Introduction
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Gilroy Profile

Gilroy is located at the southern end of the Santa Clara Valley, east of the Monterey Bay and at the south end of the San Francisco Bay Area region of California. The city encompasses 16.5 square miles and is surrounded by unincorporated Santa Clara County on all sides. The closest cities include Morgan Hill to the north, Hollister to the south, and Watsonville to the west. The area around Gilroy is primarily productive farmland and range land. Major landforms in the area include the Diablo Range to the east and the Santa Cruz Mountains to the west.

Gilroy lies at the intersection of U.S. 101, one of the State’s major north-south arteries, and SR 152, an east-west connection between the Pacific Ocean and the Central Valley. U.S. 101 North connects Gilroy with San Jose, and Silicon Valley and San Francisco. San Jose is the nearest large city and is home to the nearest major airport (see Figure 1-1).

The following terms are used to describe the geographic boundaries used in the General Plan:
- **City Limits.** Includes the area within the city's corporate boundary over which the City exercises land use authority and provides public services.

- **Sphere of Influence (SOI).** The city's Sphere of Influence (SOI) is established by the Santa Clara County Local Agency Formation Commission (LAFCO), and is defined as a planning boundary outside of a city’s legal boundary (i.e., city limits) that designates the city’s probable future boundary and service area. A SOI includes both incorporated and unincorporated areas within which the City will have primary responsibility for the provision of public facilities and services.

- **Planning Area.** State law requires cities to adopt a general plan that addresses physical development within its city limits, as well as any land outside its boundaries, “which in the planning agency’s judgment, bears relation to its planning.” The Planning Area for the Gilroy 2040 General Plan encompasses the entire area within the SOI. The purpose for the expanded Planning Area is to provide the opportunity to evaluate the effects of future growth in the entire SOI and to develop further analysis of the values of the surrounding open space and agricultural areas beyond the existing and planned urban area.

- **Urban Growth Boundary.** The Urban Growth Boundary (UGB) is defined by LAFCO as “a boundary adopted by a city and/or approved by voter initiative to define the limits of its urban development.”

- **Urban Service Area.** The Urban Service Area (USA) is defined by LAFCO as “the area of land that could potentially be developed in the next five years and to which the City is committed to providing basic infrastructure and services.” The USA includes land to which the City already provides services to support development, and City policy requires that growth must first be directed to vacant and underused areas within the USA before the City extends services outside the USA. Changes to the USA must be approved by the LAFCO.

**Vision and Guiding Principles**

A vision is a description of an ideal future for the community to work towards. Guiding principles express the key values and aspirations for Gilroy’s future and serve as guideposts for the goals, policies, and implementation measures contained within the General Plan. These principles expand on the main ideas contained in the vision statement so that important concepts are given more weight.
The vision and guiding principles were established early in the process to ensure all subsequent process products reflect the community’s shared vision for Gilroy. All of the goals, policies, and implementation programs in this document are consistent with the vision and guiding principles.

VISION STATEMENT
In 2040, Gilroy is a diverse and culturally rich community with a small-town feel. Gilroy’s economy is thriving, with a healthy business environment and ample job opportunities for residents. Visitors come to Gilroy for its wineries, shopping, festivals, and recreational opportunities. It is well-known throughout the region for its excellent schools, agriculture, and downtown.

GUIDING PRINCIPLES
1. Foster Economic Growth. Promote a strong local economy by fostering the growth and expansion of a diversified business community. Support businesses that create good jobs for Gilroy’s resident workforce. Attract visitors to Gilroy’s many destinations.

2. Cultivate a Downtown Renaissance. Restore Downtown to a vibrant destination with unique retail, entertainment, arts, and dining options. Support and attract businesses. Provide the infrastructure and amenities needed for the growth of Downtown. Preserve the historic character while supporting new development, including commercial, housing, and mixed-use projects.

3. Balance Growth and Open Space. Focus growth in areas that are already serviced by roads, sewers, and infrastructure. Support a balanced growth management strategy that protects productive agricultural lands and sensitive wildlife habitats while allowing for new economic opportunities. Ensure Gilroy retains its “small-town feel.”

4. Promote Fiscal Strength. Plan land uses, their intensities, and their locations to provide the right balance of revenues and costs to allow the City to deliver high-quality services expected by the community. Manage fiscal resources in a responsible and efficient manner.

5. Foster a Sustainable Community. Balance resource conservation with economic growth. Ensure today’s needs are met without jeopardizing the community’s ability to meet future needs. Promote high-quality, long-lasting development that allows residents to meet daily needs, such as shopping, employment, and recreation, in close proximity to their homes. Promote efficient use of energy, support alternative energy use, and protect natural resources. Promote Fiscal Strength.

6. Ensure Public Safety. Provide public safety services at a level that will keep the community safe, even as Gilroy grows. Manage growth to ensure that it does not create
new threats to public safety, exacerbate existing hazards, or place undue strain on public safety services.

7. Offer Recreation Opportunities. Ensure all residents have easy access to high quality City parks and recreation opportunities. Expand park land and recreational programs to ensure high levels of use by both residents and visitors. Provide a variety of sports and activities for Gilroyans of all ages.

8. Support Housing Options. Encourage a mix of housing types to create diverse neighborhoods that meet the needs of all Gilroyans. Promote the building, retention, and renovation of quality housing for all incomes, ages, and abilities.

General Plan Basics

WHAT IS A GENERAL PLAN?
Every city and county in California must have a general plan, which is the local government’s long-term framework or “constitution” for future growth and development. A general plan represents the community’s view of its future and expresses the community’s development goals. A general plan contains the goals and policies upon which a city council and planning commission base their decisions. California State law requires that each city adopt a general plan “for the physical development of the city and any land outside its boundaries that bears relation to its planning.” Typically, a general plan is designed to address the issues facing the city for the next 15-20 years.

The general plan is made up of a collection of “elements,” or chapters, of which seven are mandatory: Land Use, Circulation, Housing, Conservation, Open Space, Noise, and Safety. Communities may include other elements that address issues of particular local concern, such as economic development or urban design. Communities can also organize their general plan any way they choose, as long as the required topics are addressed. This General Plan includes three optional elements: Economic Prosperity, Public Facilities and Services, and Parks and Recreation.

The general plan is not to be confused with the zoning ordinance. Although both the general plan and the zoning ordinance designate how land may be developed, they do so in different ways. The general plan has a long-term outlook. It identifies the types of development that will be allowed, the spatial relationships among land uses, and the general pattern of future development. Zoning regulates development through specific standards such as lot size, building setbacks, and allowable uses. However, the land uses shown on the general plan diagrams will typically be reflected in the local zoning maps as well. Development must not only meet the specific requirements of the zoning ordinance but also the broader policies set forth in the general plan.
USING THE GENERAL PLAN
The General Plan is used by the City Council, Planning Commission, and City staff on a daily basis to make decisions with direct or indirect land use implications. It also provides a framework for inter-jurisdictional coordination of planning efforts among officials and staff of the City and other government agencies (e.g., Federal, State, and local). City residents, property owners, and businesses also use the General Plan for guidance for particular geographic areas or for particular subjects of interest to them.

The General Plan is the basis for a variety of regulatory measures and administrative procedures. California planning law requires consistency between the general plan and its implementing programs, such as zoning and subdivision ordinances, capital improvement programs, specific plans, environmental impact procedures, and building and housing codes.

Over time the city’s population will change, its goals will evolve, and the physical environment in which its residents live and work will be altered. In order for the General Plan to be a useful document, it must be monitored and periodically revised to respond to and reflect changing conditions and needs over time.

The General Plan should be reviewed annually. A more comprehensive and thorough review and revision should be done every five to ten years to assess whether the plan needs to be refined to reflect changes in local conditions, new local priorities, or State law. State law permits the General Plan to be amended up to four times in any calendar year, unless special conditions apply as defined by Government Code Sections 65358(c) and (d). Each amendment may contain more than one change to the General Plan.

Structure of the Plan

The General Plan is made up of two documents: the Policy Document and the Background Report.

GENERAL PLAN POLICY DOCUMENT
The Policy Document is the heart of the General Plan. It contains the goals and policies that will guide future decisions within the city and identifies implementation programs that will ensure the goals and policies in the General Plan are carried out. The Policy Document also contains a land use diagram, which serves as a general guide to the distribution of land uses throughout the city. The General Plan Policy Document contains the following elements:

1. Introduction
2. Land Use
3. Mobility
4. Economic Prosperity
5. Housing
6. Public Facilities and Services
7. Parks and Recreation
8. Natural and Cultural Resources
9. Potential Hazards
10. Environmental Justice
11. Implementation
Table 1-1 shows how the elements of the Gilroy 2040 General Plan are organized to meet the mandatory requirements of State law.

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<th>Gilroy 2040 General Plan Elements</th>
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**GENERAL PLAN BACKGROUND REPORT**

The Background Report is a profile of Gilroy as it existed in 2014 when the background research was conducted. The Background Report, which provides the formal supporting documentation for General Plan policy, addresses 12 subject areas: land use and community character, transportation, economic development, natural resources, cultural resources, open space and recreation, hazards and safety, public facilities and services, air quality, climate change, healthy communities, and environmental justice. The Report provides staff, decision makers, the public, and local agencies with a factual context for
making policy decisions. The Background Report also serves as the existing setting for the Program Environmental Impact Report (PEIR) prepared on the General Plan.

General Plan Organization

The Gilroy 2040 General Plan Policy Document is organized into four sections with multiple subsections:

**PART 1: INTRODUCTION**
- Gilroy Profile
- Vision and Guiding Principles
- General Plan Basics
- Structure of the Plan
- General Plan Organization
- Using the General Plan
- General Plan Preparation

**PART 2: GENERAL PLAN ELEMENTS**
- Land Use
- Mobility
- Economic Prosperity
- Housing
- Public Facilities and Services
- Parks and Recreation
- Natural and Cultural Resources
- Potential Hazards
- Environmental Justice

**PART 3: GENERAL PLAN ADMINISTRATION AND IMPLEMENTATION**
- Priority Implementation Programs
- Administering the General Plan
- General Plan Consistency in Implementation

**PART 4: APPENDICES**
- Glossary
Using the General Plan

The Gilroy 2040 General Plan is intended for use by all members of the community including residents, businesses, developers, and decision makers. The General Plan has policies throughout all of the elements that are interrelated and should be examined comprehensively and should be considered together when making planning decisions related to land use, growth, and development.

A summary of how various individuals and groups can use the General Plan is described here.

Residents

The General Plan indicates the general types of uses that are permitted around housing, long-range plans that may affect neighborhoods, and the policies the City of Gilroy will use to evaluate development applications. The General Plan indicates how Gilroy will attract businesses that provide goods and services to meet daily needs and new jobs that are closely matched to educational skills and that lessen the need to commute. The General Plan informs residents how Gilroy plans to improve transportation infrastructure, continue to provide adequate public services, and protect valued open spaces and environmental resources. Cumulatively, the General Plan identifies the actions the City will take to ensure that the city and its neighborhoods remain great places to live.

Businesses

The General Plan outlines the measures the City expects to take to help support local businesses, protect investments, and encourage future success. The General Plan identifies the City’s expectations for businesses and provides the policies to ensure business operations will be compatible with surrounding businesses and nearby residential uses.

Developers

For developers working within the city, the General Plan introduces the community, provides background information, and outlines the development policy and expectations for future development. It is important that developers review all elements of the General Plan to gain a complete perspective on how and where development may take place. Other applicable documents such as specific plans, the Zoning Ordinance, and Design Guidelines should be reviewed to gain a comprehensive understanding of the City’s regulatory documents and processes.

Decision Makers
The General Plan is a key policy document that provides direction to City staff, the Planning Commission, other boards and commissions, and the City Council in review of land use and public investment decisions. Future development decisions must be consistent with the General Plan. The General Plan provides a detailed implementation program that identifies actions to be completed by the City. The General Plan also provides the policy framework to be considered by the City Council, Planning Commission, and other decision makers. Finally, the Plan is also intended to help other public agencies, from Caltrans to the Metropolitan Transportation Commission to local school districts, as they contemplate future actions in and around Gilroy.

**General Plan Preparation**

In August 2013, the City initiated a comprehensive update to the adopted 2020 General Plan. The update focused on a number of important steps, including gathering information about existing conditions, establishing a vision and guiding principles, and evaluating land use alternatives. The process also included, preparing new General Plan goals, policies, and programs to address changing conditions and priorities, and new State laws.

The Gilroy 2040 General Plan was prepared through a seven-phase process described below in Table 1-2.
THE GILROY 2040 GENERAL PLAN WAS PREPARED THROUGH A SEVEN-PHASE PROCESS DESCRIBED BELOW. PHASE 1: PROJECT INITIATION

The City initiated the first Phase of the Gilroy 2040 General Plan in August 2013. Phase 1 involved developing a comprehensive Community Engagement Strategy that provided project awareness and encouraged participation by residents, businesses, property
owners, and other community stakeholders. The first General Plan Advisory Committee (GPAC) meeting was held on October 9, 2013 and a Community Workshop on November 13, 2013 to discuss the issues, opportunities, and assets in Gilroy.

**PHASE 2: BACKGROUND REPORT**

City staff and the consultant team prepared a Background Report to summarize the major findings of the research and analysis. It provided a profile of the existing conditions and trends within Gilroy and the surrounding area as of 2014. The Background Report was published as a separate document but is part of the General Plan. The report also served as the environmental setting for the Program Environmental Impact Report (PEIR); however, it is not part of the PEIR.

**PHASE 3: VISION AND GUIDING PRINCIPLES**

City staff identified the major themes that resonated with the community members and then used these themes to develop the Draft Gilroy 2040 General Plan Vision and Guiding Principles. The City also used MindMixer, an online Townhall forum, to present the Draft Gilroy 2040 General Plan Vision and Guiding Principles to the community and to discuss and brainstorm ways to improve and refine the document.


**INITIAL PHASE 4: LAND USE ALTERNATIVES**

In June 2014, City staff and the consultant team began the process of preparing land use alternatives for Gilroy. The City received input on the land use alternatives through community meetings and workshops, the online townhall forum, and study sessions with the Planning Commission and City Council. The consultant team used the baseline information to help formulate the alternatives and evaluate how each of the alternatives addressed the Vision and Guiding Principles. Once drafted, the GPAC, Planning Commission, and City Council reviewed the three alternatives. The City Council approved the preferred alternative on May 18, 2015. The preferred alternative is a hybrid alternative combining parts from each of the three alternatives.

**INITIAL PHASE 5: PREPARING THE GENERAL PLAN**

From April to July 2015, City staff and the consultant team prepared the draft goals, policies, and implementation programs for the General Plan. All City departments participated in the process of reviewing and refining the implementation programs. The goals, policies, and implementation programs were then consolidated and organized to create the Preliminary Draft General Plan Policy Document.
From August to October 2015 the GPAC reviewed the Preliminary Draft General Plan at meetings. After each meeting, City staff and the consultant team revised the Preliminary Draft General Plan based on input and direction from the GPAC. The Planning Commission and City Council subsequently reviewed and commented on the Plan. In December 2015, the City Council authorized the Preliminary Review Draft General Plan for analysis in the Program EIR.

**INITIAL PHASE 6: ENVIRONMENTAL REVIEW**

The initial environmental review of the General Plan began in September 2015. The City released a Notice of Preparation on August 6, 2015 and held an Environmental Impact Report Scoping Meeting on September 1, 2015. City staff and the consultant team then prepared an Administrative Draft Program Environmental Impact Report (ADPEIR) to analyze the potential environmental impacts of the General Plan and to identify mitigation measures to reduce potentially significant impacts. However, this work was suspended as a result of a voter initiative related to the Urban Growth Boundary.

**2016 VOTER INITIATIVE; URBAN GROWTH BOUNDARY**

Follow the December 2015 Council action, some community members raised concerns over the approach to expanding growth in the community, particularly areas east of Santa Teresa, west of Highway 101, and north of Welburn Avenue. Those concerns resulted in a 2016 voter initiative to establish an Urban Growth Boundary. The City Council then determined that work on the 2040 Gilroy General Plan and Program EIR should pause until after the election. In November 2016, the voters approved the Urban Growth Boundary that reduced the overall potential growth areas for the City. This approval required that the original Draft General Plan be revised to account for the substantial change in anticipated growth patterns.

**NEW PHASE 4: REVISED LAND USE ALTERNATIVES ANALYSIS**

In early-2017, the 2040 Gilroy General Plan restarted with a revised Land Use Alternatives Analysis. The new Analysis incorporated the Urban Growth Boundary and considered alternative growth patterns and development areas for community consideration. The new analysis included a revised Alternatives Report and was reviewed by the GPAC between 2017 and April 2018. The revised alternatives analysis a new approach to future development in the Neighborhood Districts in the northern and southern ends of the City, as well as a new vision for a mixed-use First Street Corridor.

In April 2018, the City initiated a separate planning project with the Gilroy Economic Development Corporation (GEDC) to consider new approaches to boost economic diversity in the City. The Gilroy Place-Based Economic Development Strategy update was a one-year project that evaluated the utilization and redevelopment of land within the city.
limits, as well as ways Gilroy could evolve and expand its economy. The City paused the 2040 General Plan from April 2018 to April 2019 until the completion of the Economic Development Strategy

Upon completion of the Gilroy Place-Based Economic Development Strategy in April 2019, the 2040 Gilroy General Plan restarted with a renewed look at the alternatives analysis to address any potential changes from the Economic Development Strategy. In July 2019, City staff and the Consultant facilitated two community workshops on the land use alternatives and Alternatives Report. Following the workshops, feedback from the community was presented to the GPAC for consideration, and a preferred land use alternative was drafted. On November 18, 2019, the City Council approved the 2040 General Plan Land Use Alternative, following review and recommendation for approval by the Planning Commission on October 3, 2019 and the GPAC on August 22, 2019

ENVIRONMENTAL JUSTICE ELEMENT
In 2016, SB 1000 was signed into law by the Governor. SB 1000 requires local governments to address environmental justice, described as the fair treatment of people of all races, cultures, and incomes, in their General Plans. The law requires cities to identify areas that may experience disproportionate impacts from pollution and other health hazards. The City identified impacted neighborhoods, defined as the Equity and Engagement District, and prepared the Environmental Justice Element that includes goals, policies, and programs to address those impacts.

NEW PHASE 5: REVISING THE DRAFT GENERAL PLAN
The Revised Draft General Plan that reflected the Urban Growth Boundary, the Gilroy Place-Based Economic Development Strategy from 2018, and the new Environmental Justice Element was submitted to the GPAC in October 2019. At their January 23, 2020 meeting, the GPAC recommended approval of the Revised Draft General Plan which was recommended for approval by Planning Commission on February 6, 2020. On March 16, 2020, the City Council authorized the Revised General Plan for environmental review. City staff and the Consultant prepared the Notice of Preparation, facilitated a Scoping Meeting, and prepared the Draft Program EIR for internal review and circulation.

NEW PHASE 6: ENVIRONMENTAL REVIEW
The City published the new Draft PEIR on June 22, 2020 and the 45-day review and comment period occurred from June 26, 2020 through August 10, 2020, following public notification. City staff and the consultant team responded to public comments on the Draft EIR and prepared and released the Final PEIR on September 25, 2020. The Final PEIR was certified by the City Council on November 2, 2020.
PHASE 7: PLAN ADOPTION
The formal adoption process for the Gilroy 2040 General Plan involved public hearings by
the Planning Commission and City Council:

- October 1, 2020: Planning Commission Public Hearing
- November 2, 2020: City Council Public Hearing

The Gilroy 2040 General Plan and the Draft and Final PEIR were discussed at each meeting.
At the October 1, 2020 public hearing, the Planning Commission provided a
recommendation to the City Council to certify the Final PEIR, approve the associated CEQA
documents, and approve the Gilroy 2040 General Plan. At the November 2, 2020 public
hearing, the City Council certified the Final PEIR, approved the associated CEQA
documents, and approved the Gilroy 2040 General Plan.

Community Engagement
The City staff and consultant team created a comprehensive community engagement
process to ensure all community members had the opportunity to be involved as in
integral component in the General Plan process. The purpose of the community
engagement strategy was to gain an understanding of the community's values, priorities,
and aspirations, and to work collectively to incorporate them into the new General Plan to
guide the vision for the future of Gilroy. Community input was collected by the following
efforts:

- Community Workshops
- Community Group Meetings
- Technical Advisory Committee
- General Plan Advisory Committee
- Economic Development Strategic Plan Outreach
- www.Gilroy2040.com
- Online Townhall Forum

Community Workshops
The City conducted four Community Workshops as part of the outreach effort to involve
community members in the General Plan process. The workshops were held on:

- November 19, 2013 – Workshop #1: Issues, Opportunities, and Assets
- April 2, 2014 - Workshop #2: Envisioning Gilroy
- June 21, 2014 - Workshop #3: Plan for Growth
- February 25, 2015 - Workshop #4: Plan for Gilroy’s Growth
- July 22 and 23, 2019 - Workshop #5: Land Use Alternatives
November 8, 2020 - Workshop #6: Equity and Engagement

At each workshop, City staff presented an overview of the General Plan. The presentation, community members participated in a variety of interactive exercises to provide input on the General Plan and to identify the community’s values, concerns, priorities, and ideas for improving Gilroy. After the exercises, community members participated in a large group discussion to summarize the major ideas or themes expressed during the exercises.

Community Group Meetings

To gain additional input on the General Plan, the City held meetings to discuss the General Plan process. The various meetings are identified below.

- December 4, 2013 - Latino Outreach
- January 8 and 9, 2014 - Stakeholder Interviews
- February 13, 2014 - South County Collaborative
- March 20, 2014 - Environmental Groups
- April 14, 2014 - Interfaith Council

At each meeting, community members discussed the General Plan process and participated in a variety of interactive exercises to identify the community’s values, concerns, priorities, and ideas for improving Gilroy.

Technical Advisory Committee

The Technical Advisory Committee (TAC) acted as an advisory body to the consultant team and City staff and was made up of department heads and staff from various city departments. The TAC had five meetings to review and provide input on the General Plan.

- September 25, 2013 – TAC Meeting #1
- February 12, 2014 - TAC Meeting #2
- July 30, 2104 - TAC Meeting #3
- September 18, 2014 - TAC Meeting #4
- January 21, 2015 - TAC Meeting #5

General Plan Advisory Committee

The General Plan Advisory Committee (GPAC) was comprised of Gilroy residents, representatives from various City commissions, including two City Council members, Planning Commission, Bicycle and Pedestrian Commission, Arts and Culture Commission, and Parks and Recreation Commission, and served as an advisory body to the consultant team and City staff. The GPAC met throughout the entire General Plan process to provide comments and input on the General Plan. The first meeting was held on October 9, 2013 and the final meeting on January 23, 2020. The GPAC held 34 meetings during the General
Plan process. The GPAC addressed specific issues associated with the Gilroy 2040 General Plan including land use, economic development, mobility and transportation, air quality, infrastructure, community design, natural and cultural resource preservation, open space, health, safety, environmental, and regional issues. All GPAC meetings were open to the public, and members of the public regularly participated in the discussions.

**Economic Development Strategic Plan Outreach**

Outreach for the Economic Development Strategic Plan (EDSP) included interviews with various individuals and community groups. Interviews included business representatives, non-profit organizations, educational organizations, the Economic Development Corporation, Chamber of Commerce, Welcome Center, and the Downtown Business Association. The outreach also included an online survey with area businesses and an in-depth review and recommendation by the GPAC. The development of the EDSP occurred early in the General Plan process and served to inform many of the later steps.
Gilroy2040.com

To help expand the outreach efforts of the General Plan, a website was created (www.Gilroy2040.com) to provide information on the process including General Plan information, meeting dates and locations, past meeting minutes, and related documents. Gilroy2040.com was used throughout the General Plan Update process to ensure community members were informed and were able to be involved.

Townhall Forum

The MindMixer townhall forum provided an on-line community conversation and idea-generation website that helps the City receive citizen input about the General Plan. The City recognized that many members of the Gilroy community would not have the time to attend community workshops and neighborhood meetings. The MindMixer townhall forum software mimics community workshops and allows residents to be involved in the process even if they are unable to attend in person. The Townhall Forum provided an additional opportunity for residents to participate in the process and express their ideas for improving Gilroy.