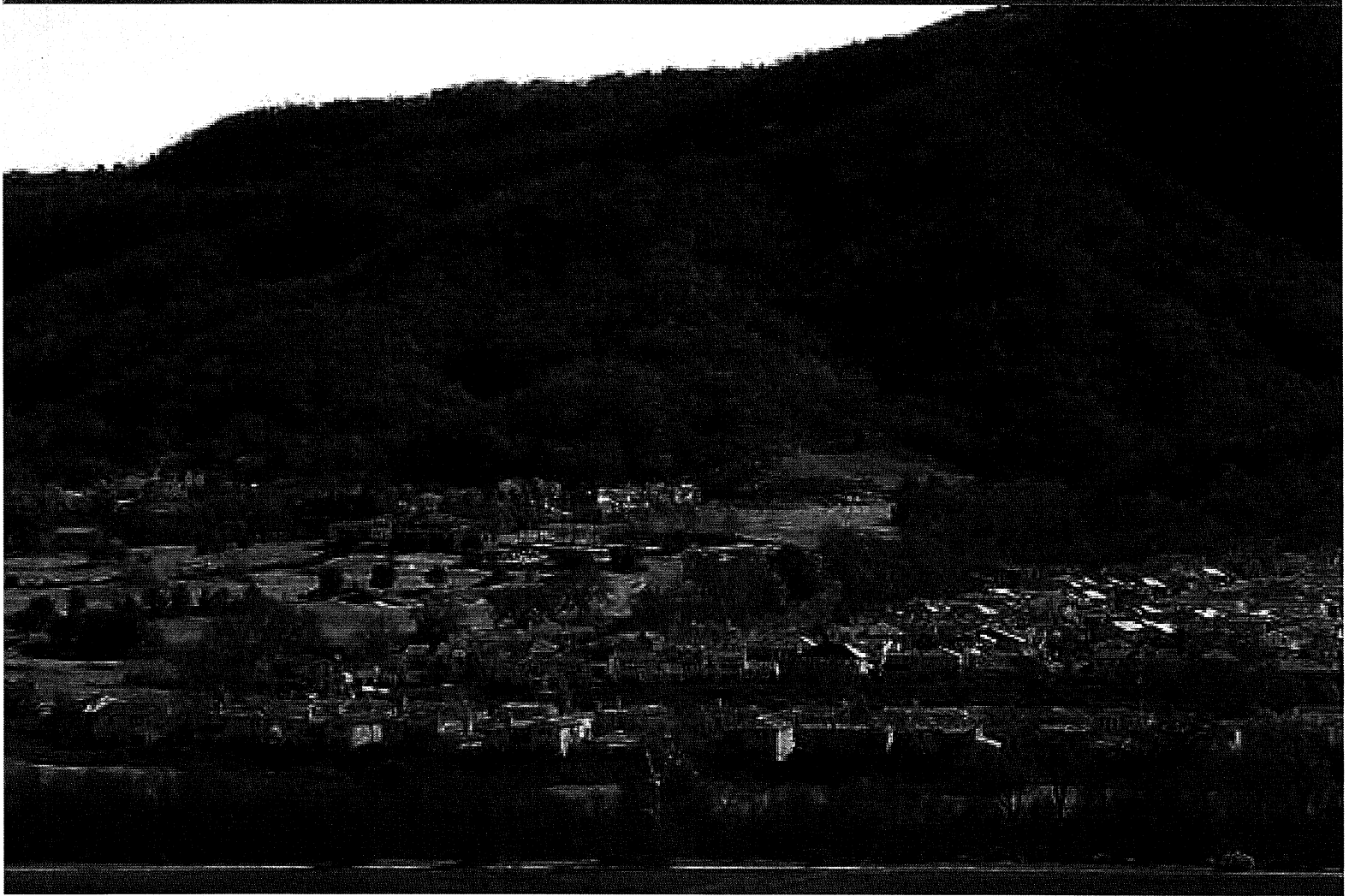
Greenhouse gas emissions (GHGs) are generated by a variety of human activities and natural processes. Those generated by human activity, primarily through the combustion of fossil fuels used to power vehicles and to generate electricity, have been identified by the scientific community as contributing to global climate change. Climate change has the potential to create widespread impacts that include sea level rise, increased incidence of disease, reduced water availability, increased fire hazards, extreme heat, flooding, and more.

A comparison of the per capita¹ per year GHG emissions for the three alternatives provides the most relevant measure for ranking GHG emission characteristics. Alternative B has the lowest per capita GHG emissions rate of 2.75, measured in MT CO₂e (metric tons of carbon dioxide equivalent), followed by Alternative A with a rate of 2.86, and Alternative C with a rate of 3.04. This is largely because Alternative B includes a greater percentage of multifamily units in proximity to transit. However, because Alternative B has capacity for the greatest population growth at full buildout, it also has an overall higher level of total GHG emissions.

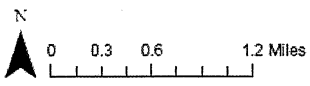
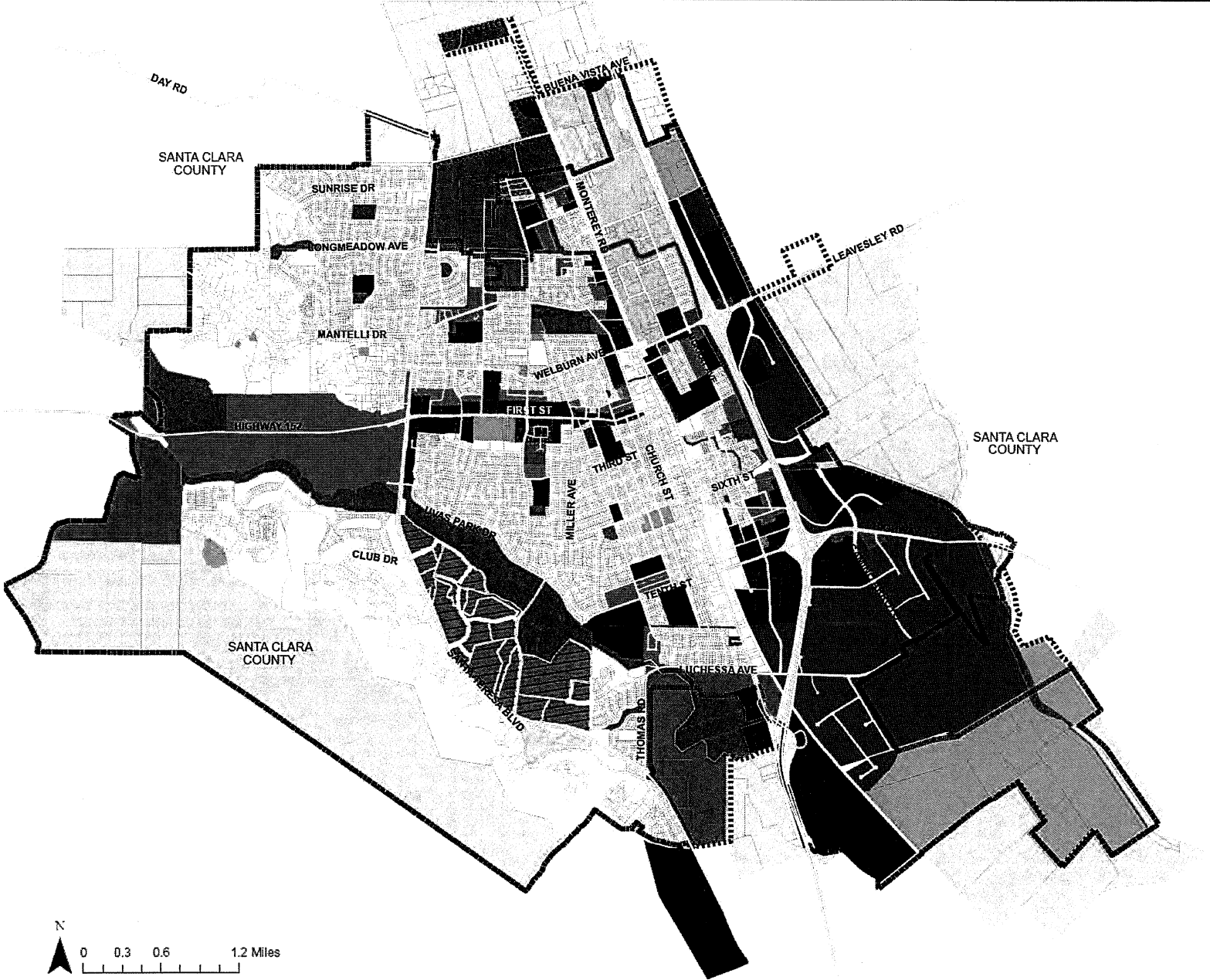
¹ Capita includes both population and jobs for this analysis.



Section 7: Citywide Land Use Maps

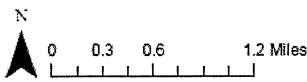
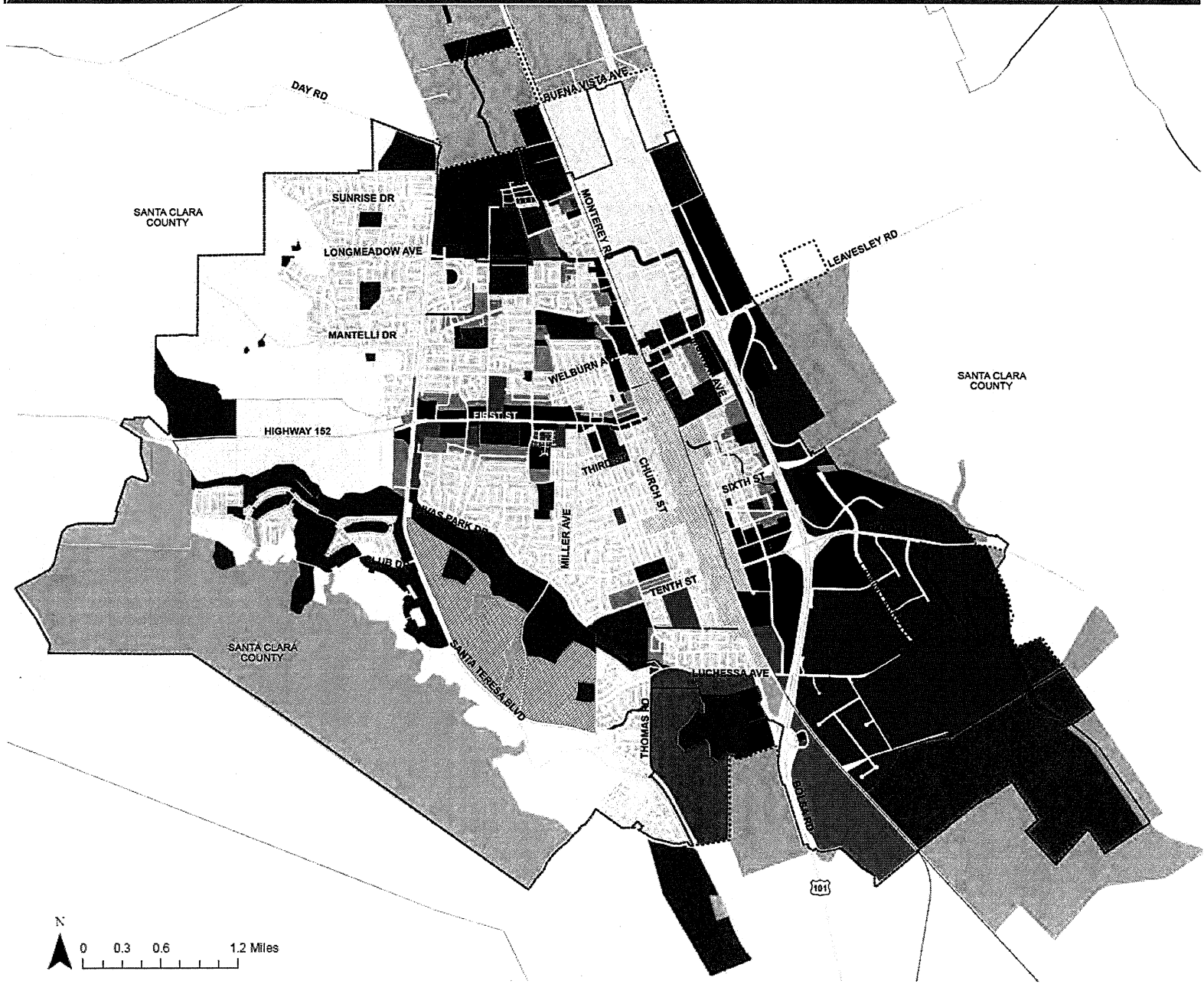


2020 General Plan Map



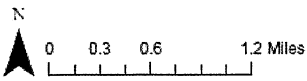
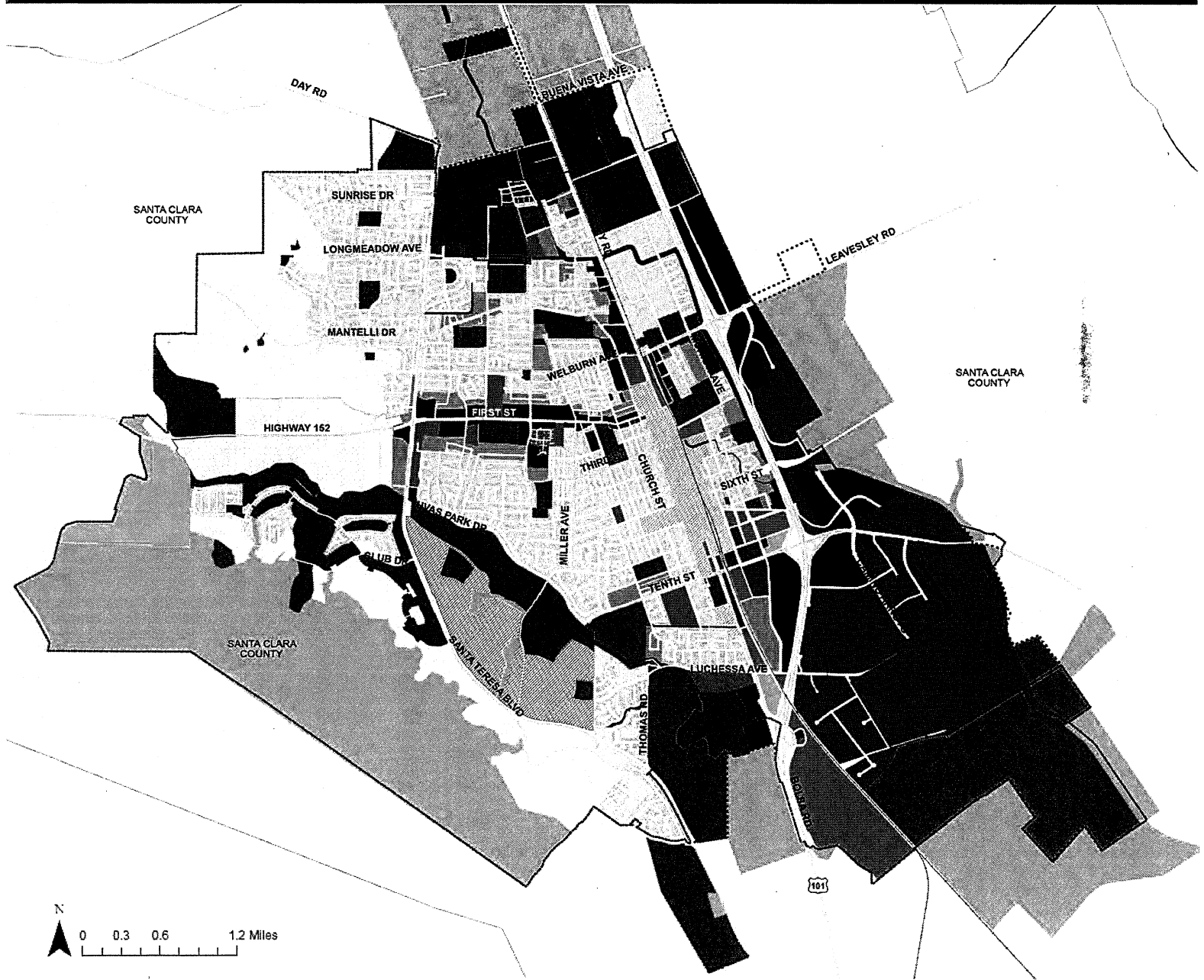
- | | | | |
|--|---|---|---|
| <ul style="list-style-type: none"> ----- City Limits ----- Urban Growth Boundary | <ul style="list-style-type: none"> □ Rural Residential □ Hillside Residential □ Low-Density Residential □ Medium-Density Residential □ High-Density Residential □ Neighborhood District □ General Services Commercial □ Visitor-Serving Commercial □ Professional Office | <ul style="list-style-type: none"> □ General Industry □ Industrial Park □ Campus Industrial □ Open Space □ Parks and Recreation □ Public and Quasi-Public □ Educational Facility | <ul style="list-style-type: none"> □ Downtown Specific Plan □ Hecker Pass Special Use District □ Glen Loma Ranch |
|--|---|---|---|

A Citywide Alternative



- | | | | |
|--|---|--|---|
| <ul style="list-style-type: none"> ----- City Limits ----- Urban Growth Boundary | <ul style="list-style-type: none"> [White Box] Hillside Residential [Light Gray Box] Low-Density Residential [Medium Gray Box] Medium-Density Residential [Dark Gray Box] High-Density Residential [Light Gray Box] Neighborhood District Low [Dark Gray Box] Neighborhood District High [Dark Gray Box] General Services Commercial [Dark Gray Box] City Gateway District [Dark Gray Box] Mixed-Use Low | <ul style="list-style-type: none"> [Light Gray Box] Visitor-Serving Commercial [Dark Gray Box] General Industrial [Dark Gray Box] Employment Center [Light Gray Box] Industrial Park [Light Gray Box] Open Space [Dark Gray Box] Parks and Recreation [Dark Gray Box] Public and Quasi-Public [White Box] Rural County | <ul style="list-style-type: none"> [Dark Gray Box] Downtown Specific Plan [Dark Gray Box] Hecker Pass Special Use District [Dark Gray Box] Glen Loma Ranch |
|--|---|--|---|

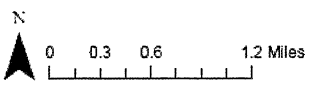
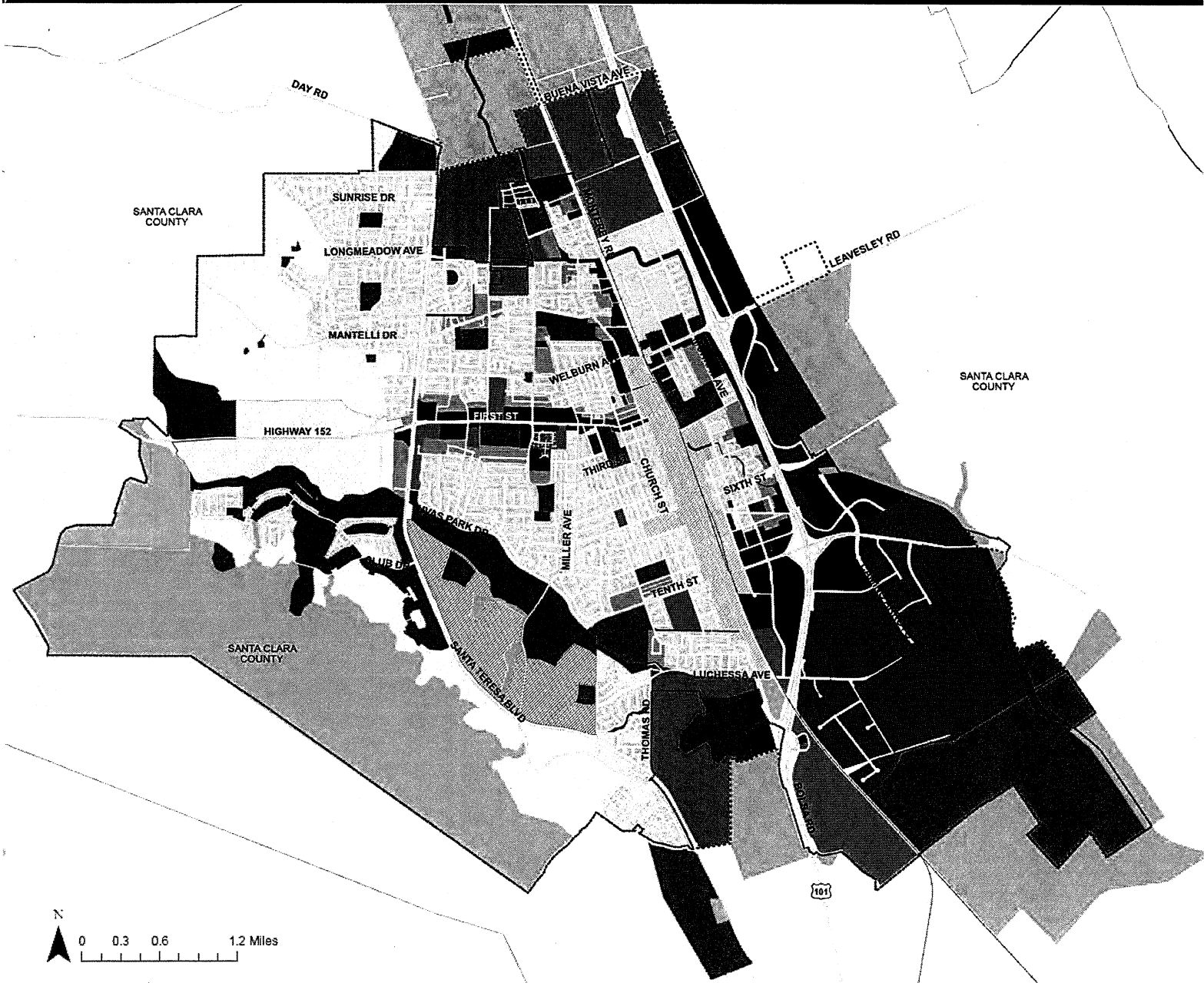
B Citywide Alternative



- | | | | |
|--|--|---|--|
| <ul style="list-style-type: none"> ■■■■ City Limits ■■■■ Urban Growth Boundary | <ul style="list-style-type: none"> □ Hillside Residential □ Low-Density Residential ■ Medium-Density Residential ■ High-Density Residential ■ Neighborhood District Low ■ Neighborhood District High ■ General Services Commercial ■ City Gateway District ■ Mixed-Use High | <ul style="list-style-type: none"> ■ Visitor-Serving Commercial ■ General Industrial ■ Employment Center ■ Industrial Park ■ Open Space ■ Parks and Recreation ■ Public and Quasi-Public □ Rural County | <ul style="list-style-type: none"> ■ Downtown Specific Plan ■ Hecker Pass Special Use District ■ Glen Loma Ranch ■ Mixed-Use Housing/Office ■ Mixed-Use Housing ■ Office |
|--|--|---|--|



Citywide Alternative



- | | | | |
|--|---|---|---|
| <ul style="list-style-type: none"> ••••• City Limits ••••• Urban Growth Boundary | <ul style="list-style-type: none"> □ Hillside Residential □ Low-Density Residential □ Medium-Density Residential □ High-Density Residential □ Neighborhood District Low □ General Services Commercial □ City Gateway District □ Mixed-Use Low | <ul style="list-style-type: none"> □ Visitor-Serving Commercial □ General Industrial □ Employment Center □ Industrial Park □ Open Space □ Parks and Recreation □ Public and Quasi-Public □ Rural County | <ul style="list-style-type: none"> □ Downtown Specific Plan □ Hecker Pass Special Use District □ Glen Loma Ranch |
|--|---|---|---|

This page is intentionally left blank.