

Guadalupe River Park: A Shared Future in Downtown San José

Economic Analysis, Equitable Reinvestment,
and Governance Opportunities



September 2021

Acknowledgments

This report was commissioned by **SPUR** and funded by the **John S. and James L. Knight Foundation**. Special thanks to SPUR Planning Policy Director Michelle Huttenhoff for her guidance, leadership, and support.

The report is written, designed, and produced by **JLP+D**.

Authors: James F. Lima, Yuxiang Luo, and Cory Archie

With support from: Paul Lillehaugen and Andrew Jones

JLP+D would also like to thank the many people who contributed to this study, listed below. Your passion and valuable insights helped to inform the analysis and recommendations presented in this report:

Theresa Alvarado (SPUR), Shiloh Ballard (Silicon Valley Bike Coalition), Lisa Bankosh (Valley Water), Ricardo Benavidez (Google), Nolan Bertuca (City of SJ), Tom Borden (City of SJ), John Bourgeois (Valley Water), Michael Brilllot (City of SJ), Ava Bromberg (Google / Lendlease), Nicolle Burnham (City of SJ), Josiah Cain (Sherwood Design Engineers), Usha Chatwani (Valley Water), Kristen Clements (City of SJ), Jason Condit (City of SJ), Laura Crescimano (SiteLab), Gary Dillabough (Navitas Capital), Michael Flynn (Google), Nadine Fogarty (Strategic Economics), Adam Ganser (New Yorkers for Parks), Vincent Gin (Valley Water), David Ginsborg (Santa Clara County), Jim Goddard (SAP Center / Sharks), Helen Han (Boston Properties), Rob Hollister (Sobrato), Kiyomi Honda Yamamoto (Greenbelt Alliance), Rosalynn Hughy (City of SJ), Marilee Jennings (Children's Discovery Museum), Kelly Kline (City of SJ), Scott Knies (SJDA), Michael Lane (SPUR), Nate LeBlanc (SJDA), Marco Li Mandri (New City America), Emily Lipoma (City of SJ), Matt Lituchy (Jay Paul Company), Tess Manesis (Santa Clara County), Mike McCarroll (SAP Center / Sharks), Ian McRae (Sherwood Design Engineers), Michael Ogilvie (City of SJ), Brent Pearse (Santa Clara Valley Transportation Authority), Raul Peralez (San José City Council District 3), Frank Petrilli (Arent Fox), James Reber (SJ Parks Foundation), Robert Rivera (City of SJ), Tim Rood (City of SJ), Amanda Ryan (SPUR), Lori Severino (City of SJ), Chloe Shipp (SJDA), Kelly Snider (San José State University), Bob Staedler (Diridon Area Neighborhood Group), Jodi Starbird (GRPC), Jason Su (GRPC), Chris Thompson (Knight Foundation), Nathan Ulsh (SJDA), Kim Walesh (City of SJ), Bethany Windle (Google), Bige Yilmaz (City of SJ), Blage Zelalich (City of SJ), and Yves Zsutty (City of SJ).

Cover photo: Kara Brodgesell



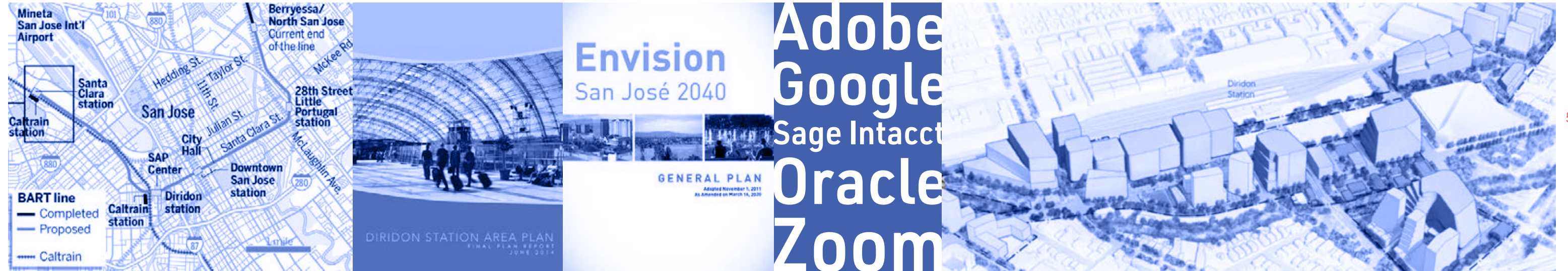
Table of Contents

Executive Summary	4
Introduction: Recentering Civic Life in San José	19
Unprecedented Changes in Downtown San José: Public Policy, Transit Investments, and Real Estate Development	34
Committing to Greater Equity and Inclusion at Guadalupe River Park	55
Toward a Revitalized Guadalupe River Park: Opportunities for Governance, Operations, and Funding	69
Appendix	99

Executive Summary

Downtown San José is undergoing unprecedented change.

Shaped by public policy changes, transit investments at the Diridon Station, a tech industry boom, real estate development, and the City Council's approval of Google's Downtown West project, San José, the city of 1 million residents, will likely face over the next decade, the pandemic's impacts notwithstanding, one of the most significant urban transformations ever experienced by an American city.



Transit System Investment:

The Diridon Station redevelopment and BART expansion will significantly improve the connectivity between Downtown San José and the region, bringing more workers and visitors to the core of the city.

Public Policy and Rezoning:

The Envision San José 2040 General Plan and the Diridon Station Area Plan position San José as the economic center of the Bay Area and support dense, transit-oriented development in the downtown area.

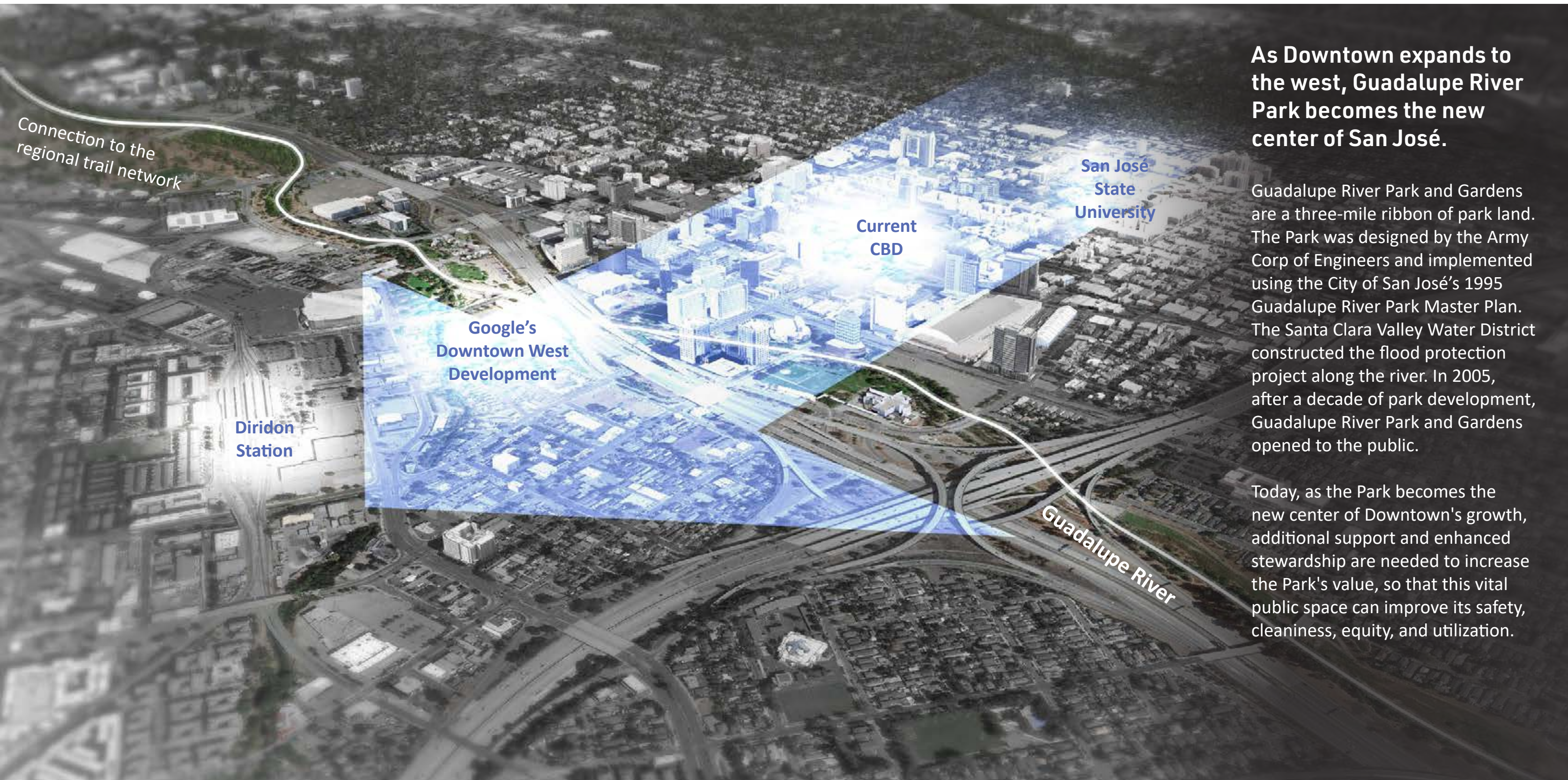
Tech Industry Boom:

Companies and their employees are increasingly drawn to the amenity-rich urban environment with good access to transit, driving demand for housing, retail and services, open spaces, and other quality-of-life measures in the downtown.

Real Estate Development:

A host of real estate developers and owners, including major regional and national players, have announced development plans in the downtown area. Planned to be built over the next decade, these developments include new office, residential, and retail spaces.

**Located at the heart of downtown are Guadalupe River and Guadalupe River Park.
The large urban oasis serves the city's residents and visitors and connects to the regional trail network.**



As Downtown expands to the west, Guadalupe River Park becomes the new center of San José.

Guadalupe River Park and Gardens are a three-mile ribbon of park land. The Park was designed by the Army Corp of Engineers and implemented using the City of San José's 1995 Guadalupe River Park Master Plan. The Santa Clara Valley Water District constructed the flood protection project along the river. In 2005, after a decade of park development, Guadalupe River Park and Gardens opened to the public.

Today, as the Park becomes the new center of Downtown's growth, additional support and enhanced stewardship are needed to increase the Park's value, so that this vital public space can improve its safety, cleanliness, equity, and utilization.

Guadalupe River Park's centrality is underscored by its proximity to the majority of Downtown real estate, existing and proposed.

Currently, approximately 22 million square feet of privately-owned real estate exist in the study area, half of which are located in street blocks within 5-minute walking distance from the Park. According to plans published by the City, developers, and owners, and based on conservative estimates, 29 million square feet of new developments are planned for the downtown area, to be delivered over the next decade in phases - more than half of them are located in proximity (1/4 mile, 5-min walk) to the Park. While COVID-19 has induced great short-term market uncertainties, especially for the retail sector, many major developers active in Downtown San José, the majority of which are proposing to build office and multifamily housing by 2033, have published updated plans since the start of the pandemic to deliver the planned projects in the next decade.

Development in Downtown San José:

	Existing ¹		Planned Unbuilt (Conservative Estimate) ³	
	Entire Study Area	Within 1/4 Mile	Entire Study Area	Within 1/4 Mile
Office	8 million SF	5 million SF	17 million SF	11 million SF
Multi-Family	7 million SF	2 million SF	10 million SF	5 million SF
Other Commercial	3 million SF	2 million SF	2 million SF	1 million SF
All Other ²	3 million SF	2 million SF	NA	NA
Total	22 million SF	11 million SF	29 million SF	18 million SF

1. Privately-owned properties only.

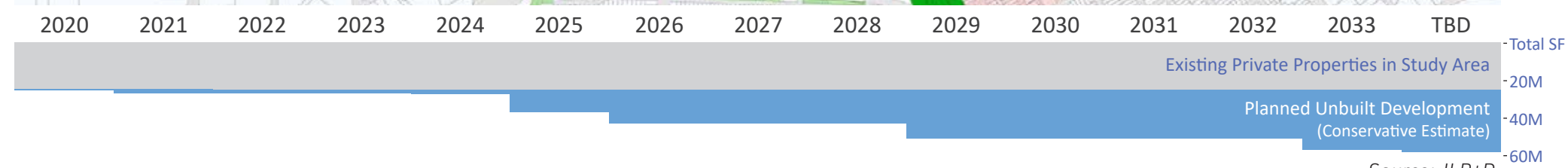
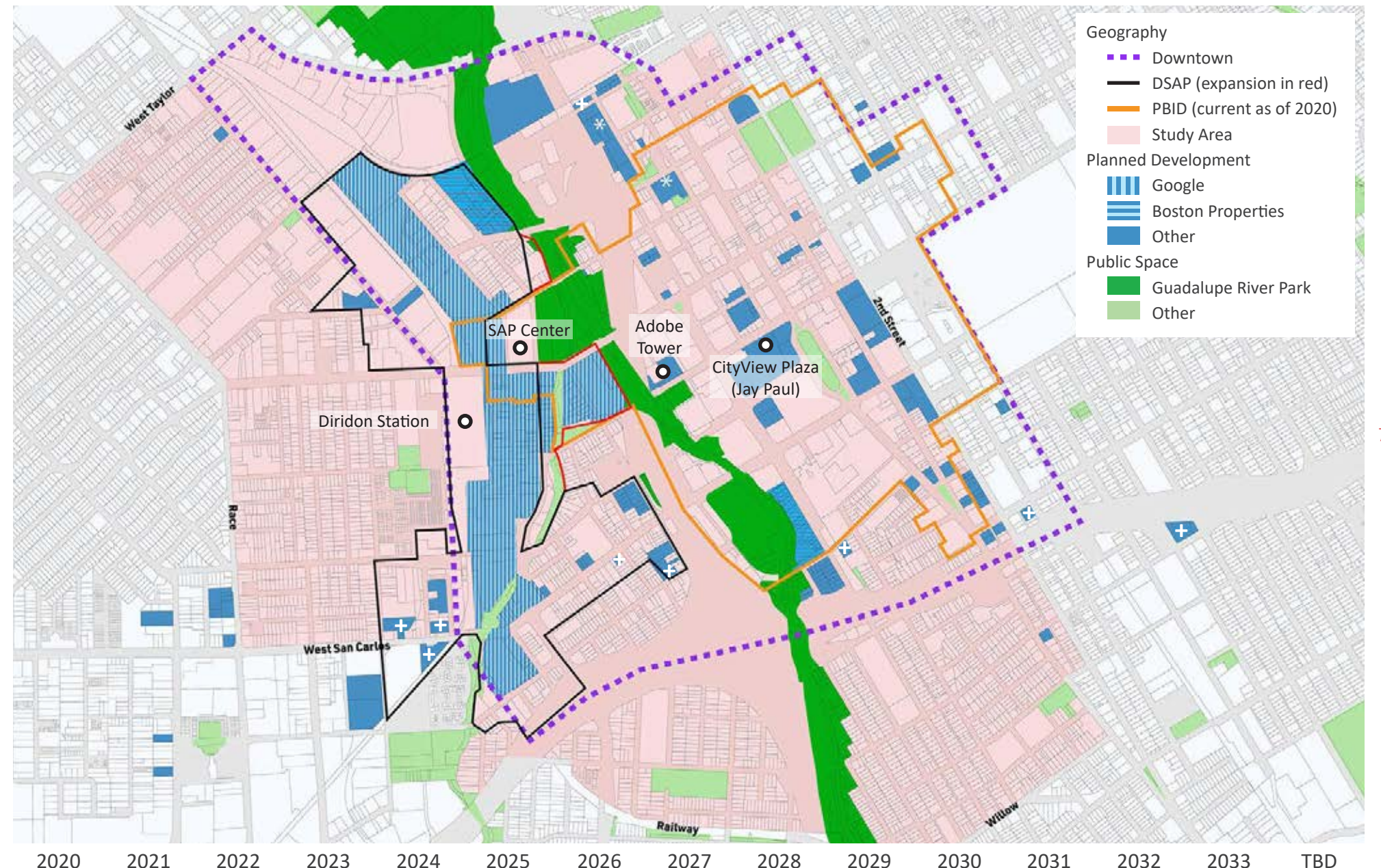
2. All Other includes: Single Family; Industrial; Vacant; Parking; Other Public; Transportation, Communications and Utilities.

3. Conservative estimates factor in a discount rate that reduces the development volume from published sources, to account for future market uncertainty.

Affordable developments are also excluded from the calculation.

Data: CoStar, Mercury News, City of San José (as of May 2021).

Locations of planned development over the next decade:



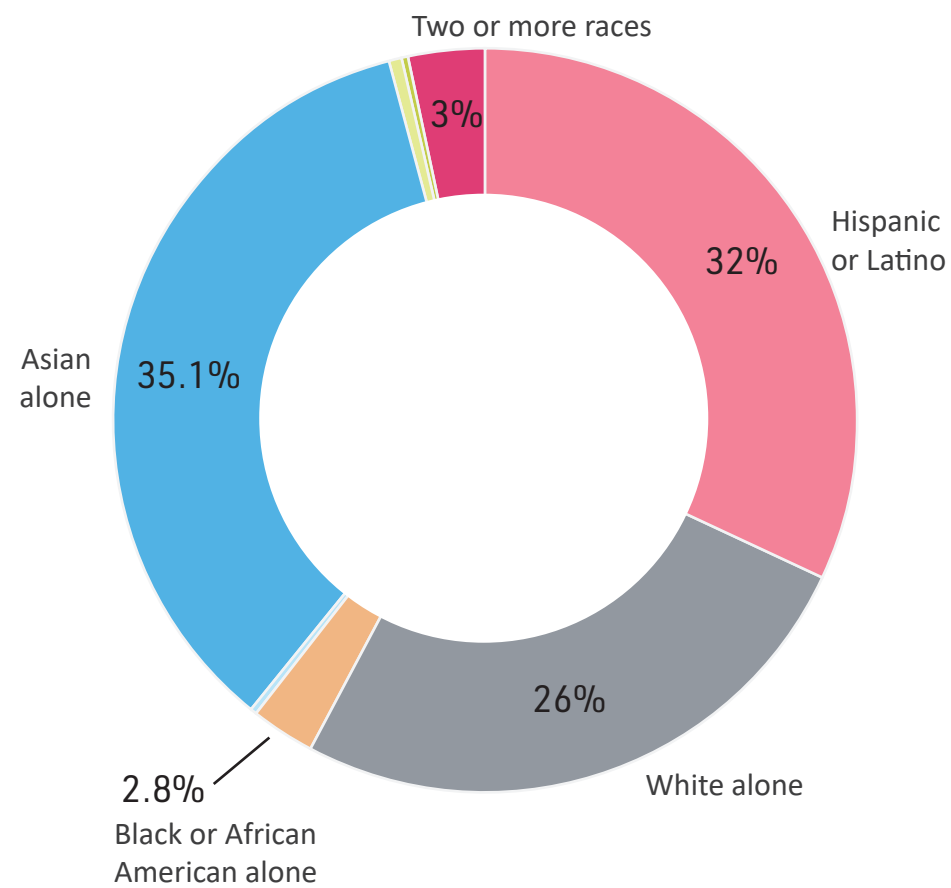
Source: JLP+D.

*Projects completed since the start of this analysis. + 100% affordable projects, excluded from square footage and value analysis.

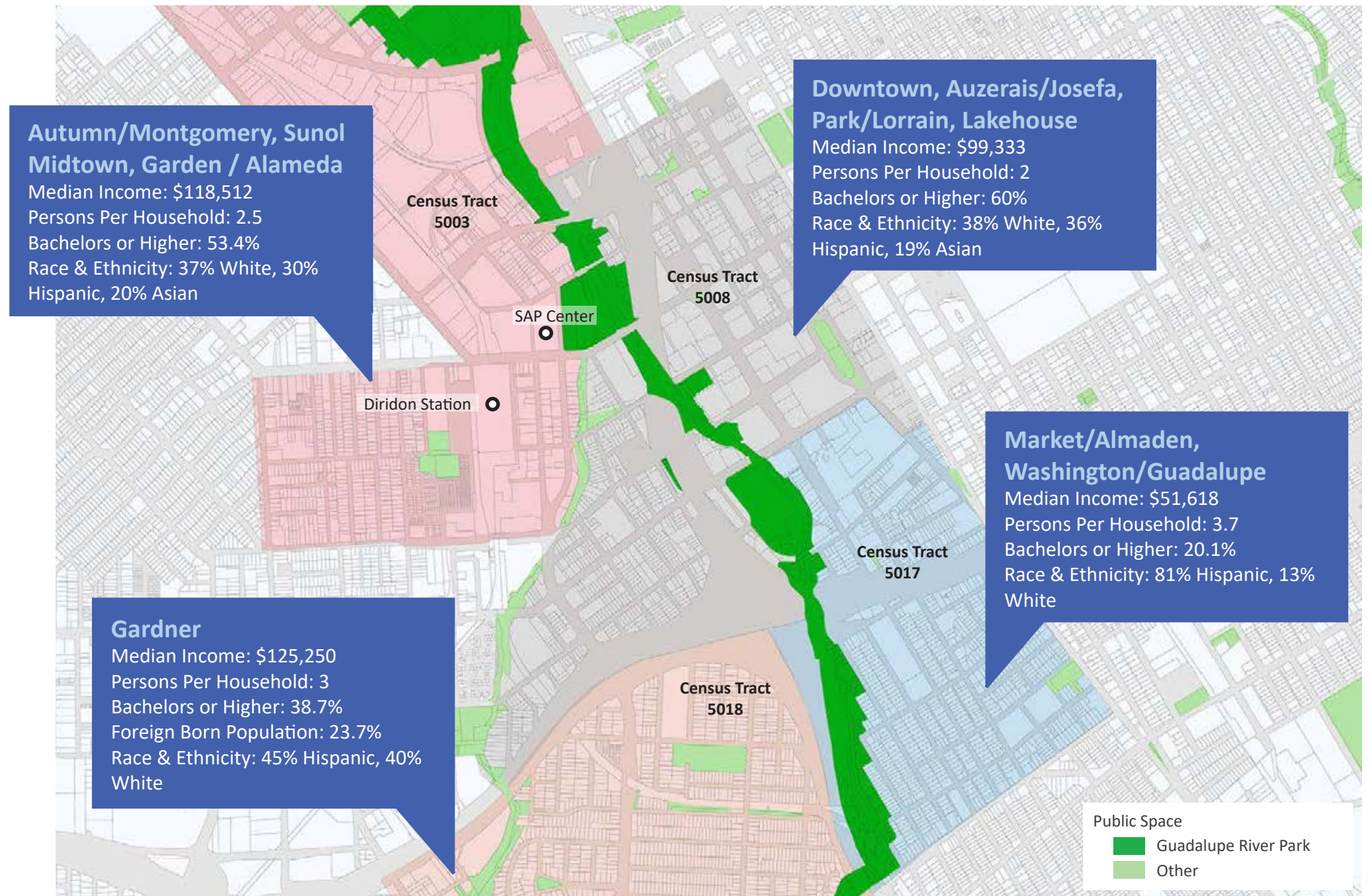
In terms of the Park's constituents, the surrounding neighborhoods of the Park reflect San José's demographic and socioeconomic diversity.

The surrounding communities of the Park reflects the city's overall heterogeneity. From majority-Hispanic places to neighborhoods where white, Hispanic, and Asian residents make up sizable portions of the population, the four census tracts surrounding the Park account for approximately 18,000 people of varying demographic backgrounds and with different socioeconomic conditions.

People of color make up San José's majority.
Citywide statistics:



Demographic and socioeconomic composition of neighborhoods surrounding the Park:

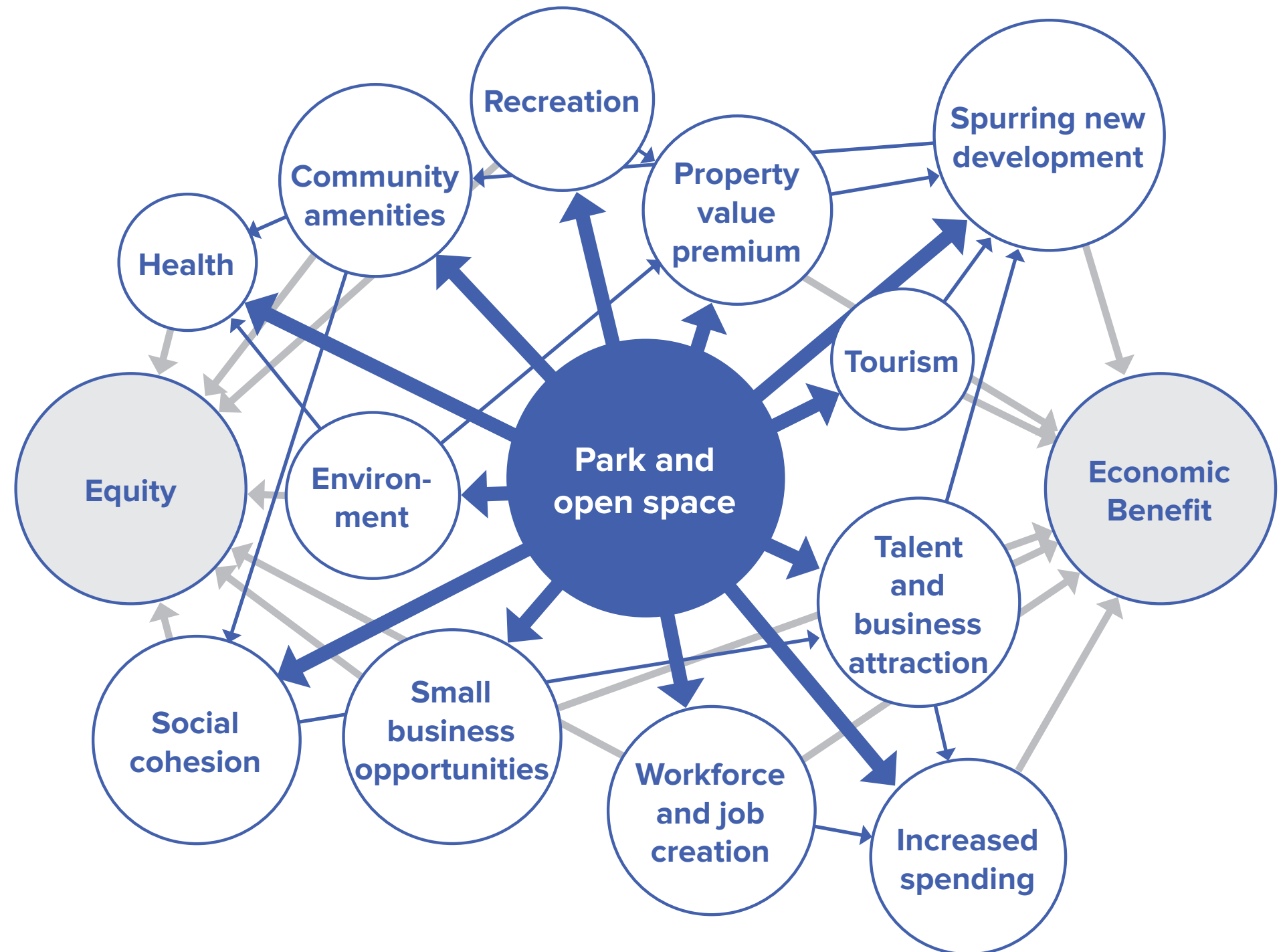


The futures of Guadalupe River Park and of Downtown San José are intertwined. A revitalized Park in the growing urban center can potentially shape more vibrant, equitable, and resilient places of choice, thereby helping San José to compete for more talent and investment.

The diverse community make-up and fast-paced urban transformations around Guadalupe River Park present the Park with opportunities to better integrate itself with the downtown's growth and become a treasured signature open space for all people.

Increasingly, parks and open spaces become important components of cities' equitable economic development strategies, thanks to the various social, economic, and environmental benefits associated with well-designed, well-maintained, and well-programed parks.

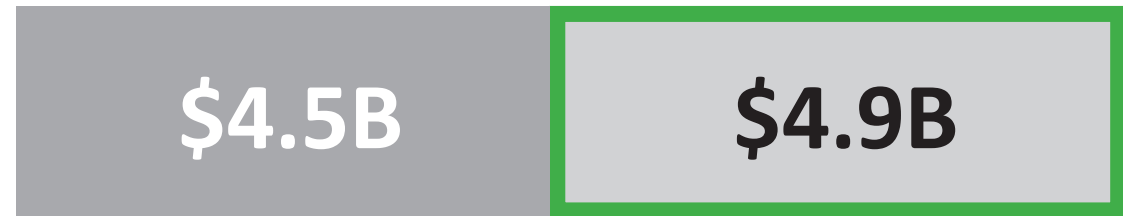
In San José, given the significance of Guadalupe River Park's size, central location, and potential value to diverse residents, workers, and visitors, downtown stakeholders need to pursue concerted efforts to create high-quality open spaces and adopt holistic planning, policy, and management initiatives that ensure that all communities can access the revitalized park.



Estimated Assessment Value (Baseline Aggregate) in the Study Area

Located **Outside of 1/4 Mile** from Guadalupe River Park

Located **Within 1/4 Mile** from Guadalupe River Park



Existing Private Properties

Park Premium

Estimated Net New Increase in Assessed Value Attributed to a Well-Designed, Well-Maintained Park

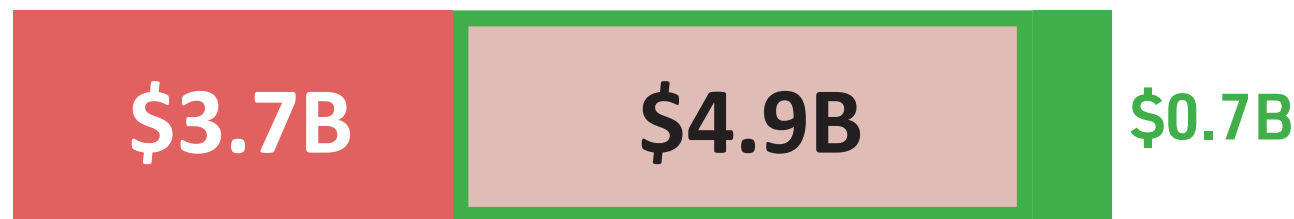
\$68M

Economic benefits and equity goals can be integrated. A revitalized Guadalupe River Park creates additional real estate value. If captured, the additional value presents the opportunity to achieve greater equity objectives by creating new sources of funding for better access to open space, housing, and economic opportunities.

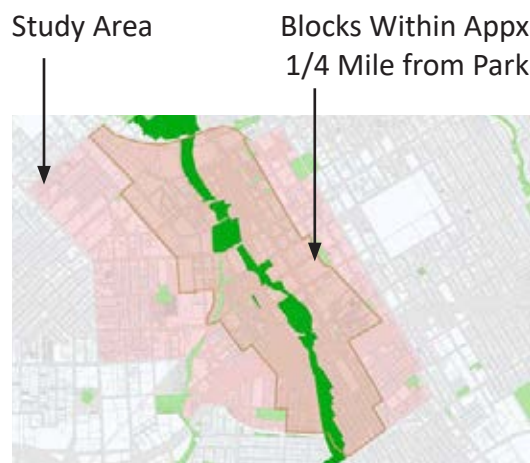
A breadth of national case studies and research have established that high-quality parks increase the value of properties located in proximity to them over time and spur new development adjacent to open spaces. This effect is due to increased foot traffic, sales, and marketability in park-adjacent properties, which ultimately translate to greater rent, value, and market demand.



Planned Unbuilt Development*



Additional Potential Development in the Future*
Beyond Planned Unbuilt Development



*For planned unbuilt development and additional unbuilt development, estimated value refers to net increase in assessment value (value of the new development minus value of previous structures). These are conservative estimates accounting for future market uncertainty and excluding affordable development. (The boundaries are drawn for analytical purposes only. They do not indicate any recommended geographies for value capture mechanisms.)

To revitalize Guadalupe River Park and create a signature public space of which all communities can be proud, parks operator and their partners should continue to build capacity, secure necessary resources, and pursue effective collaborations.

To deliver a greater experience for residents, businesses, workers, and visitors, Guadalupe River Park should continue its commitment to equity and strive to provide better maintenance, encourage greater park use, and achieve fuller integration with downtown's growth. The following pages summarize key opportunities to strengthen the Park's service delivery.

To revitalize the Park, governance and stewardship should focus on:



Coordination:

Ensure that all parties involved in the revitalization and well-being of both the Park and the greater downtown stay coordinated and aligned in a shared and holistic mission at-large. Strengthen park stewards' service capacities as quickly as possible and pool resources to provide quality maintenance, operations, and management.

Integration:

Integrate the Park within the broader Downtown San José economic, social and cultural ecosystems that help to shape a more cohesive, walkable district experience. Cultivate enduring and productive partnerships among major public, private, and community stakeholders to enliven the Park and district and advance common goals.

Equity:

Continue to expand equitable access to public spaces and programming in the Park, and plan future growth more equitably in the neighborhoods surrounding the Park. Add new social infrastructure, such as educational, health, and other community facilities, near the Park where all people can connect, coexist and share the fruits of San José's progress.

Funding:

Secure more and diversified funding sources to sustain the Park and other community infrastructure in the surrounding area. Engage the relevant stakeholders to study short-term and long-term strategies to increase public and private sources of revenue over time.

Coordination

Gap Analysis & Goal Setting

	Current Conditions	Goal/Target KPI
Parkland O&M	<input type="text"/>	<input type="text"/>
Programming	<input type="text"/>	<input type="text"/>
Advocacy	<input type="text"/>	<input type="text"/>
Safety	<input type="text"/>	<input type="text"/>
Encampment	<input type="text"/>	<input type="text"/>
Creek Cleanup	<input type="text"/>	<input type="text"/>
Capital Repair (Minor)	<input type="text"/>	<input type="text"/>
Capital Repair (Major)	<input type="text"/>	<input type="text"/>
Volunteer Mgmt	<input type="text"/>	<input type="text"/>
Other	<input type="text"/>	<input type="text"/>

Organizational Audit

For each entity potentially involved in the Park's services, evaluate the following:

1—○—10 Expertise:

1—○—10 Funding:

1—○—10 Staffing:

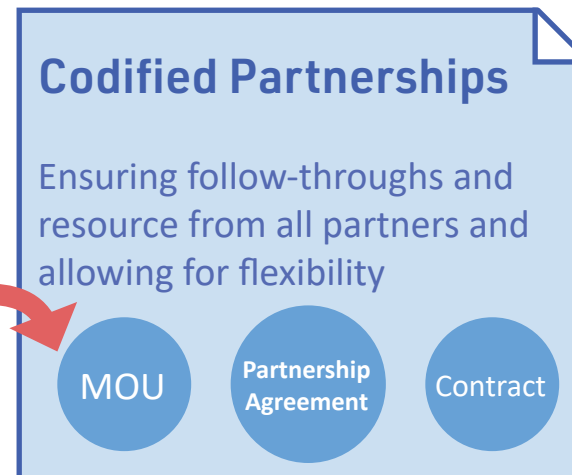
1—○—10 Authority:

1—○—10 Other Resources:

Roles and Responsibility Assignment

HYPOTHETICAL SCENARIOS

	GRPC	City of SJ	Valley Water	3rd Party
Near-Term				
Parkland O&M		<input type="checkbox"/>		<input type="checkbox"/>
Programming	<input type="checkbox"/>			
Advocacy	<input type="checkbox"/>			
Safety		<input type="checkbox"/>		<input type="checkbox"/>
Encampment	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Creek Cleanup	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Capital Repair (Minor)				<input type="checkbox"/>
Capital Repair (Major)		<input type="checkbox"/>		
Volunteer Mgmt	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Long-Term				
Parkland O&M	<input type="checkbox"/>	<input type="checkbox"/>		<input type="checkbox"/>
Programming	<input type="checkbox"/>			
Advocacy	<input type="checkbox"/>			
Safety	<input type="checkbox"/>	<input type="checkbox"/>		<input type="checkbox"/>
Encampment	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Creek Cleanup	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Capital Repair (Minor)	<input type="checkbox"/>			<input type="checkbox"/>
Capital Repair (Major)		<input type="checkbox"/>		
Volunteer Mgmt	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	



Create a clear roadmap for relevant parties to take on different responsibilities of park services based on expertise, available resources, funding, and capabilities. Grow the capacity of park management over time. Design a realistic framework consisting of near-term and long-term arrangements for effective coordination and collaboration.

Convene main stakeholders with different levels of capacity to provide varying types of park services. Define the task components of successful service delivery. And assign roles and responsibilities based on a rational review of the different parties' organizational strengths, funding mechanisms, and the parties' consensus on the objective of service delivery outcomes.

Grow the capacity of all partners over time, and be mindful of the changing dynamics between organizations with varying strengths and expertise in the determination of short-term vs longer-term management models. Leverage the expertise and resources of third-party service providers and volunteers to enhance service delivery.

Formalize the partnerships with MOU, partnership agreement, and/or service contract to work toward the shared and holistic mission of Park management.

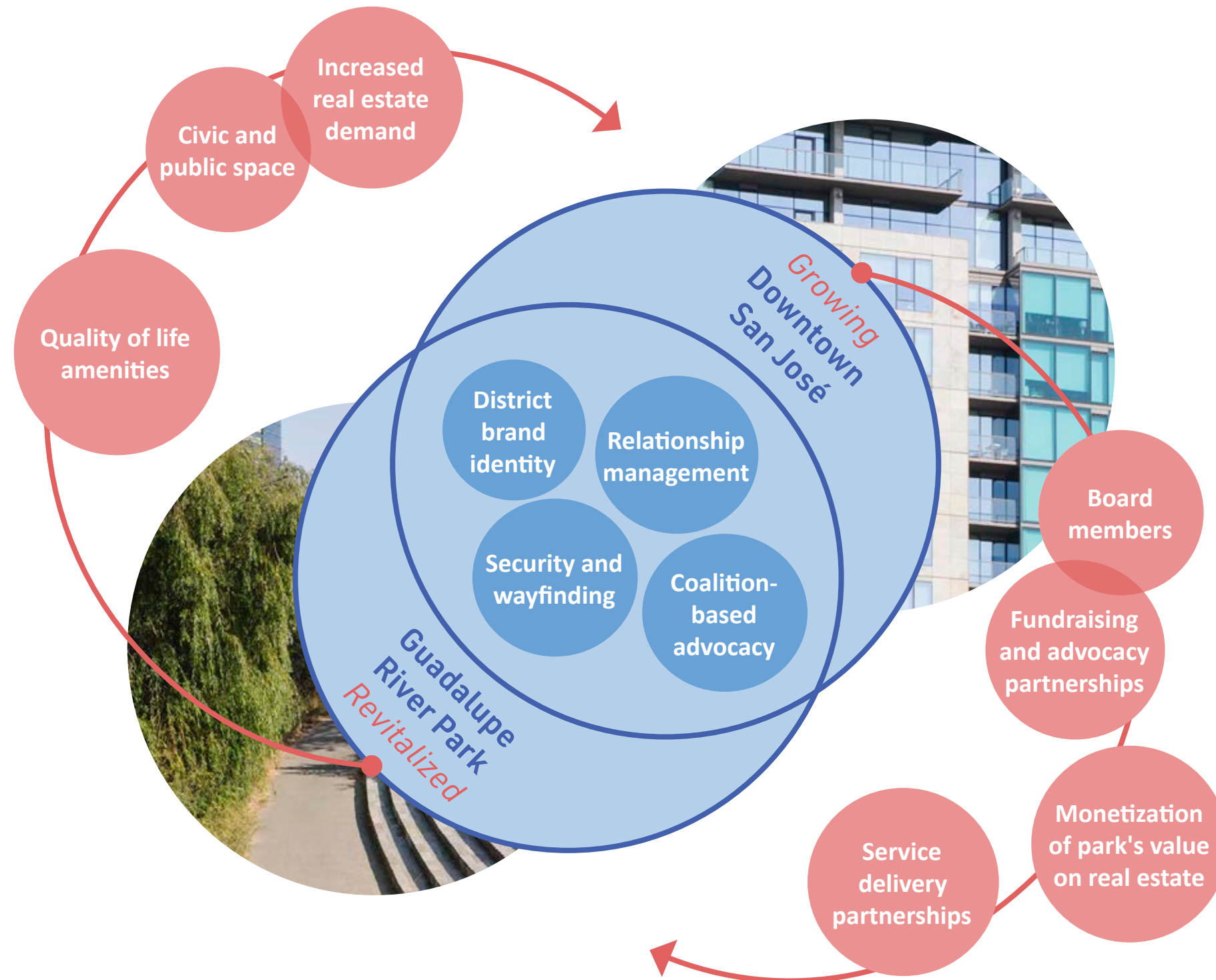


Integration

Leverage the growth of Downtown for the betterment of the Park, integrate the Park to the broader Downtown ecosystem, and cultivate enduring partnerships with major stakeholders to expand the resource pool.

The future success of the Park depends on integration with Downtown San José, rather than isolation from it. Shape the Park and the Downtown as an unsegregated place that has shared branding, service, and leadership resources.

Demonstrate the Park's and the Downtown's values to each other, and continue to allow a broader array of downtown stakeholders to join existing Park stewards and get involved in the care, growth, and advocacy of the Park.



Equity



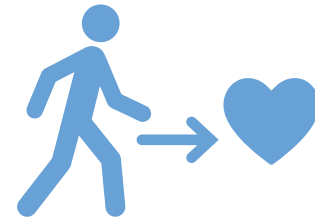
Affordability

Proactive measures to prevent displacement and gentrification increase community buy-in and support for park revitalization.



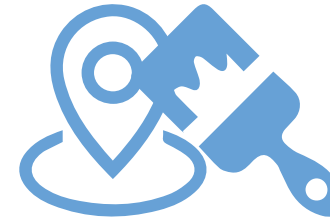
Co-Existence

Park stakeholders should directly engage underhoused populations to set the tone for coexistence and create inclusive opportunities for park revitalization programs.



Access

How communities access the park and where the park meets the city should be designed and programmed through robust community engagement.



Art, Design, Space

Thoughtful design features within the park can create spaces for diverse communities to gather, build social cohesion, allow for peaceful assembly, and support local art and cultural initiatives.

Plan, build, and operate an equitable downtown district anchored by Guadalupe River Park. With contribution by all partners and study of potential value capture mechanisms, continue to build equity into the heart of the Park and the city's future.

Shape both the Park and the larger Downtown district toward a shared goal of equitable access and inclusive development.

Communities value the existing programs provided by the Conservancy and other organizations. Park stakeholders should leverage these current partnerships and build new ones to further enhance access to the park proper and its natural resources; provide programs that celebrate diverse cultures, include different communities into the life of the Park, and create opportunities for people, small businesses, and communities to grow and thrive; and advocate for policies and development, such as affordable housing, workforce training, and other community facilities, that ensure an inclusive environment in and around the Park.



Programming

Regular programming and special events can increase visitorship, bring different communities together, and intentionally foster diversity, equity, and inclusion in parks.



Small Businesses

Equitable park planning and development should incorporate small businesses and help community entrepreneurs to thrive.



Youth Development

Youth employment and education in parks, particularly those focused on green initiatives, can help enhance community cohesion and inclusion.



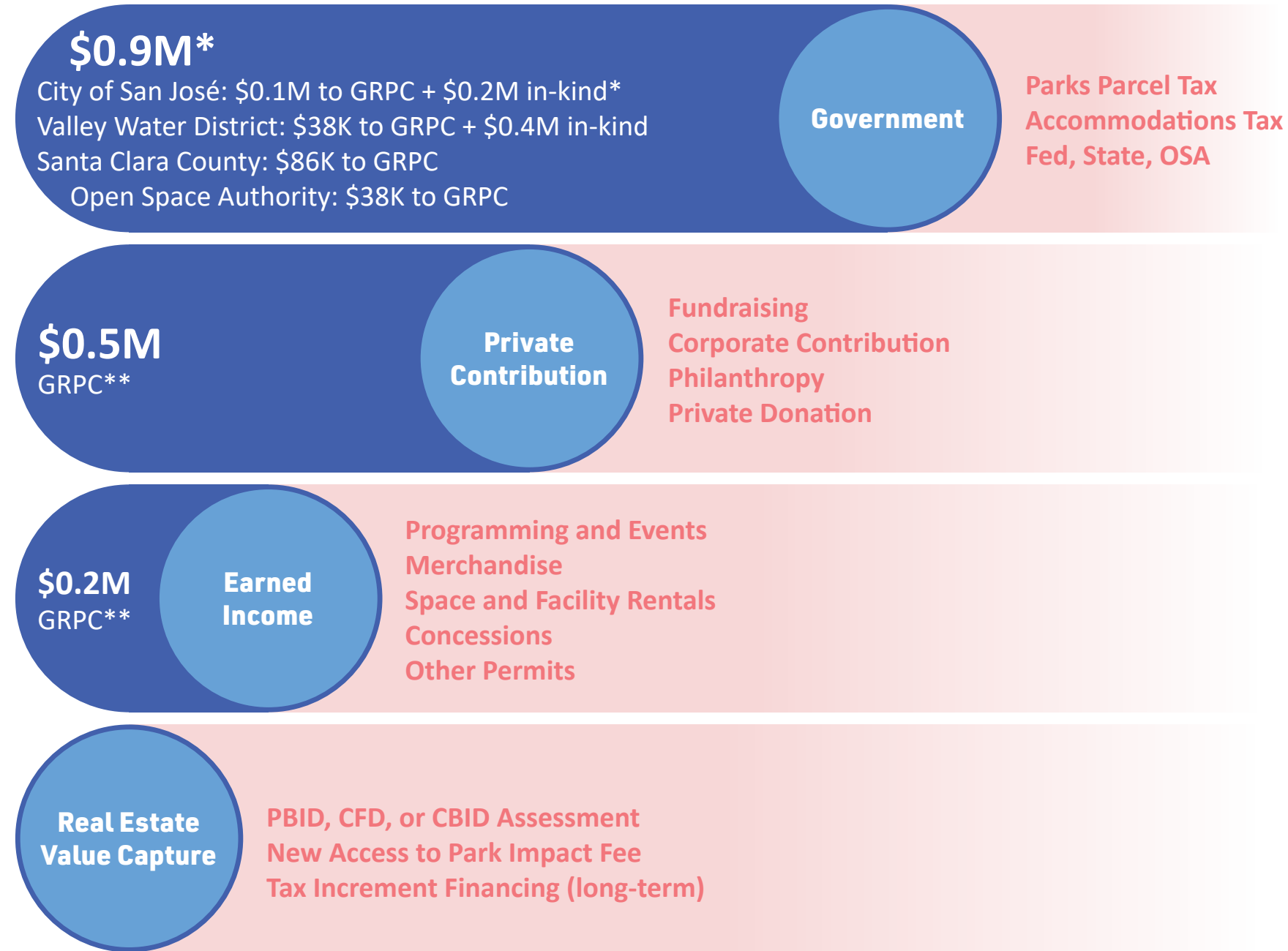
Volunteerism

Volunteerism and equitable donation systems give communities a sense of ownership and help park managers meet operation goals.

Funding

Estimated existing funding
for services in the Study Area (per year)

Potential sources
of new funding in the future



*City's in-kind contribution includes park maintenance. It does not include other activities such as encampment abatement, trail management, and capital projects.
**Conservancy income is based on 2019 Annual Report.

For greater equity and access, secure sufficient funding by increasing diverse revenue streams over time for Guadalupe River Park's maintenance, operations, programming, and advocacy. Study short-term and long-term strategies.

Explore new and additional public funding sources, and build a strong Guadalupe River Park-based campaign coalition to advocate for more public funding.

Demonstrate the impact of equity-driven programming and advocacy, and leverage the impact and partnerships with downtown stakeholders for greater contributed revenue.


Invest in the capacity, resources, and spaces needed for revenue-generating programming, events, and other operating activities.

Capture the value of the unprecedented amount of real estate development potential around the Park that will get built in the future. Reevaluate existing value capture mechanisms in San José to build support for viable paths forward. Stakeholders of the Park and the broader Downtown communities should engage in conversations to explore the tools to link park improvements to real estate value creation, considering the services and scope necessary, timing, and geographic boundary of value capture tools. Potential tools include, but are not limited to, the following categories:

- Renewal, Expansion, and/or Subzone of the Property-Based Improvement District
- Mello Roos Community Facility District
- Community Benefit and Improvement District
- Tax Increment Financing (long term consideration)

Overview of Opportunities for Governance, Operations, and Funding

OPPORTUNITIES FOR STRONGER COORDINATION		Parties Involved: (Current and *Future Potential)							
		City of SJ	Valley Water	GRPC	PBID	Private	Com-munity	Non Profit	Other County Urb.Conf.
#1	Delineation of responsibilities and roadmap to coordinate decision making and execution	X	X	X	X*	X*	X	X	
#2	Potential third-party professional operations and maintenance in the near term	X*		X*	X*	X*			
#3	Enhancement of staff expertise and resources over time for park services	X		X	X*			X*	
#4	Continued volunteerism and partnership management for supplementary maintenance	X	X	X			X	X	
OPPORTUNITIES FOR ENHANCED INTEGRATION		City of SJ	Valley Water	GRPC	PBID	Private	Com-munity	Non Profit	Other
#5	Development of a strong and cohesive brand identity	X		X	X		X		
#6	Relationship management with downtown stakeholders and the City through board development	X		X		X	X	X	
#7	Coalition-based advocacy for policy and funding			X	X*	X*	X*	X*	
#8	District-wide wayfinding and safety measures	X	X*	X*	X*				
OPPORTUNITIES FOR GREATER EQUITY		City of SJ	Valley Water	GRPC	PBID	Private	Com-munity	Non Profit	Other
#9	Broader district-scale Equitable Economic Development Plan, policies, and advocacy	X*		X*	X*	X*	X*	X*	
#10	Continued emphasis on equitable operations, programming, and activation within the Park	X		X	X*	X*	X	X	
#11	Continued environmental education and ecological enhancement	X	X	X			X	X	
#12	Continued coordination to address homelessness	X	X	X	X			X	County
#13	New strategies of near-term encampment interventions in the Park	X	X	X		X*		X*	
#14	Capital improvement pilot projects based on community vision	X	X*	X	X*	X*	X*	X*	
OPPORTUNITIES FOR MORE FUNDING		City of SJ	Valley Water	GRPC	PBID	Private	Com-munity	Non Profit	Other
#15	Earned income from diversified sources	X		X*	X*				
#16	Unlocking more value with the Park Impact Fee program	X				X	X		
#17	Exploring other varieties of real estate value capture mechanisms	X*		X*	X*	X*	X*		
#18	Accessing the accommodations tax fund	X*				X*	X*		
#19	Exploring other public funding sources from multiple tiers of government	X	X	X					OSA, State*, Fed*

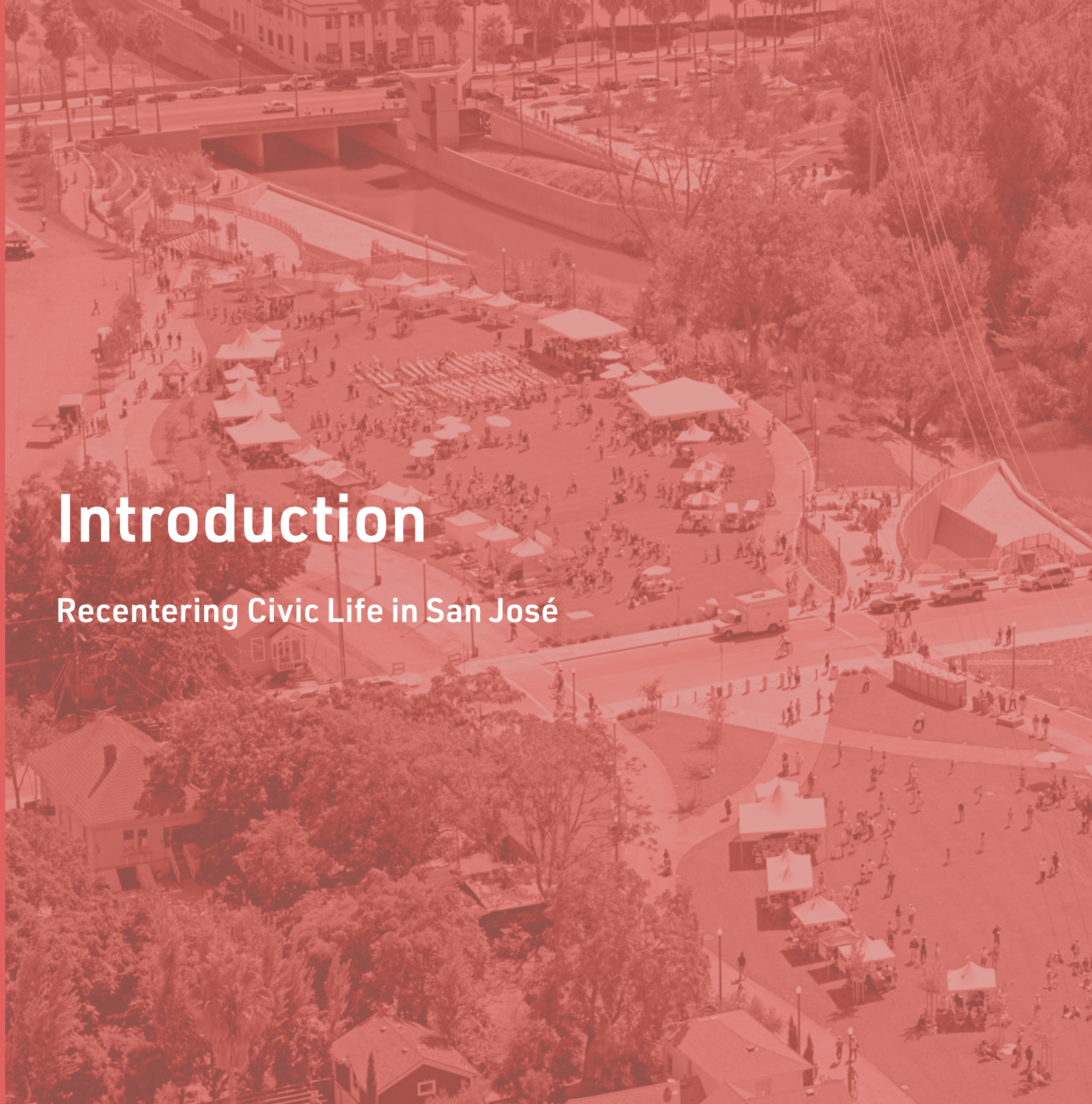
A scenic view of a paved path in a park. The path is paved and runs through a lush area with many trees and tall grasses. A person is riding a bicycle on the path. In the background, there are modern buildings, likely in a city. The overall scene is bright and sunny.

Guadalupe River Park has the potential to be a driver for equity and economic growth in San Jose's growing Downtown. To create a more prosperous river park, it is imperative for the Park's stewards and Downtown stakeholders to collaborate and invest in its revitalization.

01

Introduction

Recentering Civic Life in San José



San José, a city of 1 million residents, is one of the most diverse and educated cities in the United States.

The City of San José is situated in Santa Clara county. It lies in the Santa Clara Valley along Coyote Creek and the Guadalupe River, approximately 50 miles southeast of San Francisco. San José is the 10th most populous city in the United States and the most populous city in Santa Clara county, which has the third highest GDP per capita in the world according to Brookings Institution.

74 percent of residents in San José are people of color. Asians, a growing demographic, are the single largest group, representing 35.1 percent of the total population. Latinos follow at 32 percent, and 26 percent of the city is white alone. The city contains the largest Vietnamese population outside of Vietnam and the highest concentration of Vietnamese-Americans in the United States. The majority of the Hispanic population is Mexican-American.

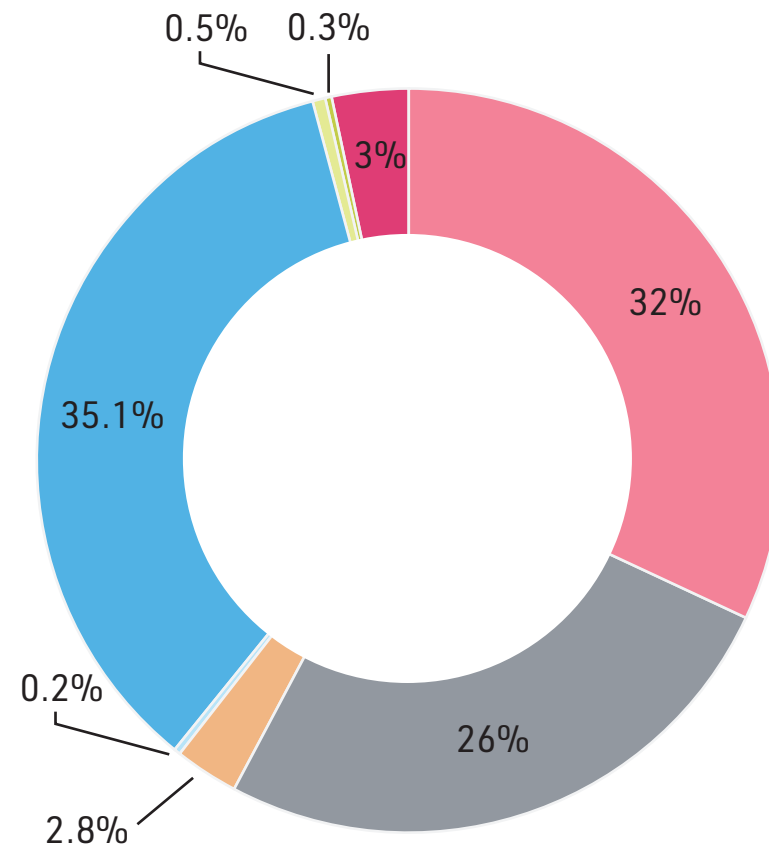
Educational attainment in the region is higher than the state average, as 45 percent of San José residents have obtained a bachelor’s degree or higher compared to 34.2 percent of California residents. However, educational attainment in San José is lower than Santa Clara County averages.

Demographic make up of San José:

San José is a majority-minority city.

Race and Hispanic Origin, 2018

- Hispanic or Latino (of any race)
- White alone
- Black or African American alone
- American Indian and Alaska Native alone
- Asian alone
- Native Hawaiian and Other Pacific Islander alone
- Some other race alone
- Two or More Races



Hispanic and Asian or Pacific Islander Populations by Ancestry, 2018

Hispanic or Latino	Population
Mexican	284,214
Puerto Rican	5,966
Cuban	1,423
Other Hispanic or Latino	36,554
Total	328,157

Asian or Pacific Islander	Population
Asian Indian	69,737
Chinese	82,940
Filipino	56,988
Japanese	12,486
Korean	11,363
Vietnamese	107,509
Other Asian	22,014
Total	363,037

Source: U.S. Census Bureau ACS 5-Year Estimates Data Profiles , 2018; Brookings Institution

The city has boasted a strong, growing economy with low unemployment, as companies competed for the talented workforce across the region.

San José had one of the lowest unemployment rates in the United States in 2019. Prior to the COVID-19 pandemic, the unemployment rate in December 2019 was 2.3 percent, compared to California’s unemployment rate of 3.9 percent. This was comparable to San Francisco’s unemployment rate of 2.2 percent. Employment in San José steadily increased from 2009 to 2019 (a decade prior, the unemployment rate was 11 percent). From 2009 to 2019, San José gained roughly 150,000 jobs.

The most common industries in San José by number of employees in 2019 were:

- Manufacturing (15.9%)
- Professional, Scientific, & Technical Services (13.2%)
- Health Care & Social Assistance (12.1%)

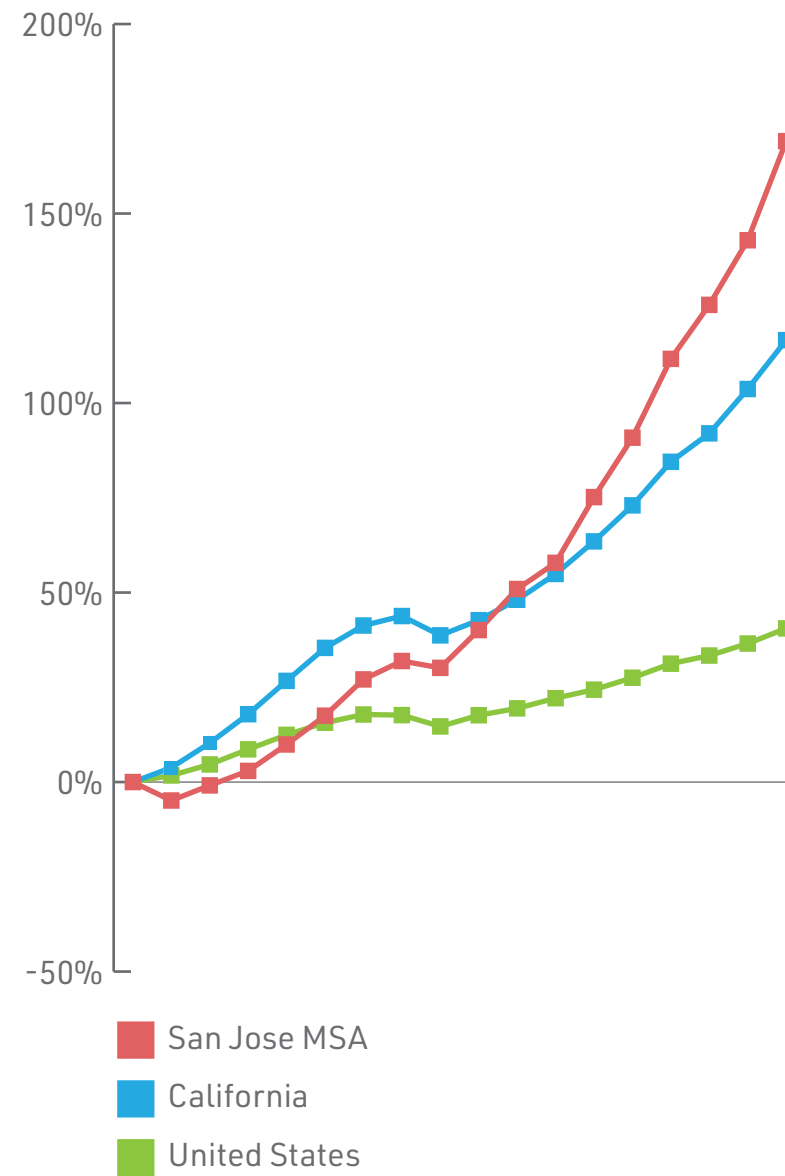
Technology related jobs are largely located within the Manufacturing and Professional, Scientific, & Technical Services industries. These industries also contain jobs that were among the top five highest paying in the region in 2019.

Due to effects from the COVID-19 pandemic, as of July 2020, the unemployment rate in the San José MSA was 11.2% (California 13.2%; US 10.2%). In March 2021, the unemployment rate was down to 5.2% (California 8.3%; US 6%).

San José's economic growth:

GDP has risen consistently since 2008.

San Jose MSA Gross Domestic Product, Cumulative Growth (2001 - 2018)



Job growth had picked up since 2008 and before the most recent recession.

Cumulative Job Growth, San Jose MSA Employment, (2001 - 2018)



Source: U.S. Bureau of Labor Statistics

However, there are also major challenges facing San José, particularly at the Downtown core, including rising inequity, historical lack of Downtown investment, and suboptimal fiscal revenue.

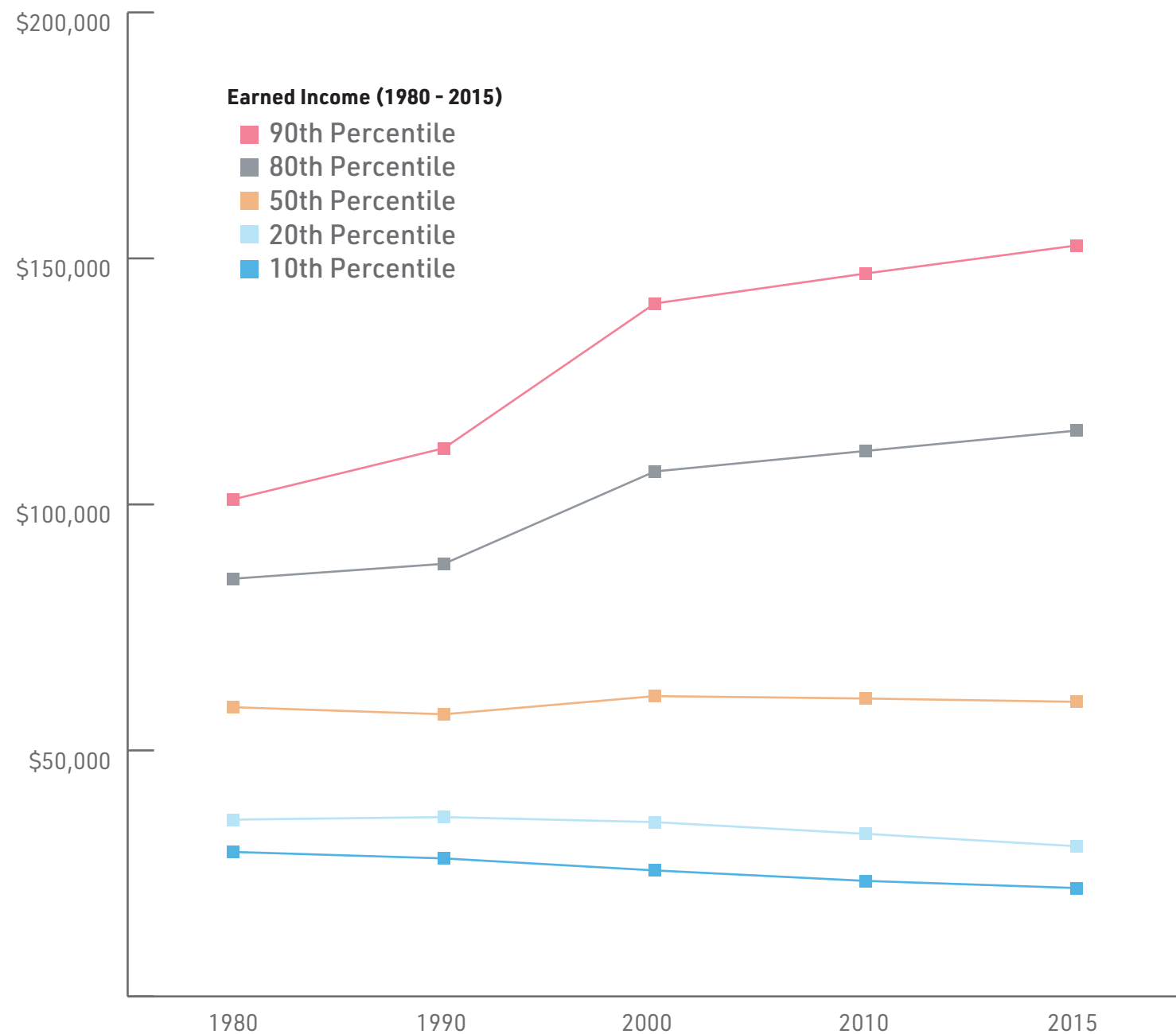
Regarding inequality in San José, income disparity, displacement, and homelessness are among several pressing issues currently affecting the city and its Downtown.

San José ranked sixth in the nation in terms of income inequality according to a Brookings Institution report from 2018. The city’s highest earners make 10.5 times more than its lowest earners. Salaries of high earners increased by more than \$60,000 from 2014 to 2016, while salaries of low earners increased less than \$2,000. Low wage earners are most predominant in industries such as accommodations and food services. 45 percent of San José households are considered low-income. For comparison, 34.3 percent of all Santa Clara County households are considered low income. Displacement of low income and minority populations from San José led the city to commission a report in 2019 titled “Community Strategy to End Displacement in San José.” They found that housing is not being produced at a quick enough pace to offset displacement. Specifically, Black and Hispanic residents are more likely to have higher rates of housing cost burden and be at risk of displacement.

In the “2019 Homeless Census” the city found that the number of homeless adults had drastically increased over the past two years. The homeless count tallied 6,200 individuals, an increase of 1,800 from 2017. Downtown census tracts are among the places with the highest concentration of homelessness.

Wages for low-income workers declined while wages for high-income workers increased.

San Jose City, Earned income by percentile for full-time wage and salary workers (1980 - 2015)



Source: National Equity Atlas, Brookings Institution, City of San José, HUD

In terms of economic competitiveness and vibrancy, despite strong recent performance at the city and regional levels, historically, a period of slow Downtown growth in the last century has put San José's urban center at a disadvantage compared to other downtowns.

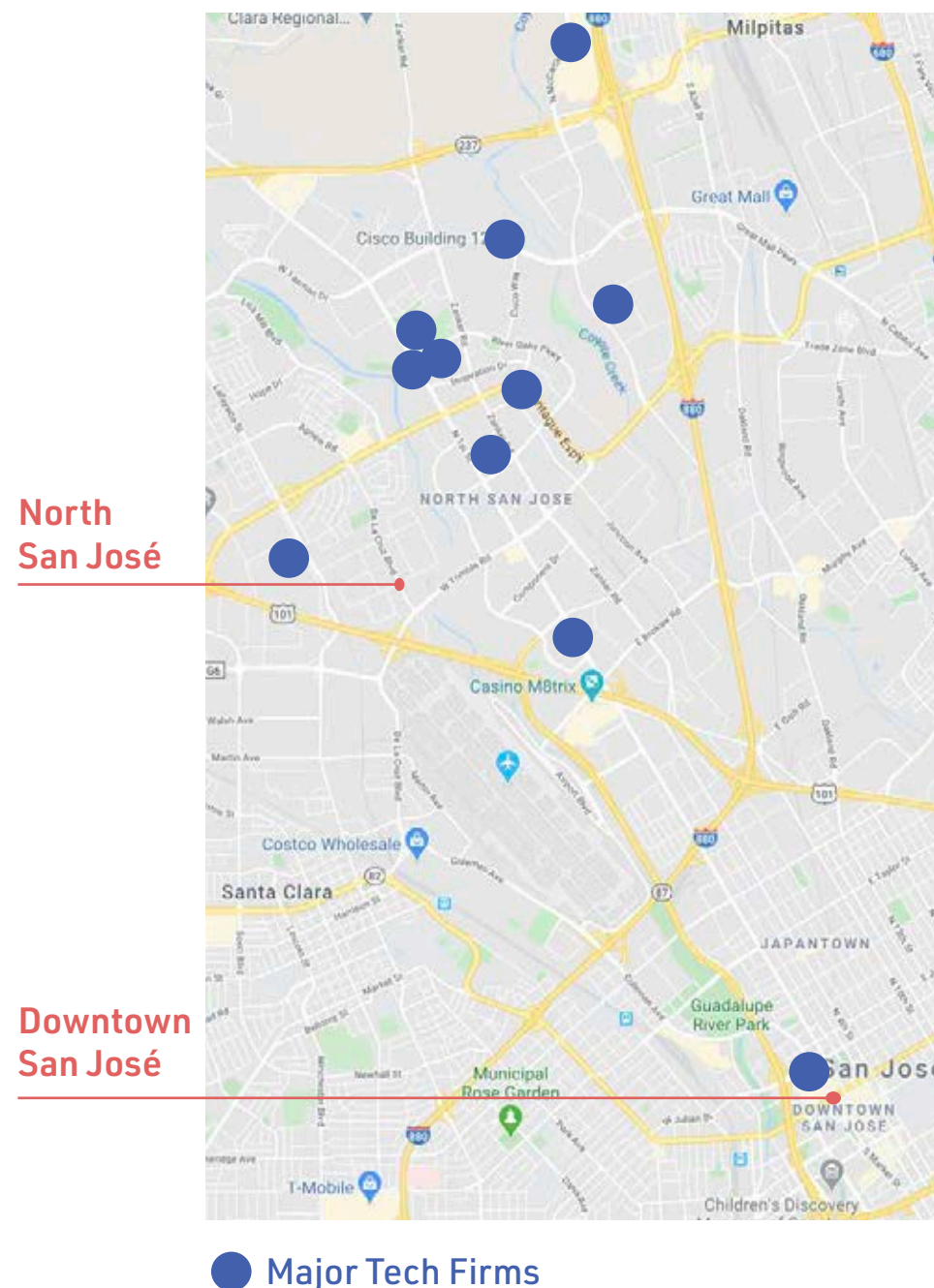
Prior to World War II, Downtown San José was the economic hub for not only the city of San José, but also the Santa Clara County. After the War, San José began to annex surrounding land and smaller cities into its jurisdiction as an attempt to diversify the city's industries and capture additional tax revenue.

When San José expanded, Silicon Valley's technological legacy began to grow as well, mainly by agglomerating around Stanford University, leaving San José at a relatively disadvantaged position, as new firms and talent sought to locate near the core of technological innovation near Stanford.

As a result of these trends, San José's Downtown district experienced diminished status and lack of investment. Suburbs began to sprawl, highways encapsulated downtown, restricting natural connections among adjacent neighborhoods, and many retail centers, which used to provide much of the urban vibrancy, are gone.

Even for tech companies that do locate in San José, many of them are up north, leaving a very small number of tech companies, including Adobe and Zoom, to be physically located in the Downtown area. SPUR, in a 2013 report titled "Shaping Downtown San José," stated, "The irony here is that investment downtown was enabled by opening up growth in places away from downtown, which inadvertently harmed downtown's ability to capture a big share of the city's overall jobs and other activities like retail or housing."

Even for tech firms that do cluster in San José today, their presence in Downtown is limited.



The San José Redevelopment Agency (RDA) attempted to rectify disinvestment in San José in the 1980's by creating a tax increment financing district (TIF) throughout Downtown San José, as well as North San José and Edenvale.

Source: US Patent and Trademark Office. *Machines in the Valley: Growth, Conflict, and Environmental Politics in Silicon Valley*

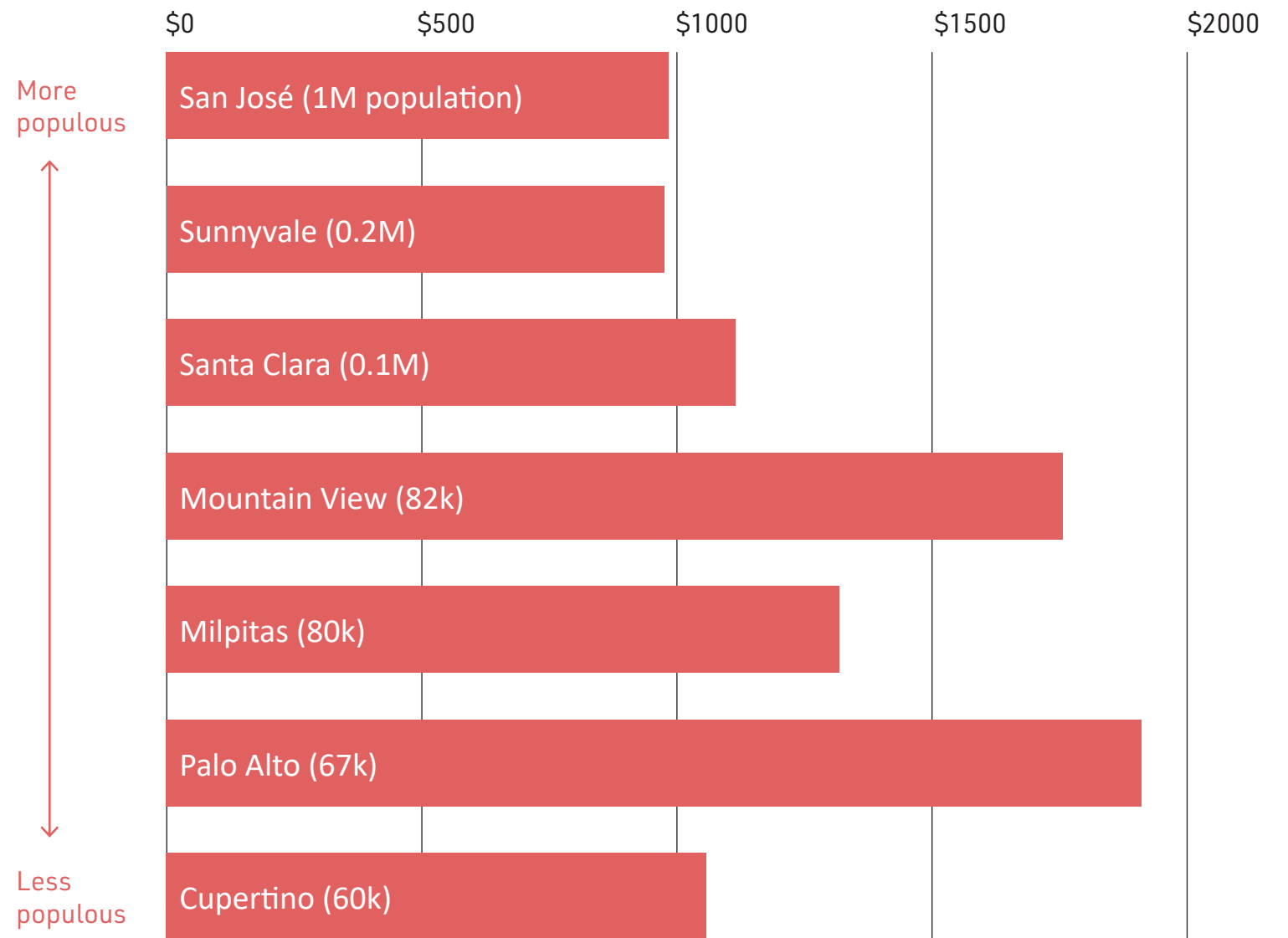
The City of San José’s fiscal resources also faced challenges that limited public agencies' ability to provide services.

San José has the highest median income of any major city in the United States, yet the level of funding for public goods and services is relatively lacking compared to other places. For example, according to Silicon Valley Community Foundation's report "The City of San José’s Budget Crisis”: funding for City officials, police officers and firefighters has decreased from 2008 to 2012 despite substantial population growth. According to the Mercury Times' 2018 analysis: "San José would need about \$92.8 million a year for 10 years to bring all of the city’s roads to good condition."

Property tax is one of the largest revenue sources for San José, yet compared to other major US cities, San José does not collect sufficient property tax with respect to its population and wealth. This is in part due to the 1978 California Proposition 13, which limited the City Council’s ability to adjust property tax rates and assessment. In terms of other sources of revenue, despite the fact that the City is now responsible for a geographic area approximately five times larger than its jurisdiction in 1936, revenue from their commercial tax revenue district has not grown proportionately in the same period of time. While San José residents voted in favor of Measure B in 2016, a quarter-cent sales tax increase, San José was second to last among the larger cities (with population over 60 thousand) in Santa Clara County in per capita tax revenue in 2018. Additionally, San José’s pension systems have gone below 7 percent for their expected rates of return for several years, requiring the city to invest additional revenue from the general tax fund to make up the difference.

San José's city tax revenue per capita ranked on the lower end in the County, a challenge for funding public goods and services.

City Tax Revenue Per Capita, Cities with 60+ Population in Santa Clara County 2018



Source: The State of California; City of San José Annual Report on City Services 2018-19

Despite issues of inequity, lack of investment in the past, and suboptimal fiscal situation, Downtown San José is now witnessing new growth and development opportunities with major announcement of transit service expansions through Diridon Station.

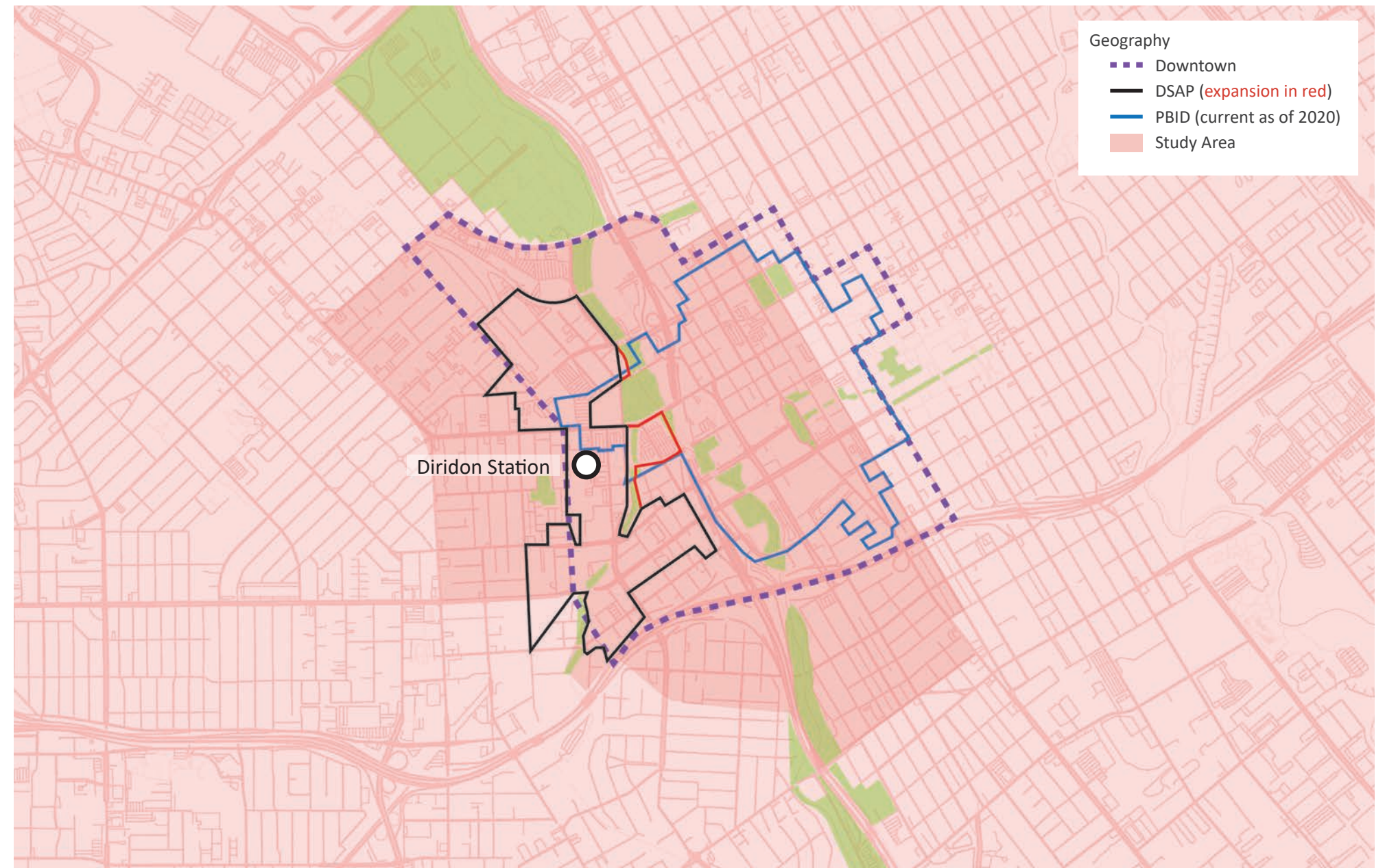
Diridon Station currently serves as a transportation hub for approximately 17,000 daily passengers via light rail, Caltrain, Amtrak, the Capitol Corridor, ACE Train and bus lines. The Bay Area Rapid Transit (BART) expansion to San José is expected to reach completion by 2028, passing through Diridon Station and transforming into a even more significant transit hub with ripple effects across the Downtown. The station could also become a stop for high-speed rail to connect Silicon Valley to the Central Valley by 2031. If these projects reach completion, it will be the only location in the Bay Area where BART, electrified Caltrain, Amtrak, and High-Speed Rail all provide converge.

With new expected traffic driven by BART’s planned expansion, the Valley Transit Authority (VTA) projects that Diridon Station will serve more than 100,000 passengers by 2040, according to its “2019 Travel Demand Model.” This is more than 5 times its current capacity.

Funding for transit improvements totals \$5.1 Billion. Funding for improvements date back to 2000:

- \$1 Billion: 2000 Measure A
- \$1.5 Billion: 2016 Measure B
- \$400 Million: Local Measures Revenues
- \$375 Million: Regional Measure 3 (RM 3)
- \$160 Million: State of California Traffic Congestion Relief Program (TCRP)
- \$750 Million: State of California Transit and Intercity Rail Capital Program (TIRCP)
- \$1.4 Billion: Federal Transit Administration Pilot Program for Expedited Project Delivery

Diridon Station will receive substantial transportation infrastructure upgrades in the upcoming decade.



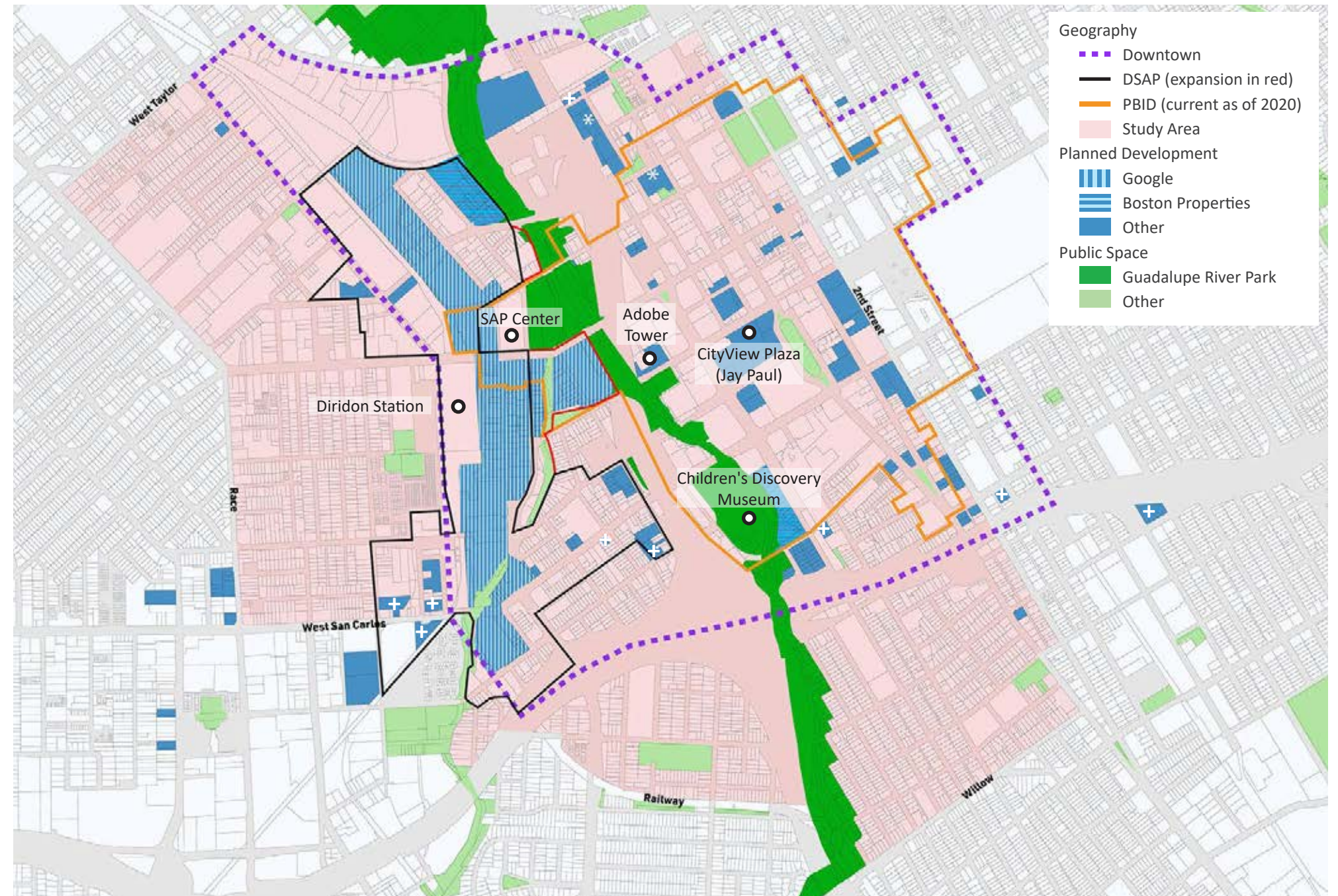
Source: Diridon Station Concept Plan, VTA

Transit investments spur real estate development. Several multinational firms, including Google, have purchased land adjacent to Diridon Station and across Downtown generally.

Google purchased ninety-five parcels near Diridon Station from the City of San José to develop what is expected to result in a multi-billion, mixed-use “Downtown West” with 3,000-5,000 homes, 7.3 million square feet of commercial office space, over a million square feet of retail, cultural, arts, education, hotel, and active uses, and 15 acres of parks, plazas, and green space.

Adobe recently broke ground on the fourth tower of their headquarters located adjacent to Discovery Meadow. Boston Properties is working with TMG Partners to develop 1 million square feet of commercial office space north of the SAP Center. These projects, together of many others, if delivered in phases over the next decade, will bring a considerable number of new employees and unprecedented amount of economic vitality to an expanded Downtown San José.

Illustrative map of planned development sites:



25

Source: CoStar, Mercury News, City of San José; Data as of May 2021.

*Projects completed since the start of this analysis

+ 100% affordable projects, excluded from square footage and value analysis

Downtown reinvestment will be an opportunity for San José to develop plans, tools, and policies that promote more equitable access to public amenities and critical community infrastructure, a stronger sense of place and community, and shared prosperity for everyone.

Stakeholder interviews with developers, City officials, and residents of San José indicate that the current Downtown, as a result of trends and factors discussed earlier, lacks a sense of place. Although public and private entities have cultivated a collection of social and cultural assets over time, many of these assets are, nonetheless, disconnected from one another in terms of programmatic and physical connections. Greater connections and a stronger sense of identity would shape a more powerful sense of community and identity for residents and workers in San José, which can be leveraged to attract more talent and investment.

New developments that are planned in the expanded Downtown can not only densify the urban fabric and create jobs within the city core. They also present an opportunity to provide and maintain critical civic infrastructure, amenities, and community benefits, such as high-quality parks and open spaces, that interact with existing social and cultural assets and form a network of places with strong identity. And importantly, measures need to be taken so ensure that all residents, regardless of income and background, have equitable access to these amenities. With the right approach, displacement could be mitigated through a series of equitable economic initiatives to ensure that residents of Downtown San José can remain in the city they call home with improved access to jobs and affordable housing. A city core with a renewed sense of place and identity could allow for San José to become an even more prosperous city for all.



Case Study: Potrero Power Plant Redevelopment

Potrero Power Station has adopted equitable economic development policies to mitigate displacement and provide parks and open space for new residents. Located in the Dogpatch neighborhood of San Francisco, a former power plant is being proposed as the site of a 29-acre community that would add 2,600 units to the city’s housing market over the next 16 years. Approximately 30 percent of the units are expected to be affordable for residents making below 60 percent area median income. Defined by the iconic Potrero Power Station, in what has been called of California’s dirtiest working class neighborhood, the area has embraced its industrial roots with a turn towards micro-manufacturing and has attracted multiple technology firms and startups.



Case Study: Crescent Park

The Philadelphia Navy Yard has over 15,000 employees and maintains a curated selection of food trucks, health and wellness programs, rotating public art installations by local and international artists, and hosts a variety of food, fitness, and philanthropic events in its parks. The Philadelphia Navy Yard, a 1,200 acre area undergoing major development, is situated adjacent to a skilled workforce, major highways, an international airport, and filled with historic buildings.

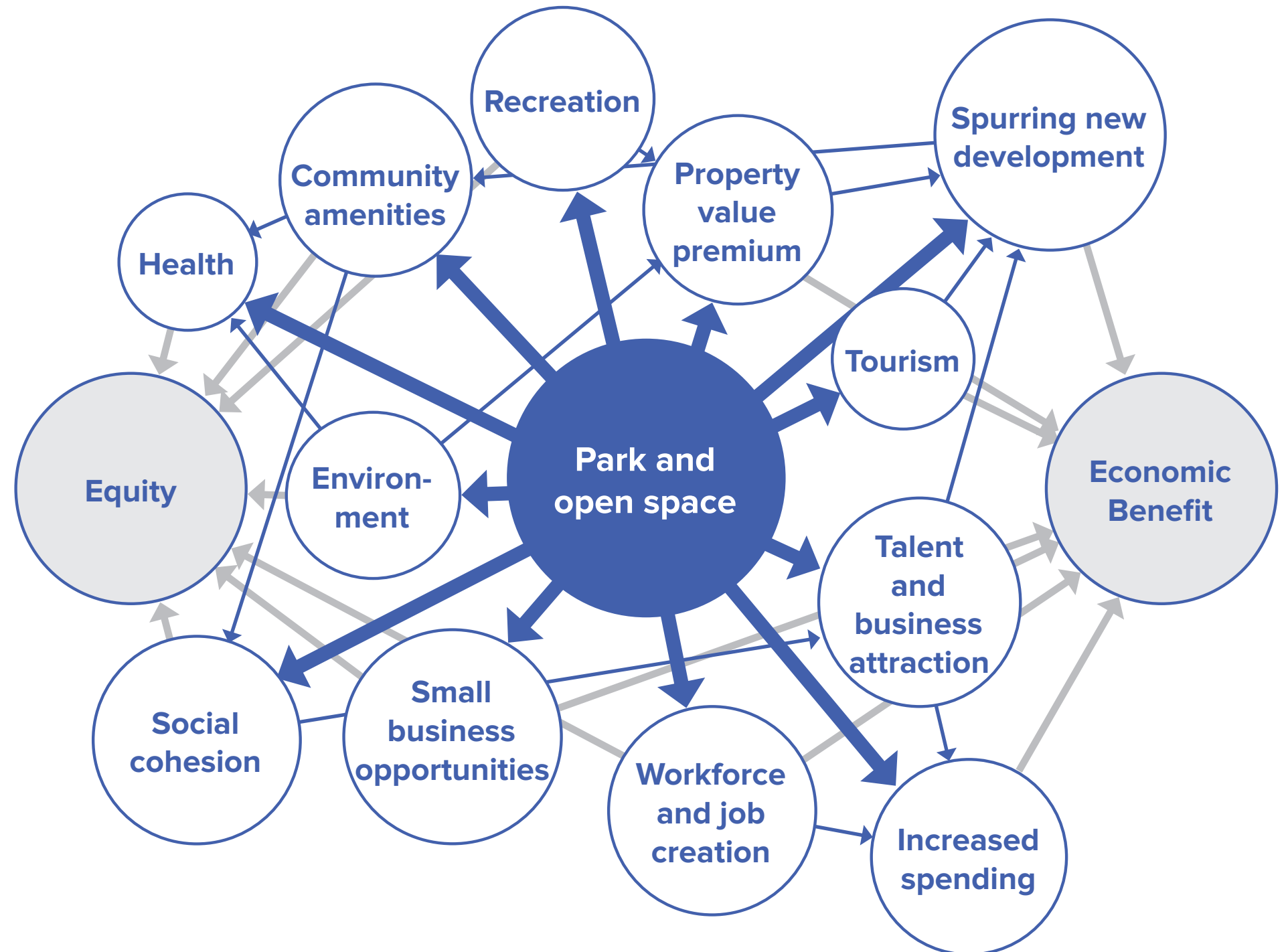
Source: US Census Bureau, Navy Yard Philadelphia, Dog Patch Power Station

To achieve economic growth and shared prosperity, parks and open spaces are an increasingly important strategy for cities and communities across the country.

Parks are no longer just the much-needed respite from chaotic city life - they are an increasingly important part of strategies for economic growth and more vibrant and equitable cities.

For public and private sectors, parks and open spaces provide new approaches to talent and business attraction, job creation, shared prosperity, and competitiveness. In the real estate industry, developers also see larger and sustained financial returns in projects that incorporate or are adjacent to quality green spaces. At the same time, the benefits of high-quality, accessible open spaces to communities regarding health, social cohesion, and environmental protection contribute to cities' paths toward greater equity and inclusion.

The addition of well-designed, maintained, and programmed parks and open spaces to new development can spur greater economic return and achieve equity goals.



The Economic Case of Parks and Open Spaces: A National Survey of the Economic and Fiscal Impacts

Cultural Trail Indianapolis, IN

In Indianapolis, property assessments within one block of the eight-mile Indianapolis Cultural Trail rose 148%, an increase of \$1 billion in property value, and 95% of Trail users surveyed felt safe while on the Trail.



The BeltLine Atlanta, GA

In Atlanta, the BeltLine generated an approximately 8:1 return on investment in the first 12 years, anticipating to reach a goal of \$10 billion in private redevelopment around the corridor over the life of the project.



The High Line New York, NY

The High Line has transformed a former industrial area of New York's West Chelsea neighborhood into a thriving hub of tech jobs, tourism, and culture, catalyzing nearly \$6 billion of real estate development nearby and generating significant tax revenues to the City of New York each year.



Fountain Square Cincinnati, OH

In Cincinnati, the revitalized Fountain Square became a new destination of the city's downtown area and spurred an additional \$125 million in private investment.



The Economic Case of Parks and Open Spaces: A National Survey of the Economic and Fiscal Impacts

Millennium Park Chicago, IL

In Chicago, Millennium Park has catalyzed residential development throughout the downtown area totaling \$1.4 billion.



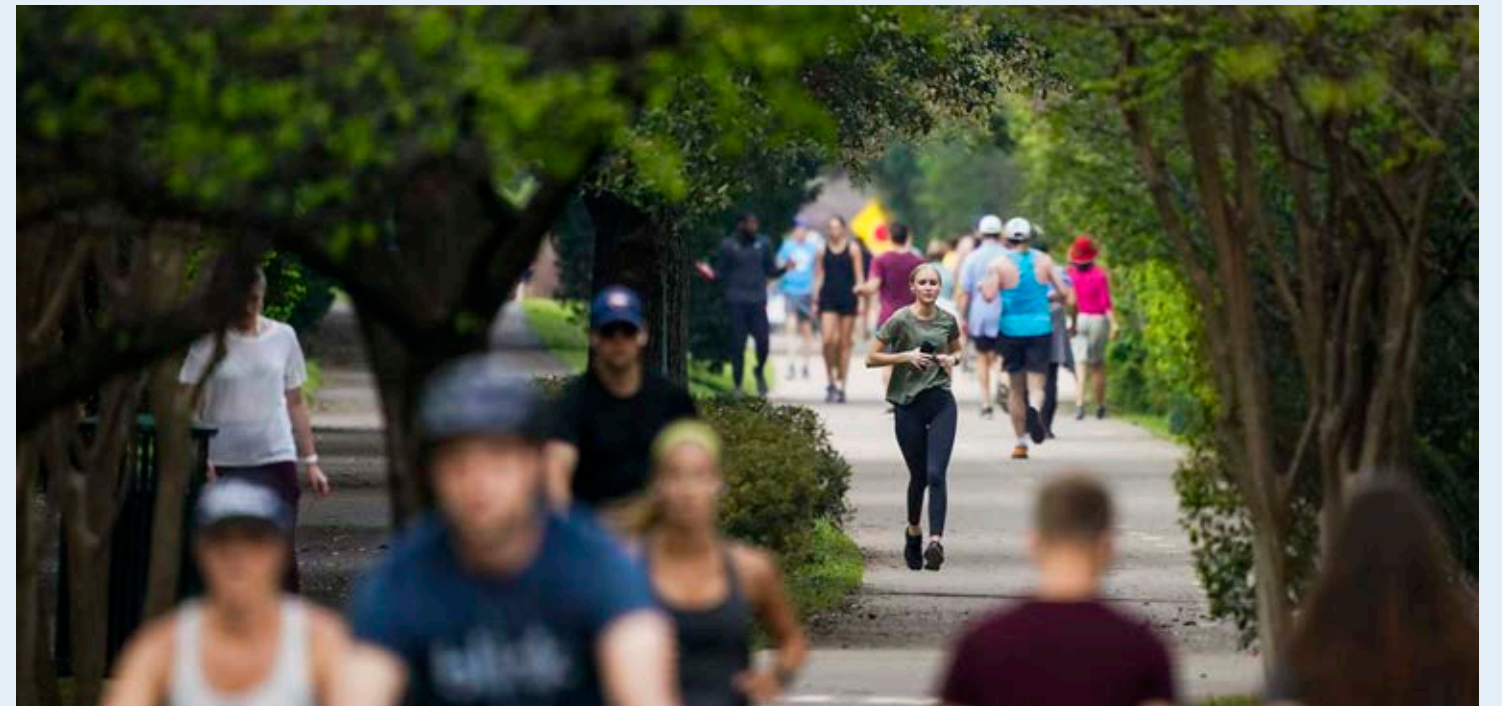
Buffalo Bayou Promenade Houston, TX

Houston's Buffalo Bayou Promenade led the number of businesses in the area to expand fourfold, and retail sales rose almost 600%.



Katy Trail Dallas, TX

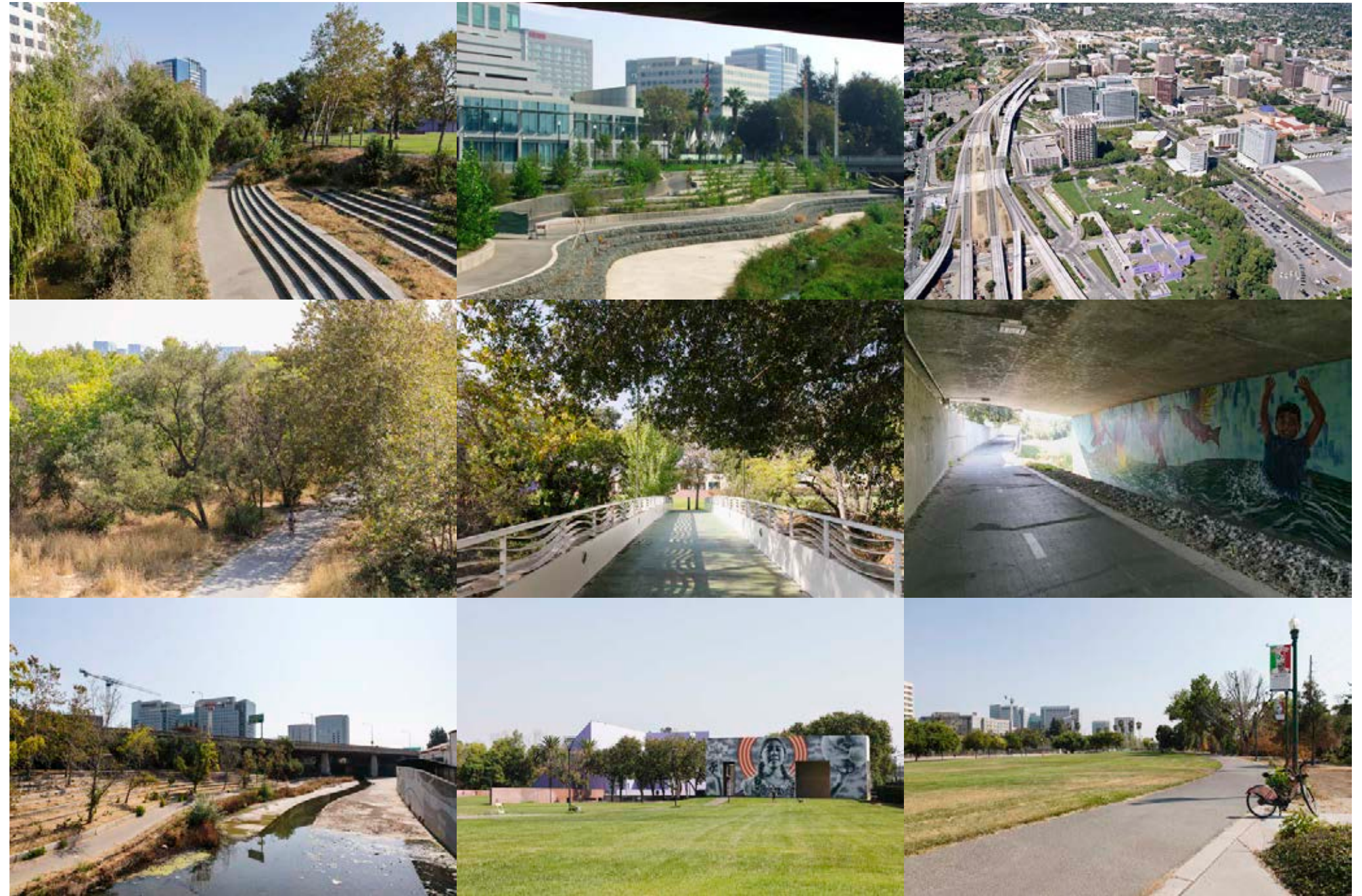
Since the opening of Dallas' Katy Trail, property values rose 80% in the surrounding neighborhood



Guadalupe River Park, the largest open space at the center of San José's development and reinvestment, presents an opportunity to shape a more equitable future of economic development in Downtown San José.

Guadalupe River Park and Gardens are a three-mile ribbon of park land that runs across Downtown San José and are connected to the regional trail system.

The Park was designed by the Army Corp of Engineers and implemented using the City of San José's 1995 Guadalupe River Park Master Plan. The Santa Clara Valley Water District constructed the flood protection project along the river. In 2005, after a decade of park development, Guadalupe River Park and Gardens opened to the public. While \$242 million has been invested to the making of the park, Guadalupe River Park needs additional support and improved maintenance and stewardship to address existing issues and increase its value.

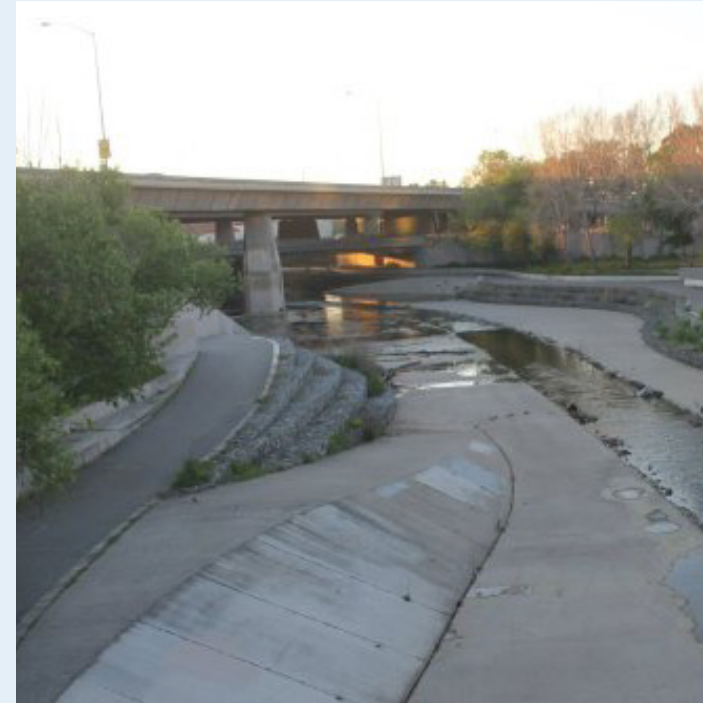


30

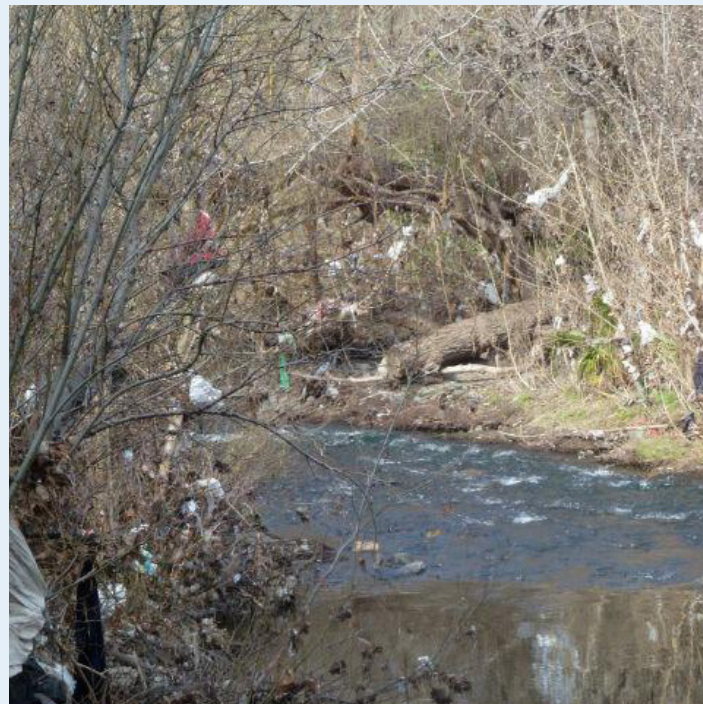
Current Challenges: The Park currently faces issues that have led to low levels of visitation and use.



A host of socioeconomic factors and management issues have led to under housed individuals using the Park as a site for encampment. A 2019 report produced by SPUR titled “Re-envisioning the Guadalupe River Park” discussed the conflict regarding river pollution created by homeless encampments.



When surveyed, one-third of San José residents stated they have not visited the park in the past year. For comparison, Balboa Park in Downtown San Diego was used by an estimated 2.6 million local residents in 2017, and locals were reported to use the park a median of 10 times per year. Balboa Park was also cited by 19% of tourists as the primary reason for their visit.



While there are Valley Water and volunteer efforts helping with cleaning, the level of dedicated staffing for regular park grounds maintenance and patrolling is suboptimal compared to the magnitude and complexity of issues to be addressed.

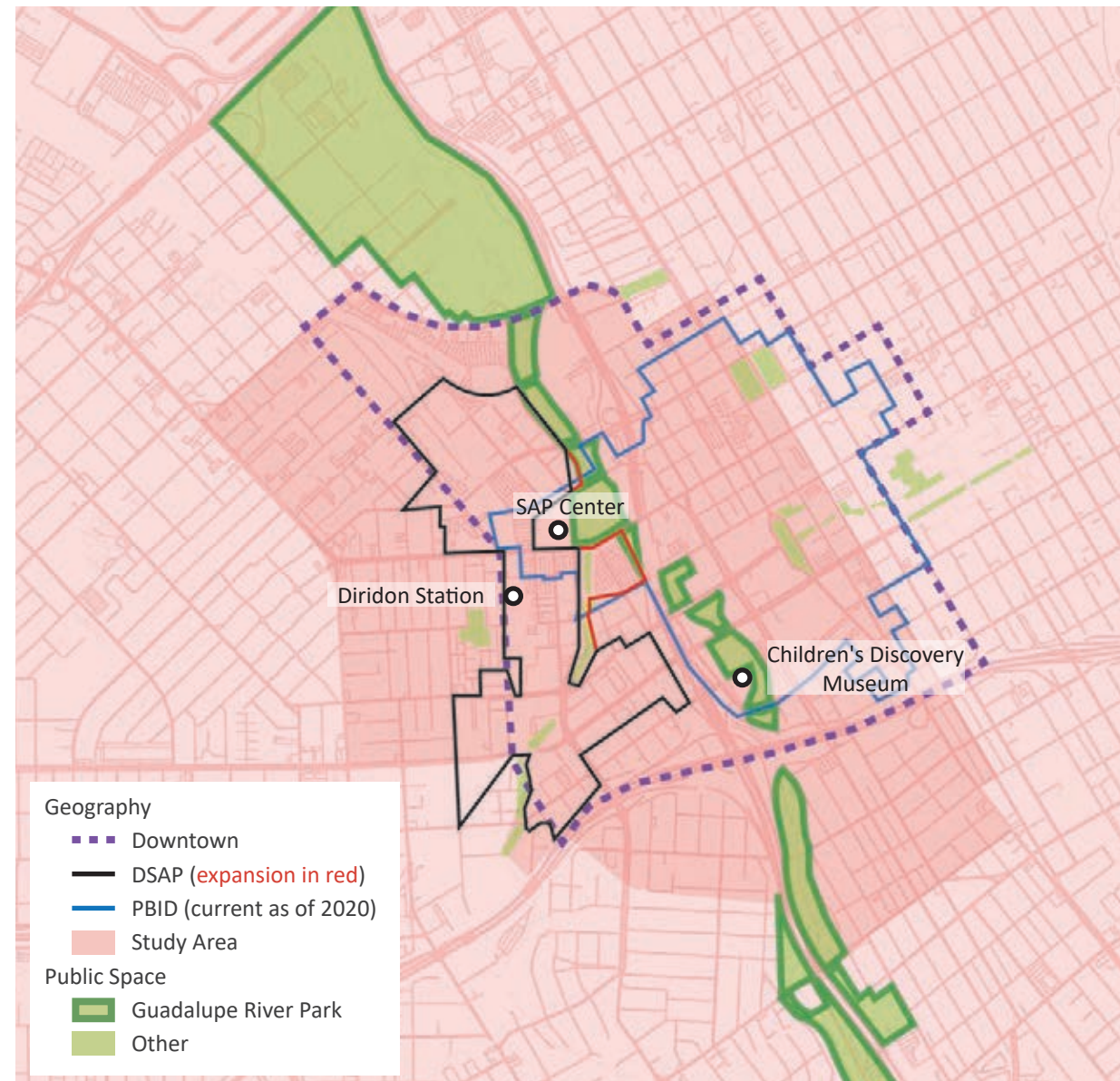


Multiple plans for redevelopment and enhancement have been created, but they were not implemented. Ken Kay Visioning Plan from 2009 wasn't implemented because of the lack of funding support at that time. CMG Landscape Architects won the competition and created a plan estimated to cost between \$40-\$50 million, but activation of the site has largely been postponed or disbanded.

With the implementation of Google's massive Downtown West plan, Guadalupe River Park will become even more central to the city, making the revitalization of Guadalupe River Park a critical planning and public policy priority for public, private, and community stakeholders.

Guadalupe River Park, despite current challenges, has the potential to become a revitalized urban space for the city and catalyze greater equitable development in the expanded Downtown.

In this report, the project team investigates the landscape of Downtown reinvestment and development, quantifies the real estate value adjacent to the Guadalupe River Park, researches on means and considerations to ensure equitable development inside and around the park, and discusses a series of high-level governance and funding strategies for Guadalupe River Park, with the goal for aligning interests among public, private, and community stakeholders to work together and invest in the future of this important urban asset for San José.



Understanding and unlocking the economic value of Park revitalization

Ensuring equity and inclusion in and around the Park

Investigating opportunities for governance, stewardship, and funding

Aligning interests among diverse Park and Downtown stakeholders

02

Unprecedented Changes in Downtown San José

Public Policy, Transit Investments,
and Real Estate Development

There are unprecedented changes occurring in Downtown San José, backed by a series of long-term fundamental factors for development, creating a major realignment of the real estate market that will change the face of Downtown for generations.

Despite its standing as the 10th largest city by population in the United States, San José has historically resisted urbanization and development in the Downtown area.

Downtown San José is currently experiencing an unprecedented moment of investment driven by transit investment and changes in public policy related to land-use and zoning. These changes will fundamentally alter the Downtown real estate market and create new opportunities for development and the rehabilitation of parks, restaurants, and entertainment.

The outbreak of COVID-19 has led to the voluntary shutdown of a previously strong economy, drastically impacting short-term growth and business activity. While the global economy is expected to rebound modestly when travel restrictions are lifted and individuals return to the workplace, the reality of a post-pandemic world requires careful planning and analysis to determine the lasting effects and possible solutions. In Downtown San José, several major developers have published updated plans to deliver planned projects during the next decade, while other projects have been placed on hold or postponed indefinitely. As we continue to monitor market conditions, the long-term feasibility of development projects is currently unknown.

Complicating the short-term pipeline of development is the COVID-19 pandemic, which has induced significant market uncertainties. During the course of this research, we have monitored and reflected any published changes to development plans and projected a reasonably conservative picture for analytical purposes.

In the upcoming decade, the San José skyline will see the addition of taller buildings with a broader range of uses.



A fundamental factor for Downtown transformation is the revitalization of Diridon Station, a multimodal hub of regional and - in the future - high speed rail transportation that will directly link major Bay Area cities and generate new demand for real estate.

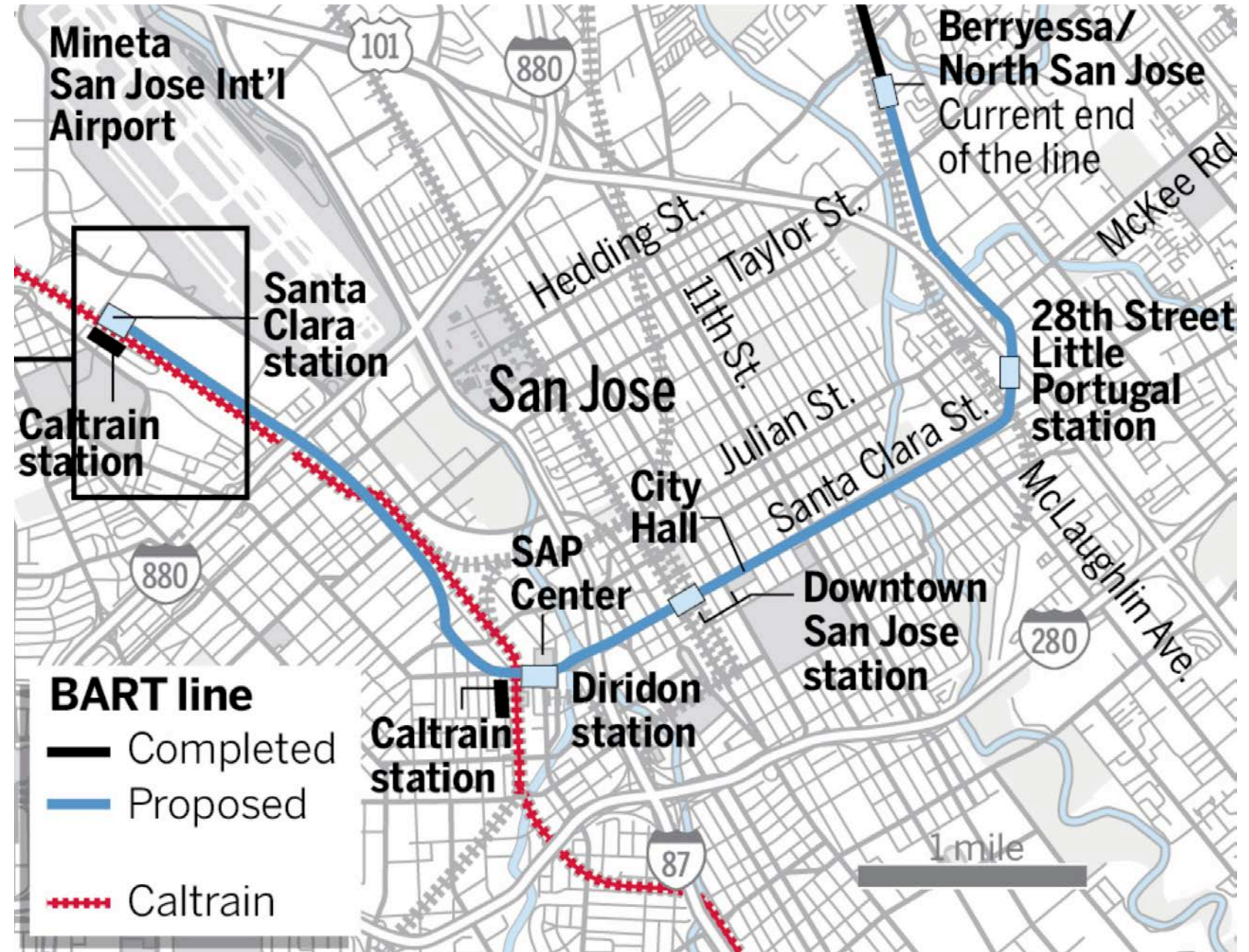
Public transit is becoming an increasingly important asset for the greater Bay Area to reduce reliance on personal vehicles, increase accessibility to affordable housing, meet the needs of a diverse workforce, and connect its cities to one another to increase competitiveness of the region.

The Valley Transportation Authority's (VTA) BART Silicon Valley Extension Program (BSV) will expand BART service into Santa Clara County, bringing high speed regional rail service to over 1.7 million residents. Phase I of the project reached completion on June 30th, 2020. Phase II is predicted to reach completion by 2028.

Currently, Diridon Station receives 4,876 weekday riders, with other San José stations receiving a fraction of that ridership combined. With 33,000 anticipated weekday riders as a result of the new investment, there is potential to support and capture some of that growth through smart transit oriented development.

Density, when utilized as an asset, could make Downtown San José a more appealing alternative for workers and residents in the bay area. To capitalize on BART development, San José has started to plan "transit villages." Stepping back from Diridon Station, the BART Berryessa station in northeast San José has started to get traction as well—office towers, a grocery store, restaurants, shops and thousands of homes are being planned next to the area.

BART will have two stations in Downtown San José. Berryessa Station reached completion in early 2020.



Source: The Mercury Times, Valley Transportation Authority, City of San José Planning Division

The development of Google's Downtown West mixed-use campus adjacent to Diridon Station also illustrates a future in which Downtown San José is a place for people to both live and work.

Development in Downtown San José presents the opportunity to foster new connections and partnerships to create additional recreational and entertainment assets. Google's Downtown West proposes to create a new mixed-use neighborhood to host a variety of experiences. In addition to bringing commercial office development, they propose to bring over five-hundred thousand square feet of retail, cultural, and arts programming to the area. In addition to developing three-thousand to five-thousand residential units, Google will also invest in workforce development programs and other community benefits.

Google's development reflects a bright outlook for a different kind of Downtown San José, one that is people-oriented and enjoys greater vibrancy. Generally speaking, lower office rents in San José versus Sunnyvale, Mountain View, and San Francisco make San José an optimal place for younger companies to settle in. Combining urban life amenities and residential development with some of the most important tech hubs in the nation could also allow San José to attract talent and better compete with other places in Silicon Valley.

Initial objectives proposed by Google for Downtown West:



Jobs Near Transit



Housing Near Jobs



Educational Opportunity



Connection to Parks & Events



Improved Nightlife



Enhanced Retail & Dining

Relatedly, a series of public policy changes over the past few years have created an environment that is more conducive to real estate investment and development.

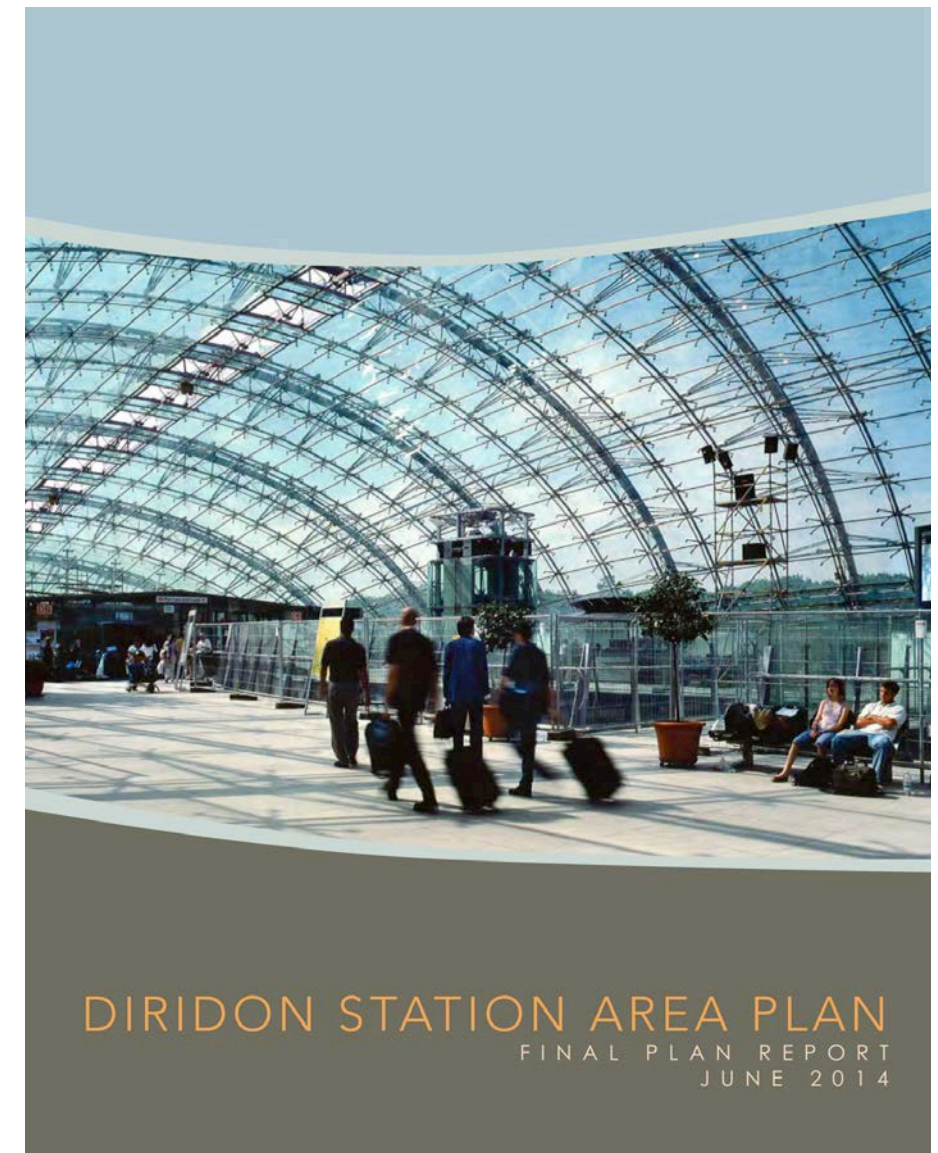
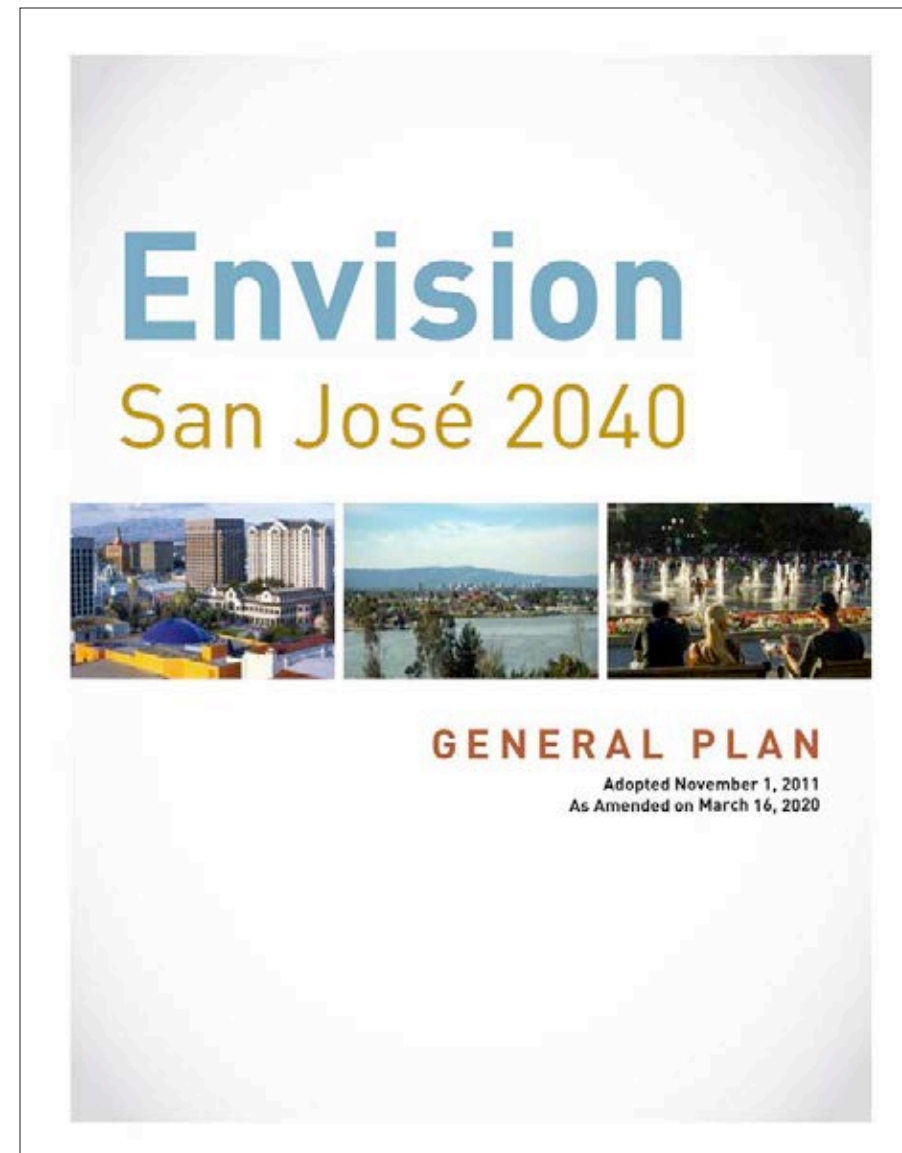
In 2011, the San José City Council adopted the The Envision San José 2040 General Plan. The plan intends to position San José as the economic center of the Bay Area and reflects community desires to see San José grow into a more prominent City with a focus on Downtown growth, the creation of transit oriented developments, and the preservation and creation of residential neighborhoods.

In 2014, San José City Council approved the Diridon Station Area Plan (DSAP) which established long term land use goals for the area surrounding Diridon Station. The City is currently updating the DSAP to reflect recent increased density and the addition of Google's Downtown West.

Additionally, in 2017 California passed and amended a series of legislation that mandates cities develop, preserve and improve affordable housing as part of their long term plans.

The Tax Cuts and Jobs Act of 2017 also increased the availability of capital for development through the designation of low income census tracts as Opportunity Zones.

Planning initiatives have drastically increased density in the Downtown and Diridon Station areas.



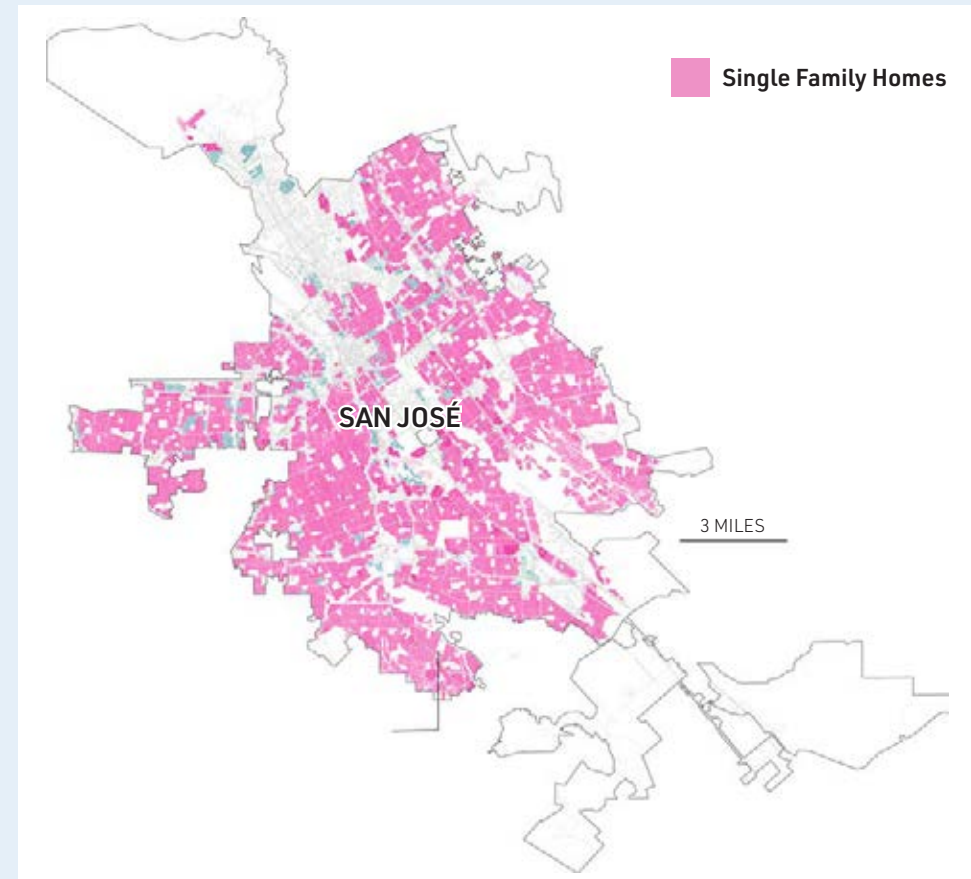
Recent rezonings and updates to land use plans have enabled greater development density and use in and around Downtown San José.

Historic zoning regulations did not encourage density in San José. Ninety-four percent of residential land in San José is zoned for detached single-family homes. For comparison, in Los Angeles seventy-five percent of residential land is zoned for detached single-family homes

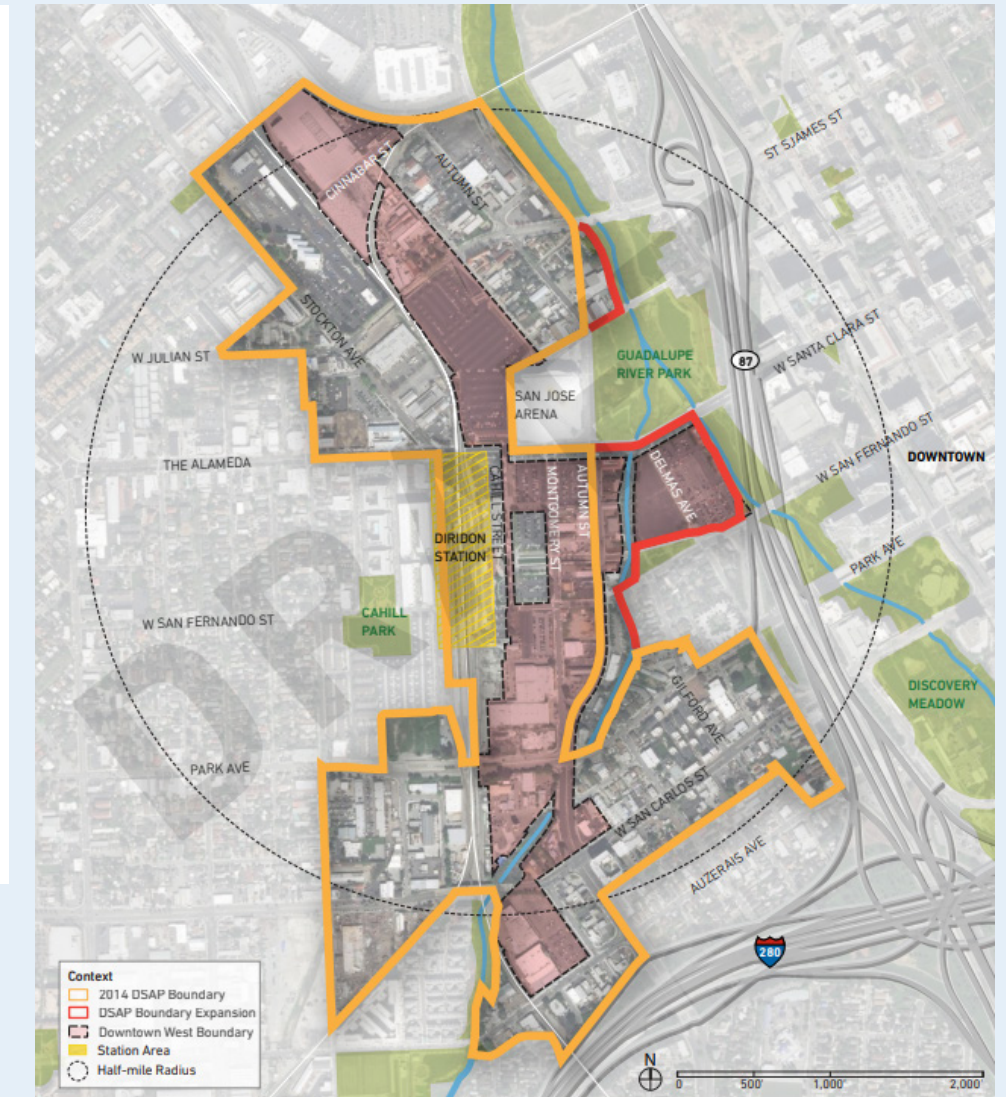
To increase viability for the Norman Y. Mineta San José International Airport, building heights in the Downtown area were historically set below Federal Aviation Administration (FAA) requirements. Today, the change in the aviation industry has allowed the San José City Council to propose adding up to one-hundred and fifty feet of new additional vertical building height in the Diridon Station area and up to thirty feet downtown.

Adopted in 2014, the Diridon Station Area Plan implemented major changes to land use and zoning in San José. It shifted industrial use to residential use, increased neighborhood unit capacity, and raised height limitations in the flight path.

According to preexisting zoning, ninety-four percent of residential land in the entirety of San José was zoned for single family homes.



The Diridon Station Area Plan, adopted in 2014, provides a blueprint for the development of the 250-acre that surrounds the Station.



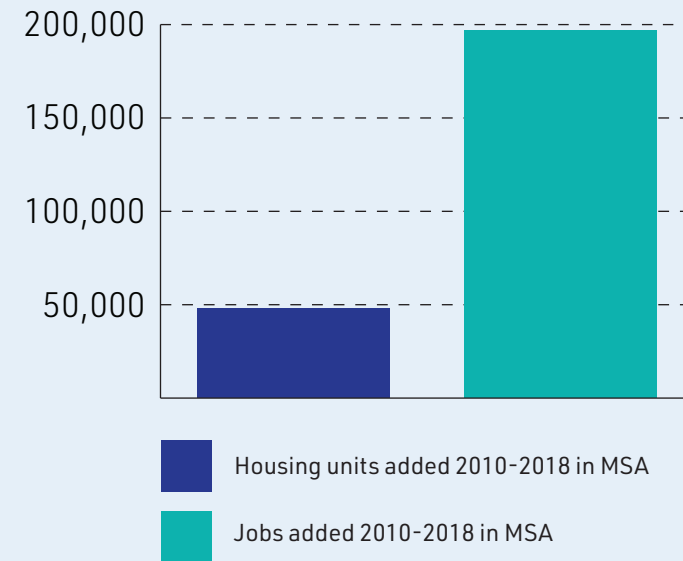
Source: City of San José Planning Division.

Additionally, in 2017 California passed and amended a set of laws which mandate that cities and counties include, as part of their long-term plans, the preservation, improvement and development of housing. This has spurred some cities, including San José, to increase their market and affordable housing goals.

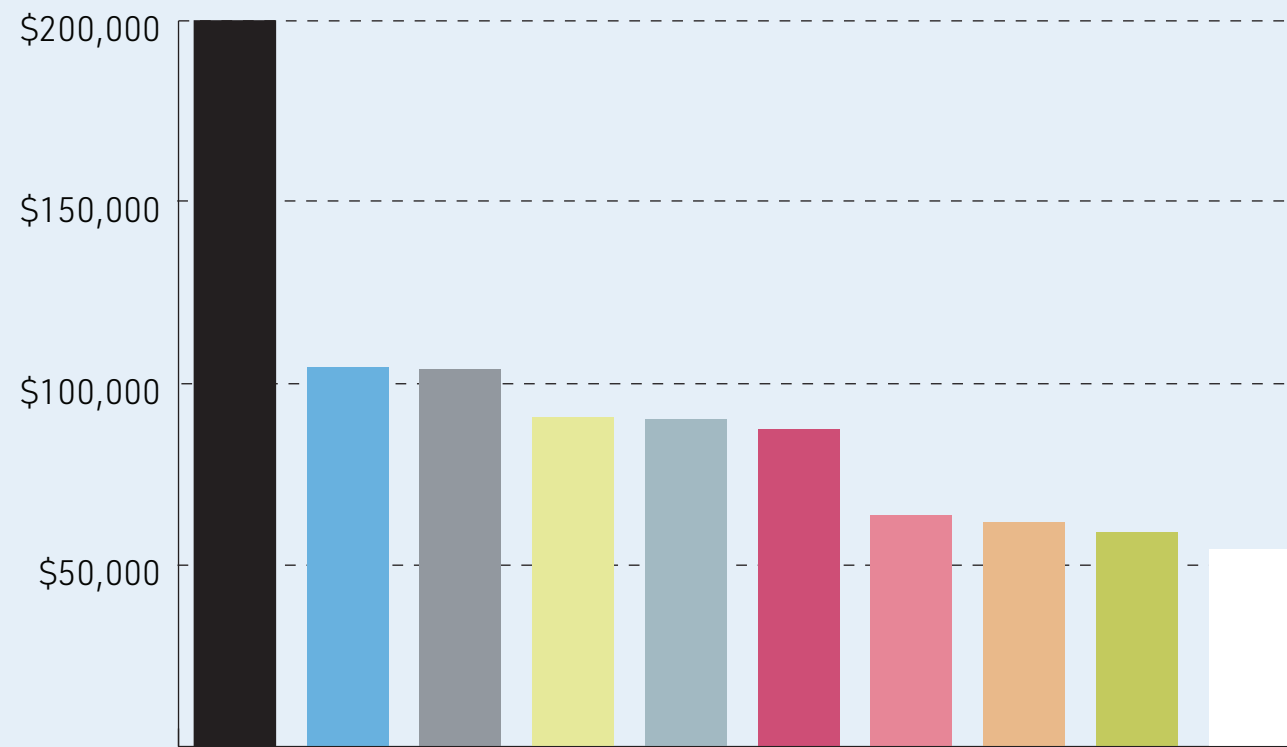
Housing affordability is one of the most pressing issues in San José. A median income renter can afford a \$474,000 home, but the average home price in San José is \$1.25 million. A median income renter can afford to purchase 5 percent of homes in the local market.

Rent per square foot in San José has increased significantly over the past decade. From 2010 to 2019, rent per square foot increased 39 percent from \$1.99 to \$2.77. In 2019, San José overtook San Francisco as the most expensive city for renters in the United States.

From 2009 to 2019, the Bay Area gained over 800,000 jobs. Over the same period, the nine-county region produced merely 177,000 new residential units, or 0.20 units for every job. San José produced the most units out of all Bay Area cities, but housing production has not kept pace with job creation. While the majority of land in San José is zoned for residential use, population density is low at is 5803 people/mi compared to 28,256 people/mi in NYC.



Job growth in the San José-Sunnyvale-Santa Clara MSA significantly outpaced residential development in the same time period.



The median value for a home in San José is \$1.25 million. After putting 20 percent down, the \$4,900 monthly payment on this median home would still utilize more than 30 percent of the median household's income.

Source: City of San José Planning Division, Bureau of Labor Statistics, CoStar, San José-Sunnyvale-Santa Clara Employment versus Housing Production, (2010 - 2018), US Census Bureau, Median Income by Race, 2018, Zillow Research, Median Housing Costs, 2019

As a result of public policies and market demand in Silicon Valley, there has been a major real estate boom in Downtown San José. In addition to Google’s Downtown West development, there are several other large-scale projects in various stages of planning and construction.

San José’s skyline is undergoing massive change. At the end of 2019, investment and acquisition in downtown San José totaled more than \$3 billion from 2016 to 2019.

According to announced development plans and public records, planned unbuilt development (including ongoing real estate development) in this report’s study area totals approximately 36 million SF of office, multi-family, retail, and other uses, to be delivered in multiple phases - nearly doubling the amount of all existing privately owned properties in the same geography. Due to impacts of the COVID-19 pandemic and other external factors, the percentage of total planned development that may not enter the construction stage is unknown at this time. Assuming that the Google Development will be delivered based on its published plan timeline (with 2 years contingency) and that 70% of the other planned development will get built in the next decade in multiple phases, the net increase of building square footage in the study area would amount to 29 million SF.

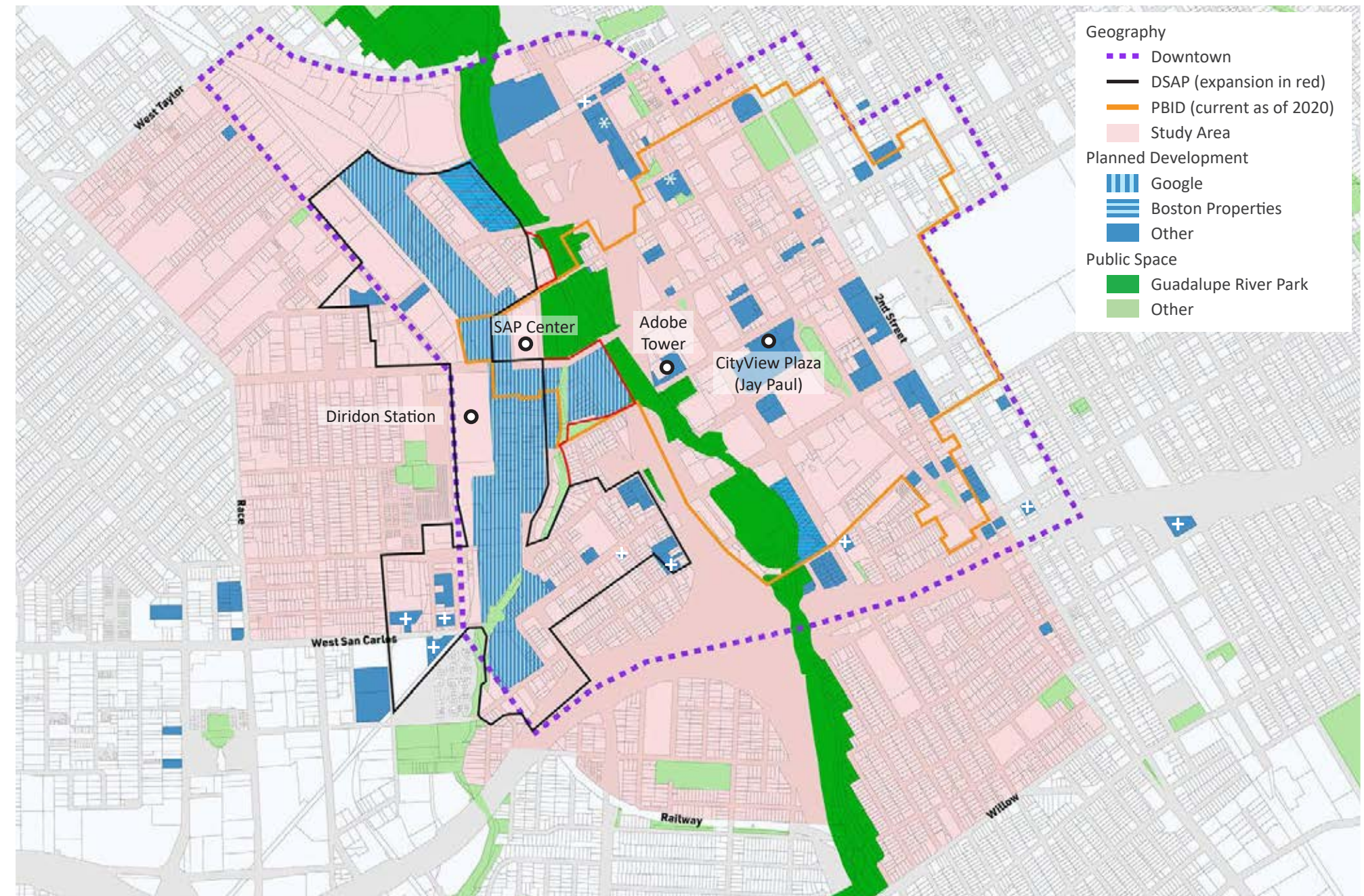
	Existing Private Property in Study Area (Data source: Santa Clara County Assessor)	Planned Unbuilt Development (As Proposed)	Planned Unbuilt Development (Discounted for Conservative Estimate) ²
Multi-Family	8.3 million SF	12.7 million SF	9.8 million SF
Office	6.5 million SF	20.6 million SF	16.6 million SF
Retail and Other Commercial	3.4 million SF	2.8 million SF	2.5 million SF
Single Family	1.9 million SF	N/A	N/A
Other¹	1.094 million SF	N/A	N/A

1. Other uses include industrial, vacant land, parking, public land, transportation, communication, utilities and other.

2. To account for market uncertainty in the future, a more conservative estimate applies 30% discount rate to planned unbuilt development.

Data: CoStar, Mercury News, City of San José (as of May 2021).

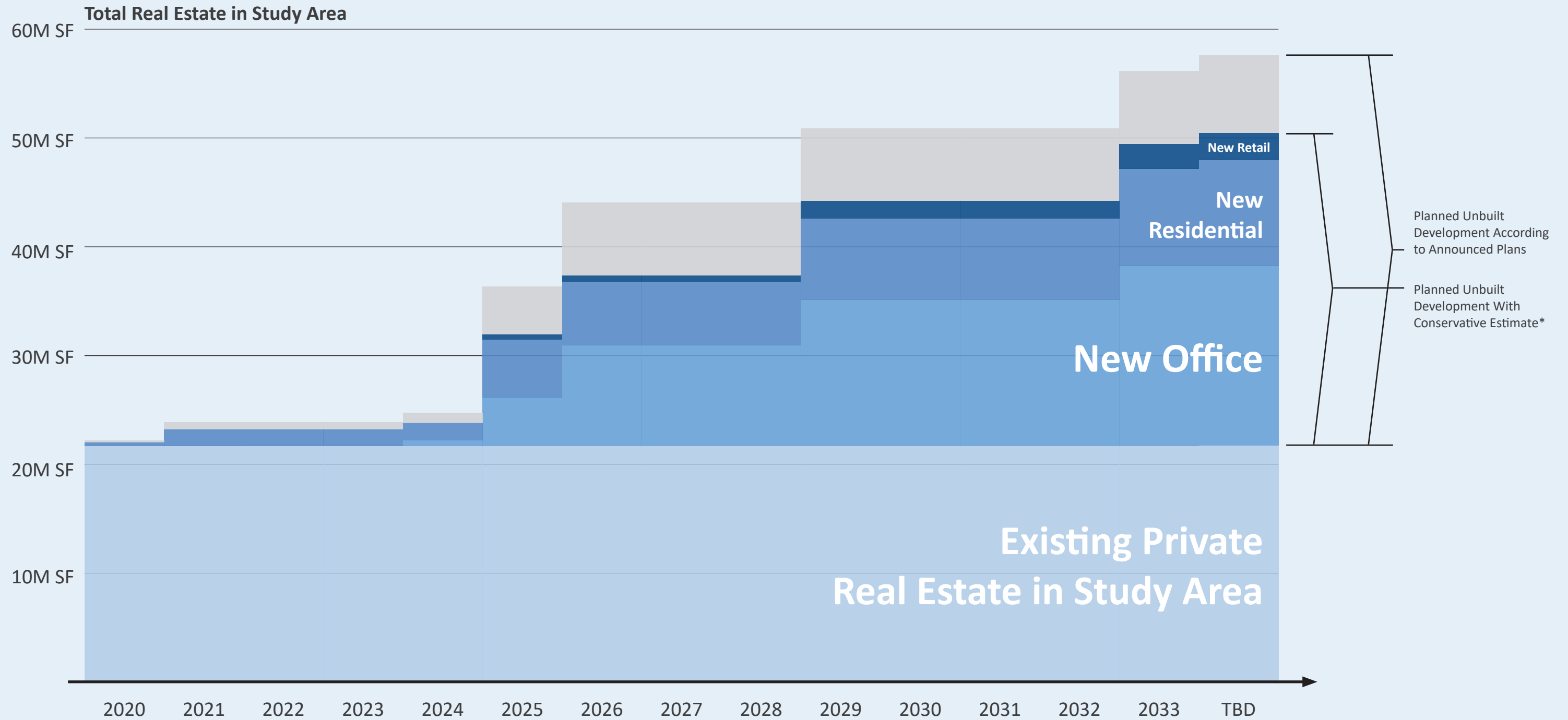
Illustrative map of planned development sites:



Source: JLP+D.

*Projects completed since the start of this analysis.
+ 100% affordable projects, excluded from square footage and value analysis.

Illustrative timeline of planned unbuilt development in study area:



Source: JLP+D.
 Data: CoStar, Mercury News, City of San José (as of May 2021).
 *Conservative estimates applied a 30% discount to non-Google development and shifted all project's timelines by two years from their respective announced timelines.

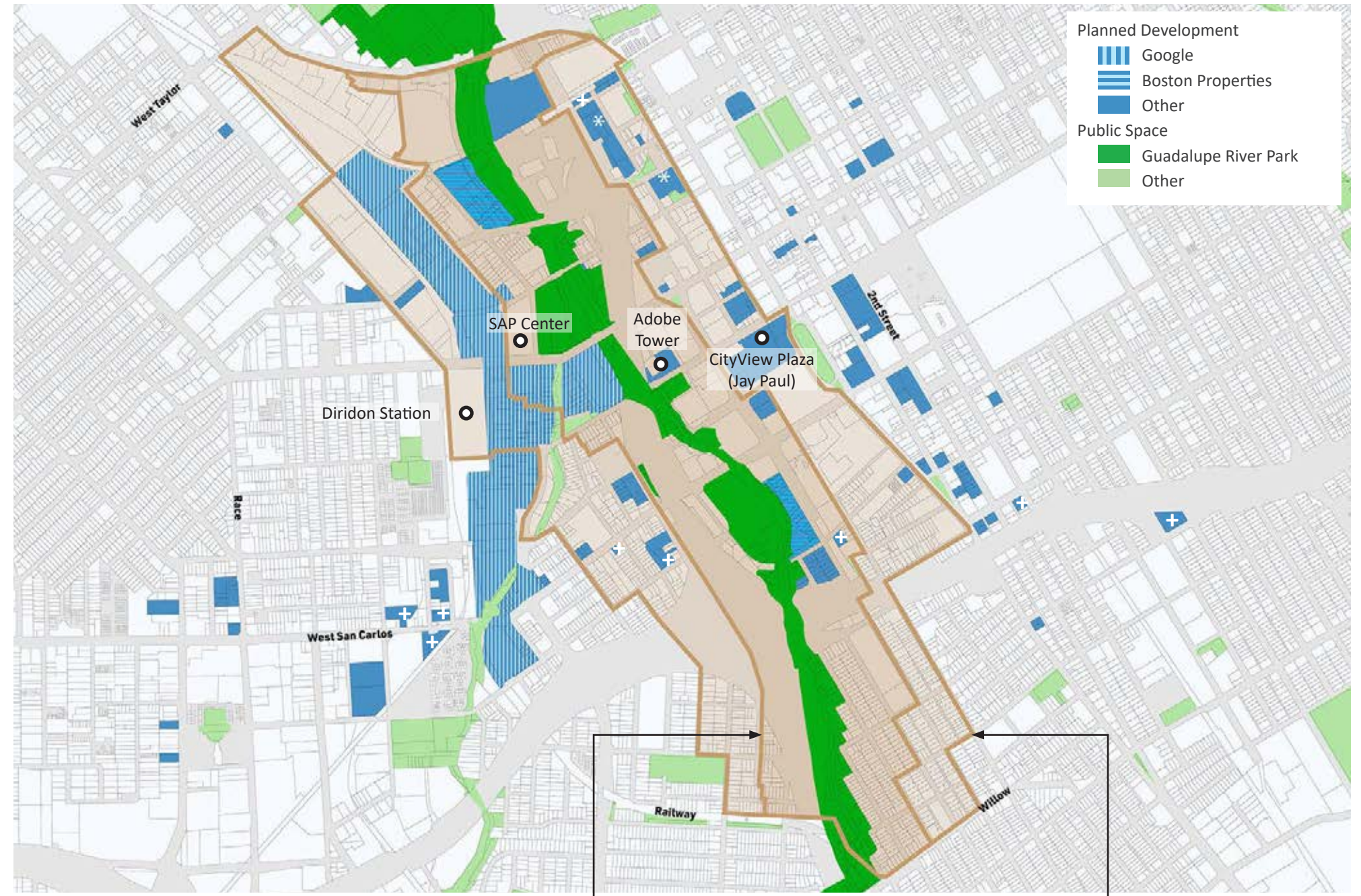
A majority of the new developments are located in close proximity to Guadalupe River Park.

Approximately 39 acres of current new development sites are located in blocks within 600 ft from the Park's border, accounting for 7.9 million SF of new construction that is planned according to conservative estimates. Another 51 acres of development sites are in blocks within 600 ft and 1200 ft from the Park's border, accounting for approximately 9.9 million SF of new development according to conservative estimates.

Conservative Estimate	Within 600 ft from Guadalupe River Park	Within 600 to 1200 ft from the Park	Outside 1200 ft from the Park
Office	6.2 million	5 million	5.4 million
Multi-family	1.3 million	4.1 million	4.5 million
Retail and Other Commercial	0.4 million	0.8 million	1.2 million
Total SF	7.9 million	9.9 million	11.1 million

Data: CoStar, Mercury News, City of San José (as of May 2021).

Illustrative map of planned development sites:



(The boundaries are drawn for analytical purposes only. They do not indicate any recommended geographies for value capture mechanisms.)

Containing street blocks with frontages within approximately **600 ft from the Park**

Containing street blocks with frontages within approximately **1,200 ft from the Park**

Source: JLP+D.

*Projects completed since the start of this analysis. + 100% affordable projects, excluded from square footage and value analysis.

Examples of Planned Unbuilt Development in Study Area:

CityView Plaza Redevelopment Jay Paul Co.

Jay Paul plans to build more than 3 million square feet of mixed-use office space in the heart of downtown San José. More than 20,000 employees could work in the redevelopment.



Adobe North Tower Adobe

In their campus expansion, Adobe plans to add an additional 3000 - 4000 employees with 700,000 square feet of retail and office space, with above and below ground parking.



South Almaden Boston Properties

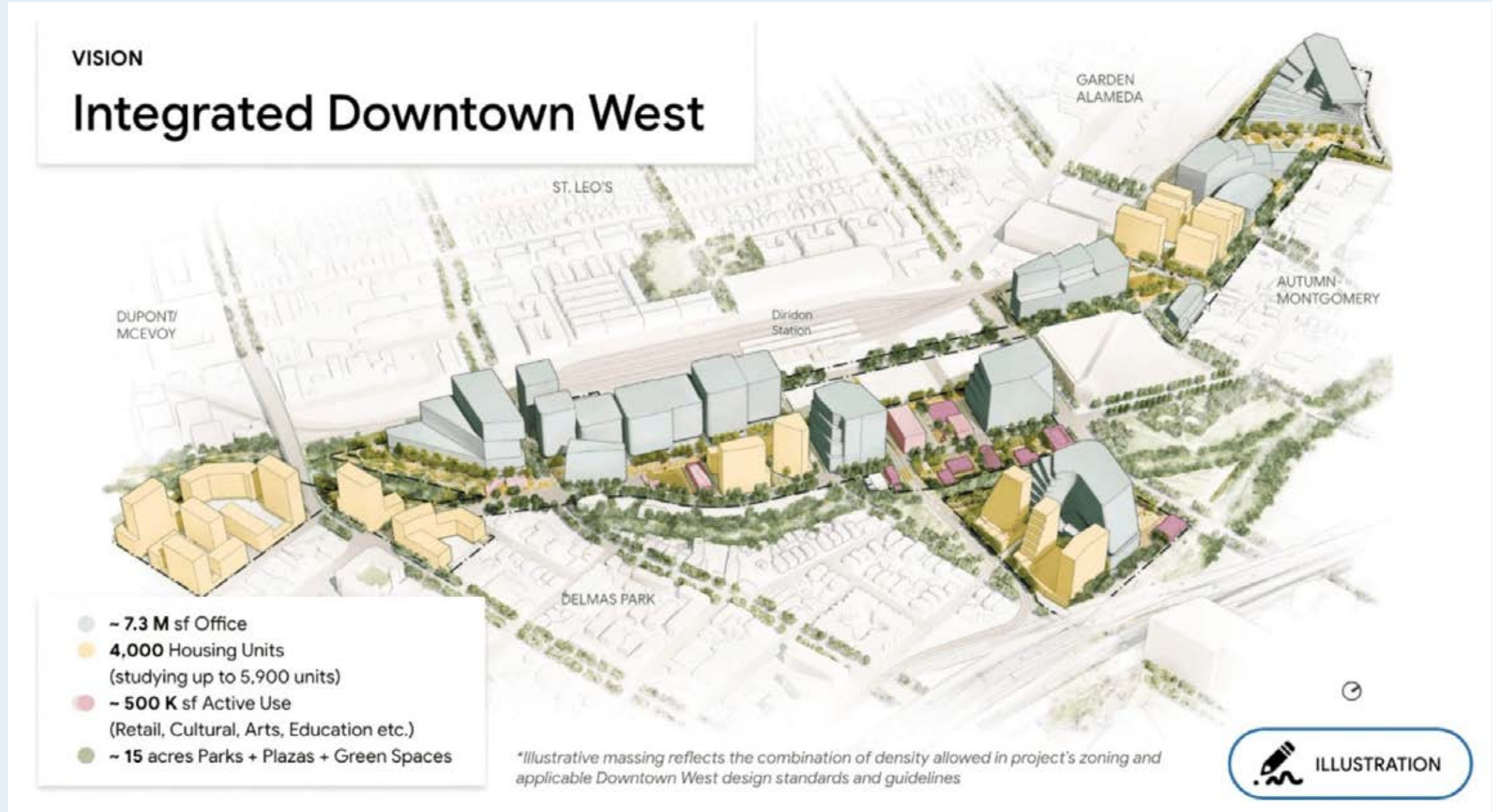
Boston Properties plans to build 1.8 million square feet of commercial office space within two buildings in the South Almaden project. It is designed by KPF.



Examples of Planned Unbuilt Development in Study Area:

Downtown West Google & Lendlease

Within the proposed transit village, located west of Guadalupe River Park, Google’s framework plan includes: 7,300,000 gross square feet (GSF) of office space, including approximately 1,000,000 GSF on the previously entitled San José Water Company Building site east of Los Gatos Creek; 4000 units of new housing; 500,000 GSF of active uses, which may include retail, cultural, arts, etc.; 100,000 GSF of event space; hotel use (up to 300 rooms); and limited-term corporate accommodations (up to 800 rooms). Additionally the proposal includes infrastructure, utilities, and public space, with a range of community benefits.



Examples of Planned Unbuilt Development in Study Area:

Miro Bayview Development Group

The 457,500 SF of new development will contain multi-family housing, retail, and office space in Downtown San José.



Museum Place Urban Community

Museum Place will add 870,000 square feet of new office space, 14,000 square feet of retail space and space for the museum next door to expand into.



Fountain Alley Urban Catalyst

Plan for the multi-family building includes designs for a 5,000-square foot rooftop bar, on track to be the largest in San José.



Bank of Italy Urban Community

Urban Community is currently renovating the historic Bank of Italy building next door to Fountain Alley.



Source: City of San José Planning Division, CoStar
Data as of May 2021

Beyond the currently planned and unbuilt development sites, a substantial amount of underdeveloped property exists in Downtown San José, indicating that there is still potential to redevelop these sites to achieve greater public and private development potential in the future, including to achieve equity objectives and offset unaffordability issues.

Based on site analysis, document review, and interviews with stakeholders who are familiar with the local market and policies, a series of parcels in the study area are identified to hold potential for new real estate development in the future.

Criteria for soft site selection included:

- Underdeveloped sites under the Envision San José 2040 General Plan
- Vacant lots
- Parking lots

Illustrative examples of sites identified for potential development, including vacant parcels and underutilized sites under new zoning legislation:



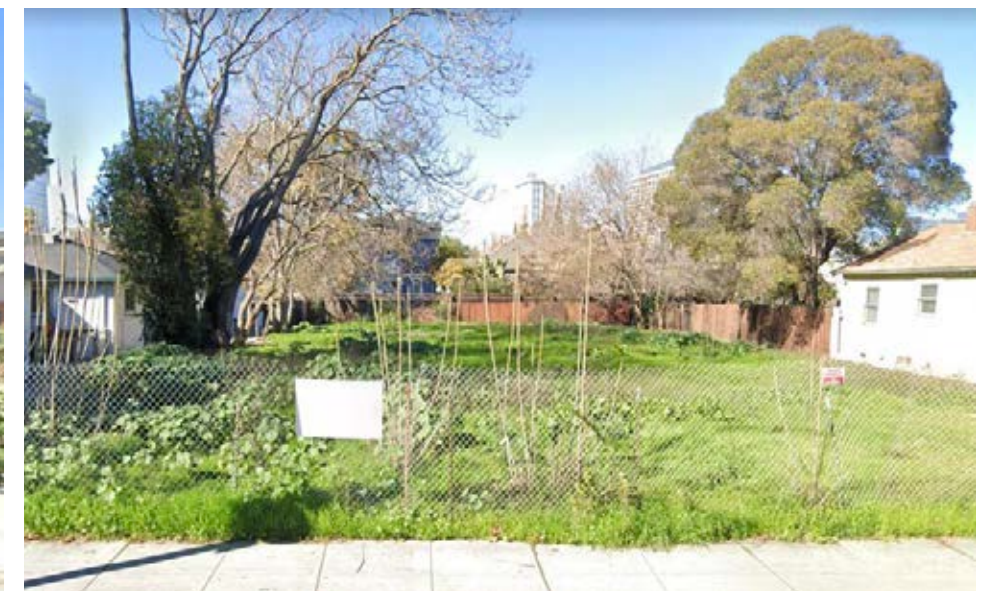
363 Delmas Ave



255 Delmas Ave

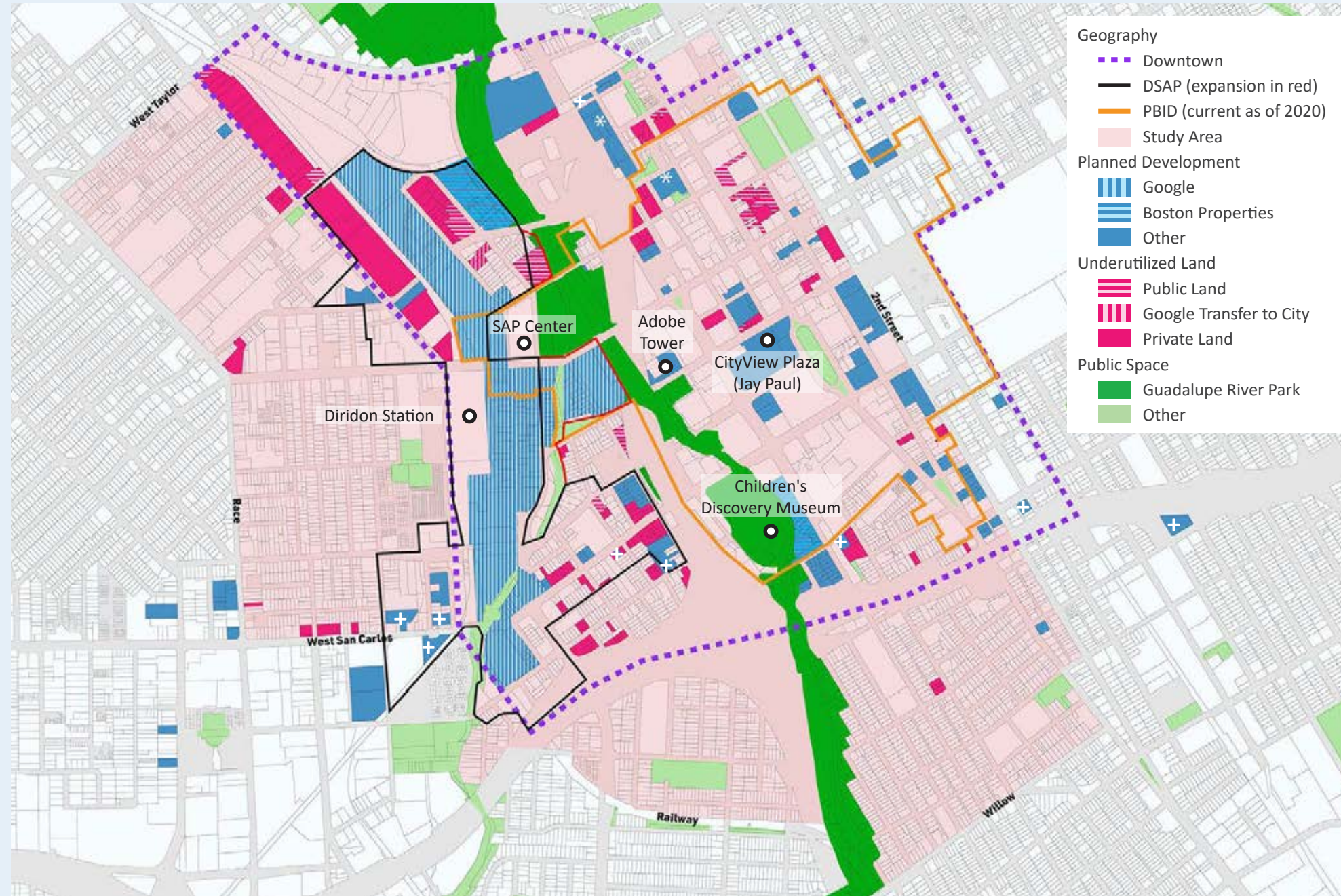


150 Devine St



123 West Reed St

Illustrative map of additional sites for potential future development beyond planned development:



According to site analysis, currently vacant and/or underutilized parcels that could support additional development in the future total 53 acres. According to conservative estimates, the potential development on these additional sites total 16 million SF.

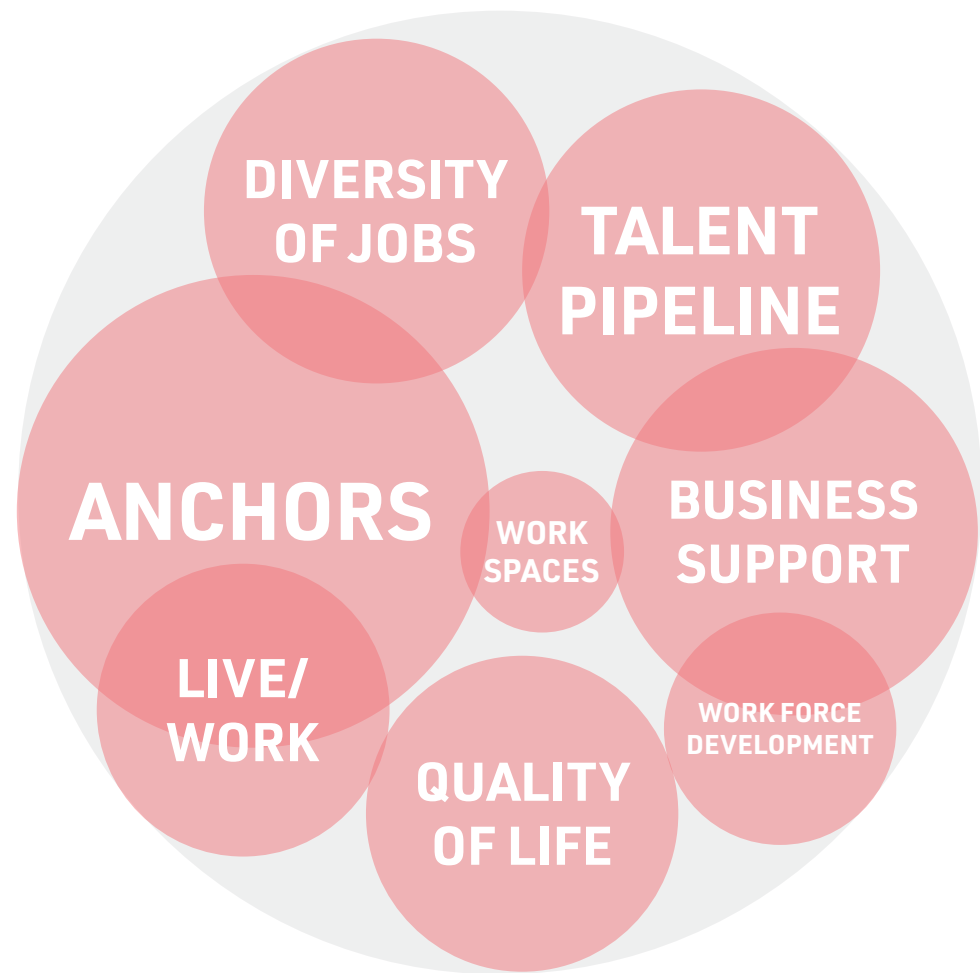
Underutilized parcels proximate to the Park, especially those owned by government agencies, offer opportunities for district-wide equitable planning and community infrastructure development. Potential opportunities for publicly-owned parcels, to be further studied, include affordable housing, Community Land Trust, small business incubator and leases, and arts and cultural amenities.

Source: JLP+D.
 Data: CoStar, Mercury News, City of San José (as of May 2021).
 *Conservative estimates applied a 30% discount to non-Google development and shifted all project's timelines by two years from their respective announced timelines.

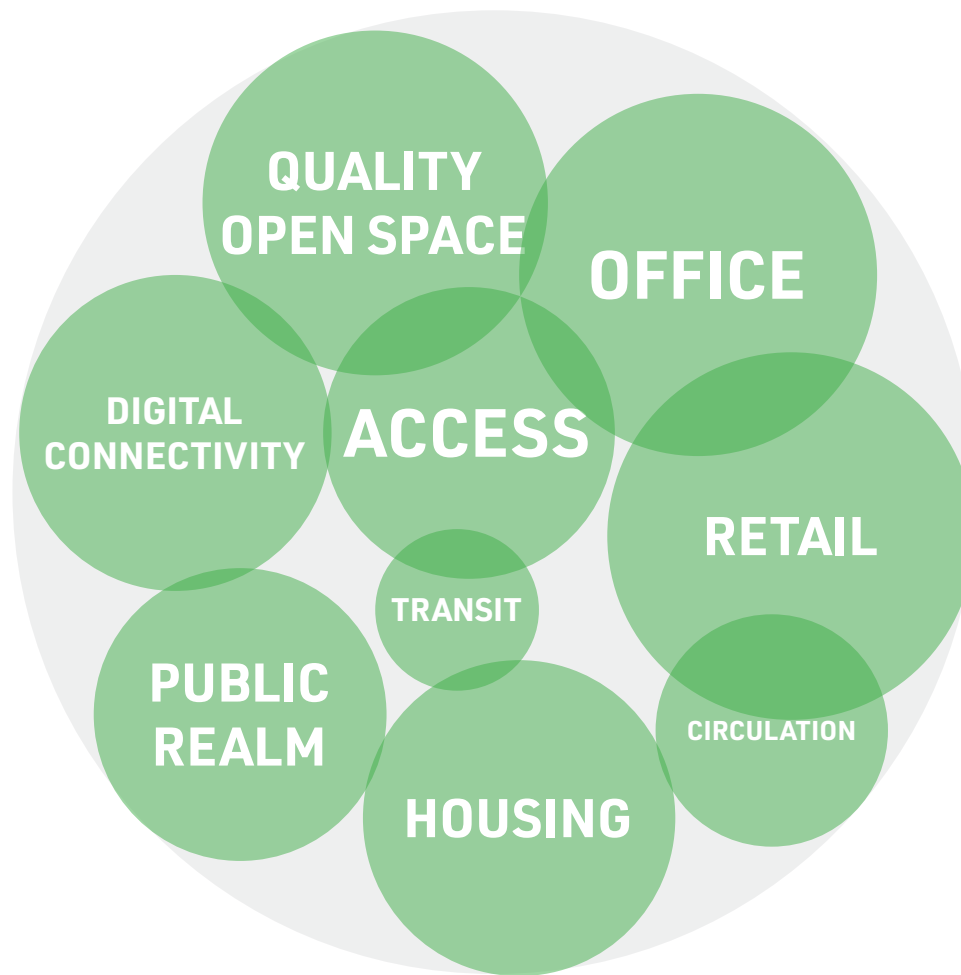
The scale and unprecedented pace of development in San José, combined with the potential for further investment, presents a generational opportunity to create a greater Downtown community that can catalyze further innovation and growth.

According to the Brookings Institution, a synergistic relationship between people, place, and program creates an innovation ecosystem which cultivates an optimal environment for workers and residents.

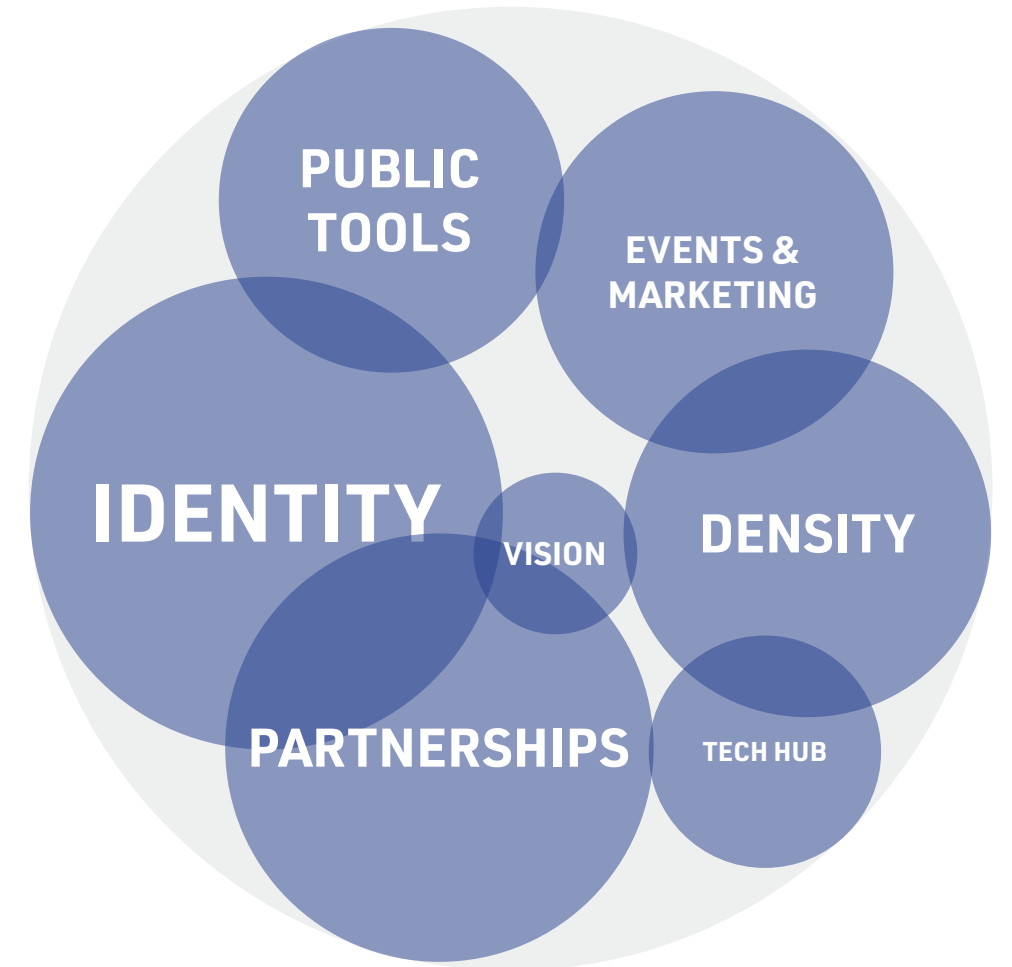
Ingredients of successful innovation ecosystems:



PEOPLE



PLACE



PROGRAM

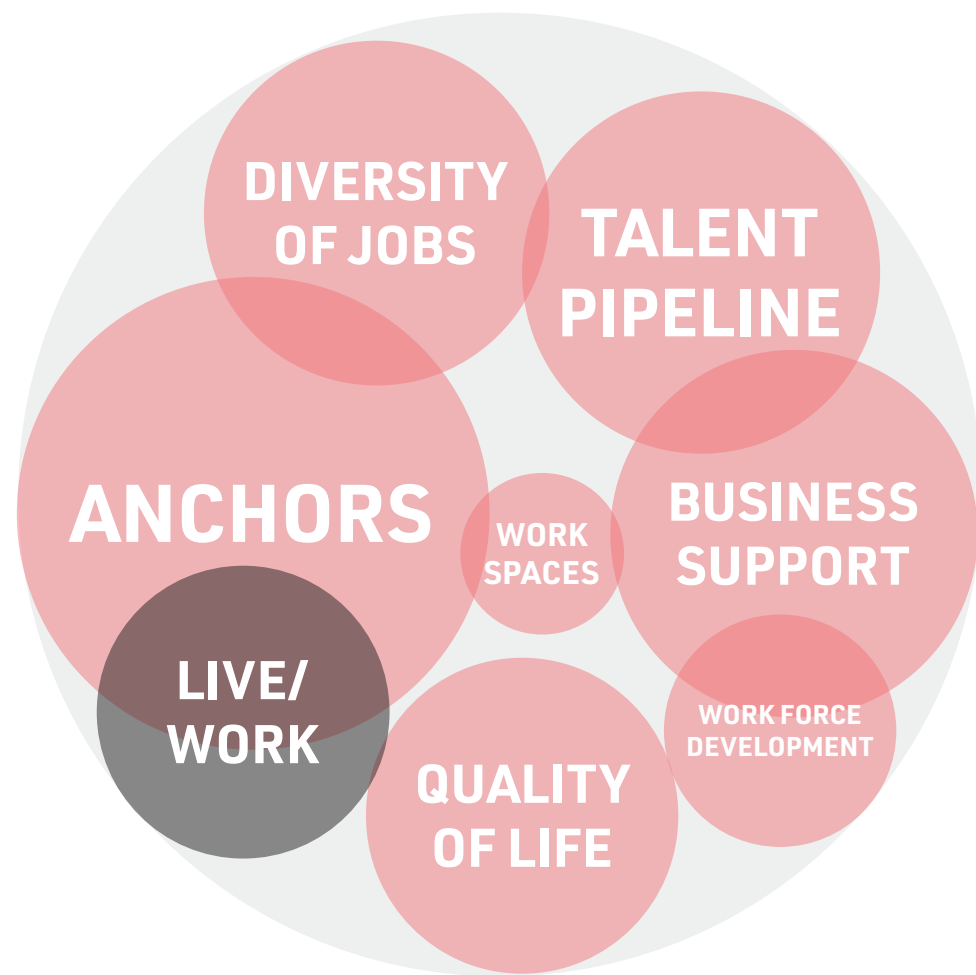
Source: Brookings Institution

While Downtown San José contains many components of a successful and innovative downtown district, its insufficient funding for public amenities, lack of community and place-based identity, and relatively low existing population density compared to other downtowns have created many gaps in key areas.

Vibrant downtowns successfully balance the attraction of talent with the needs of existing residents, and simultaneously create new opportunities while preserving existing community assets.

Assessing San José's Downtown conditions:

■ Elements that have not reached their full potential



PEOPLE



PLACE



PROGRAM

Source: Brookings Institution

Guadalupe River Park is home to a host of assets and opportunities that can strengthen Downtown's vibrancy. However, the lack of resources hinders the Park from contributing to the Downtown's full potential as more attractive live-work center for all people.

While some of the challenges that Downtown San José faces are not directly related to open spaces, such as the lack of affordable housing and accessibility issues due to the highways enclosing Downtown, parks and open spaces are still correlated with a host of public and private benefits that can be further improved in Downtown. However, in San José, funding for open spaces is lacking, which results in inadequate maintenance and programming that have become hindrances to visitation and utilization.

Examples of assets in the Guadalupe River Park:



Guadalupe River Park



Arena Green



Trail Adjacent to Adobe Headquarters

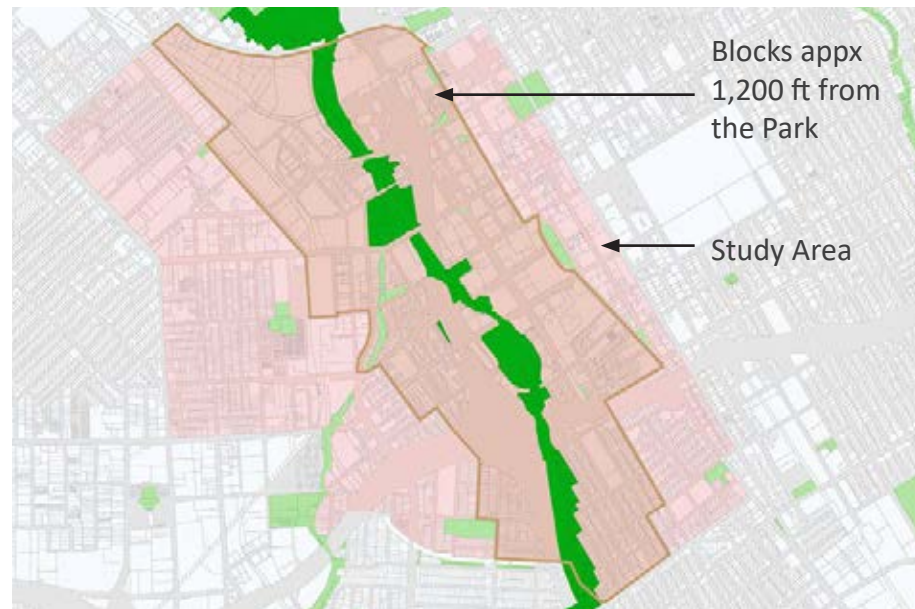


Monopoly in the Park in Discovery Meadow

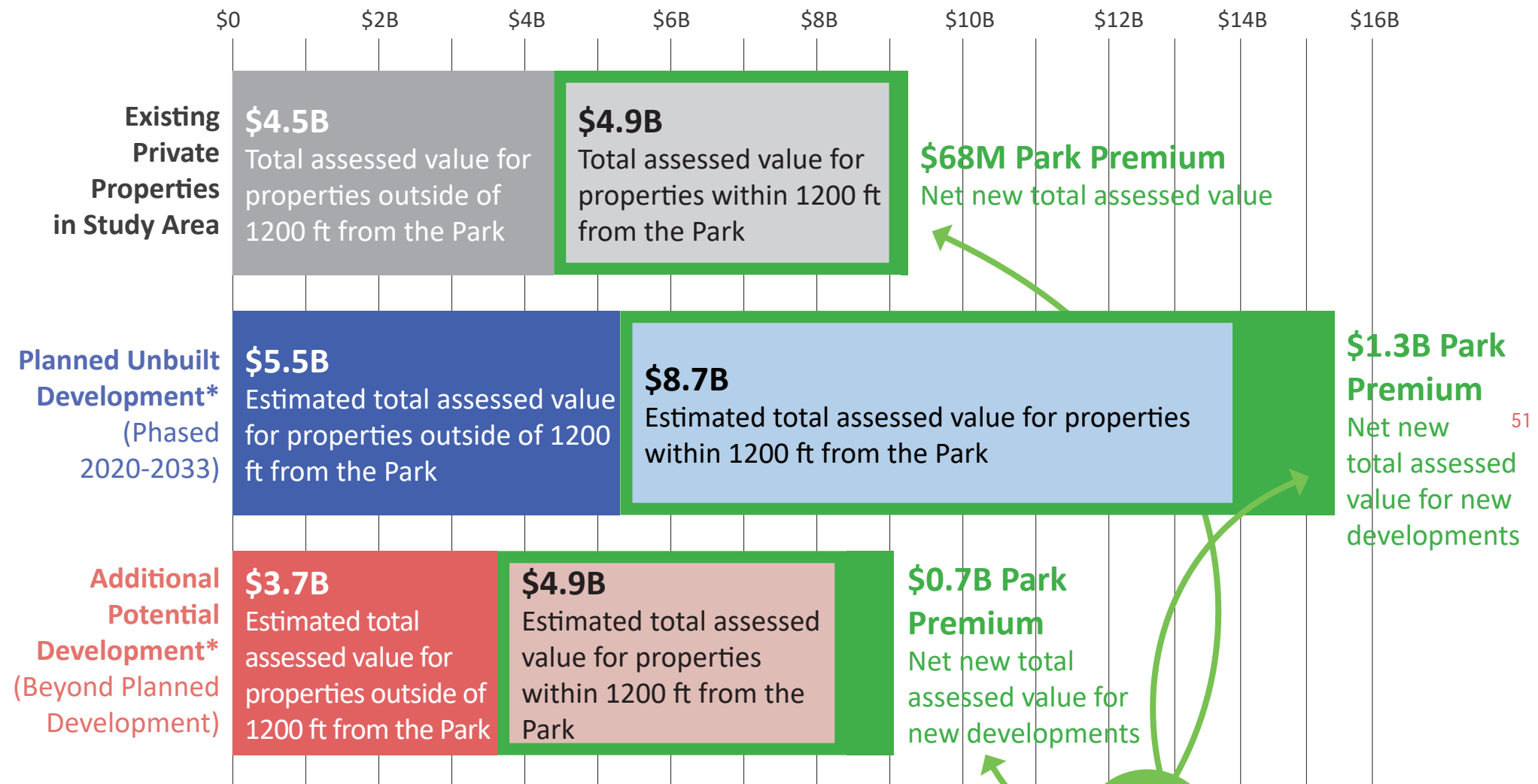
Given the size and centrality of Guadalupe River Park, its revitalization and improvements could potentially yield substantial economic dividends to fund a more prosperous and equitable Downtown.

A breadth of national case studies and research have established that well-designed, well-maintained parks can spur new development and increase the value of properties located in proximity to them over time, and the value premium is higher when the distance is shorter. This effect is mainly due to the positive impact that high-quality green spaces have on pedestrian flow, foot traffic, and urban space activation, which translate to higher sales for commercial tenants, higher rents for property owners, and increased marketability and demand for real estate as a result.

Revitalizing the Park could potentially generate \$2 billion in the form of additional real estate value beyond the baseline. Informed by national research of large urban areas, this calculation conservatively assumes that, for new developments located within approximately 1/4 mile (1200 ft) from the Park, they will benefit from the above-mentioned park value premium effect at 10%, and those within 600 ft has a higher effect at 20%; for existing private properties, the value premiums are 1% and 2% respectively.



Estimated aggregate real estate value premium over time for a revitalized Guadalupe River Park:



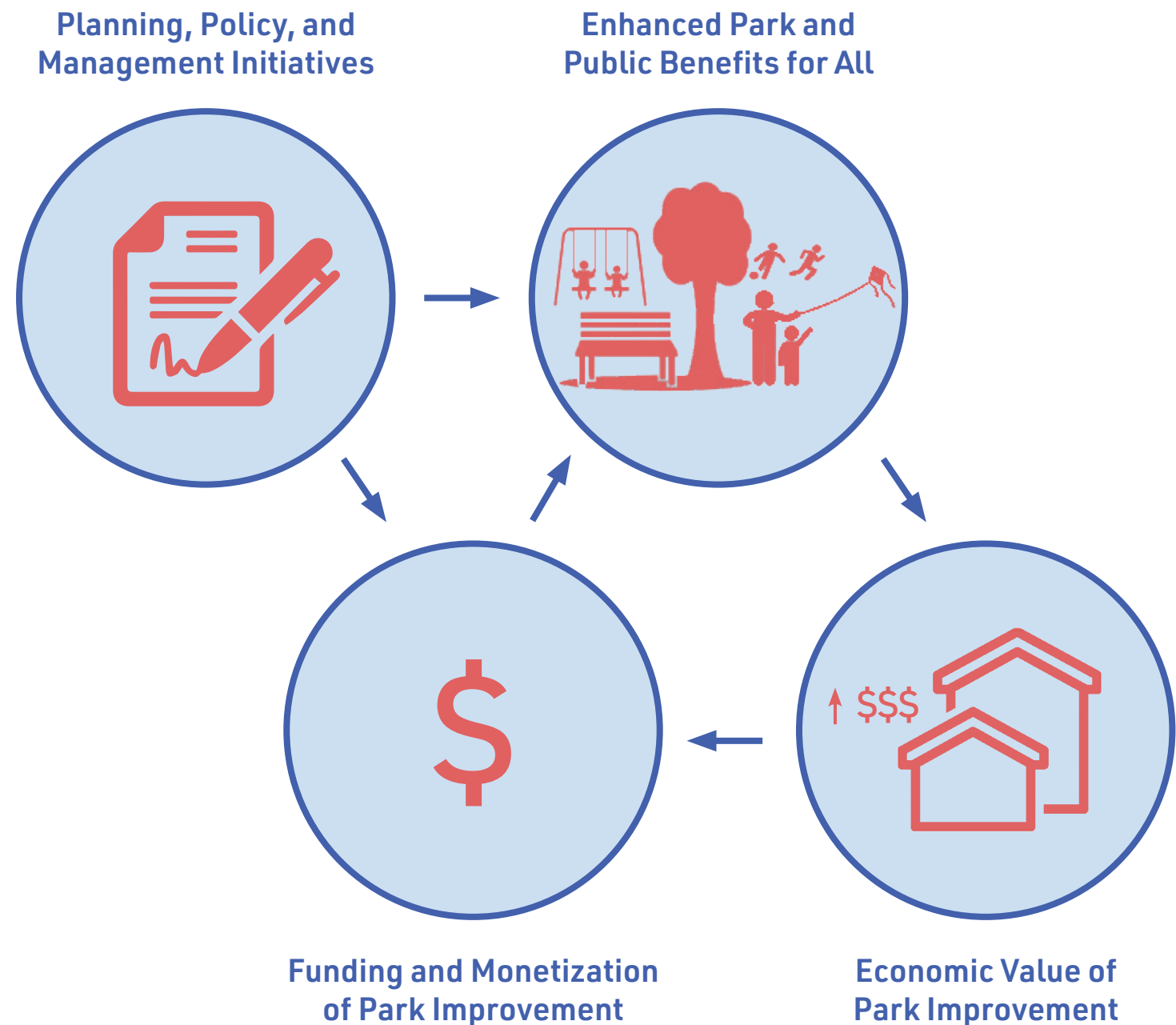
*Calculation for planned unbuilt development and additional potential development includes discount accounting for market uncertainty for a conservative estimates. The calculation also excludes affordable development. (The boundaries are drawn for analytical purposes only. They do not indicate any recommended geographies for value capture mechanisms.)



The future of Downtown San José and the Guadalupe River Park are intertwined. Downtown stakeholders need to work collaboratively to create vibrant, in-demand open space assets that help bring greater vibrancy and attract more residents, workers, students, and visitors.

Given the economic value of a revitalized signature urban park, it is in the best interest of owners, developers, community members, and the City to develop plans, policies, and initiatives to seize the opportunity presented by major downtown reinvestments and improve the quality of Guadalupe River Park over time so that it can contribute to a more vibrant Downtown for more people.

As Downtown San José undergoes vast transformations, Guadalupe River Park, at the physical center of the expanded Downtown, has the potential to provide a range of public and private benefits for all communities. Proper maintenance, stewardship, and upgrades are keys to unlocking the Park's full value. Understanding of the magnitude of the potential economic benefits of Guadalupe River Park forms the basis of the stakeholders' discussion of monetizing the Park's benefits and evaluation of a range of funding mechanisms.



03

Committing to Greater Equity and Inclusion at Guadalupe River Park

As San José undergoes major urban transformation, equity and inclusion should be the center of development. Guadalupe River Park, at the center of the expanded Downtown, can embrace and enhance equity via a range of tools and initiatives.

Guadalupe River Park is uniquely positioned to become a signature urban park that serves its surrounding neighborhoods as well as broader constituents in the city of 1-million population.

The significant socioeconomic and demographic diversity of San José is reflected in the zip codes immediately abutting the Park. Vulnerable neighborhoods, surrounded by major real estate development and the addition of thousands of highly skilled tech workers, face potential challenges related to gentrification and housing affordability. Additionally, as the COVID-19 pandemic has exaggerated unequal economic and housing conditions within racial and income groups, access to high-quality urban amenities has become vital.

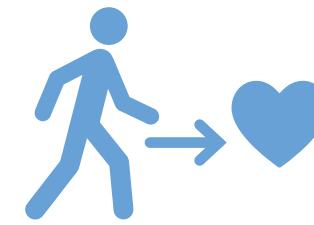
This chapter presents policy, management, and planning initiatives for public, private, and community stakeholders that seek to enhance equity and inclusion within the Guadalupe River Park, focusing on both activities within the Park and opportunities in the larger district and city-wide resources.



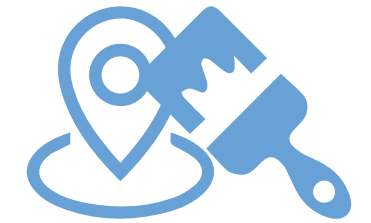
1. Affordability



2. Co-Existence



3. Access



4. Art, Design, Space



5. Programming



6. Small Businesses



7. Youth Development



8. Volunteerism

San José is a majority people-of-color city, and people of color will continue to drive economic and population growth in the city for the foreseeable future. The Guadalupe River Park, located in the center of Downtown San José, is a vital asset for the diverse communities.

Neighborhoods surrounding the Guadalupe River Park within the Study Area reflect the racial and socioeconomic diversity within San José. While all of the Downtown neighborhoods are minority-majority, there is important heterogeneity among them that cannot be ignored. Some have much higher educational attainment and median income, which greatly influences the needs of each neighborhood.

Demographic and socioeconomic composition of neighborhoods surrounding the Park:



Source: US Census Bureau

Guadalupe River Park presents opportunities to improve the livability for all Downtown residents with equitable access to resources and amenities.

For a large urban park for a city of San José’s size, the Park should aim to create an environment that welcomes everyone in the city and provide access to high-quality amenities and services. According to the Conservancy, the park has seen increased visitorship during the Covid-19 pandemic, highlighting the benefits of parks and open spaces for health and recreational benefits.

The Conservancy currently hosts several events and educational programs for adults and children, programming and events, primarily focused on ecology and education. Greater enhancement can be brought to the physical assets within the Park, which are in various states of disrepair and, if improved, can support more programmatic innovations that welcome diverse communities and cultures into the Park.

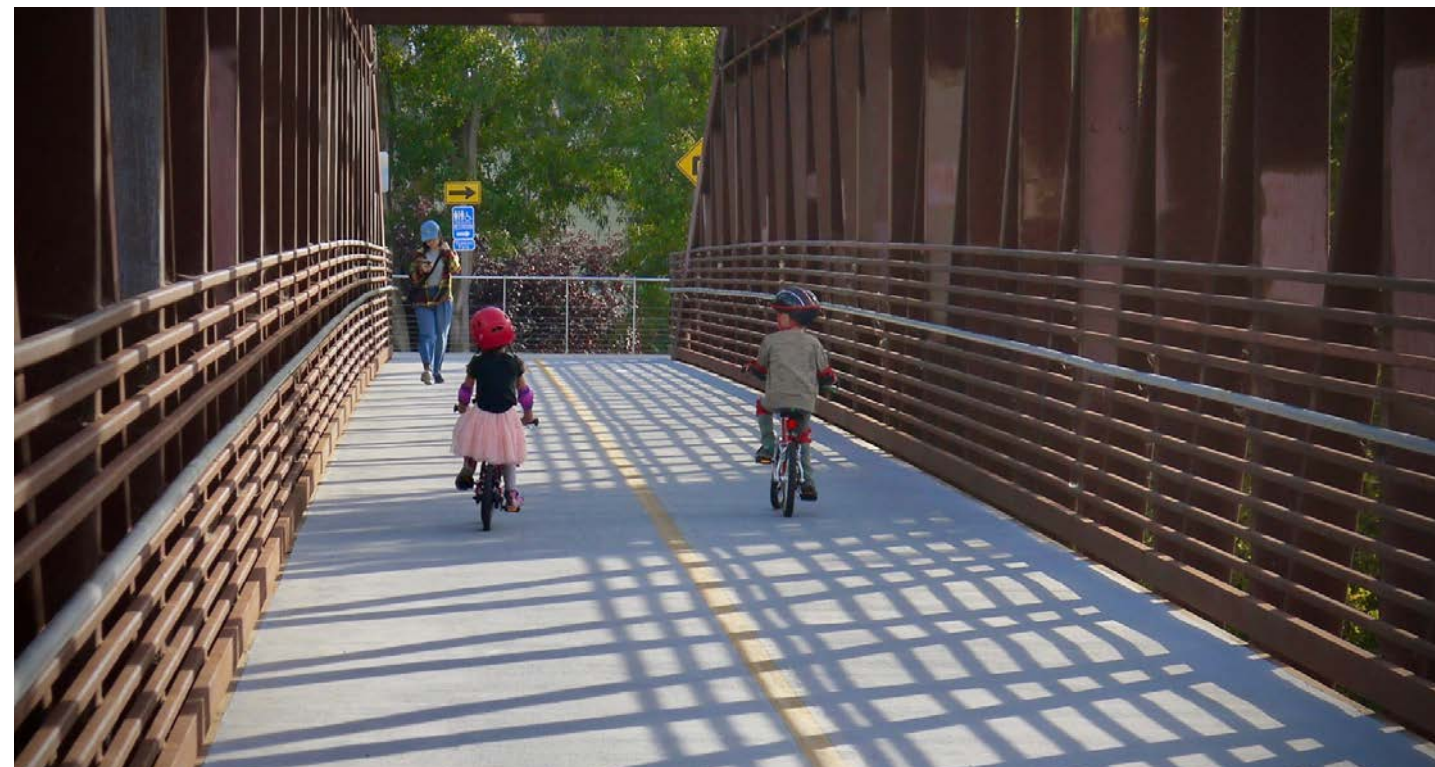
Community assets in Guadalupe River Park:



The Arena Green Carousel, Currently Closed



An Educational Program for Children by the River



Trail Used Primarily by Commuters in the Greater Guadalupe River Park

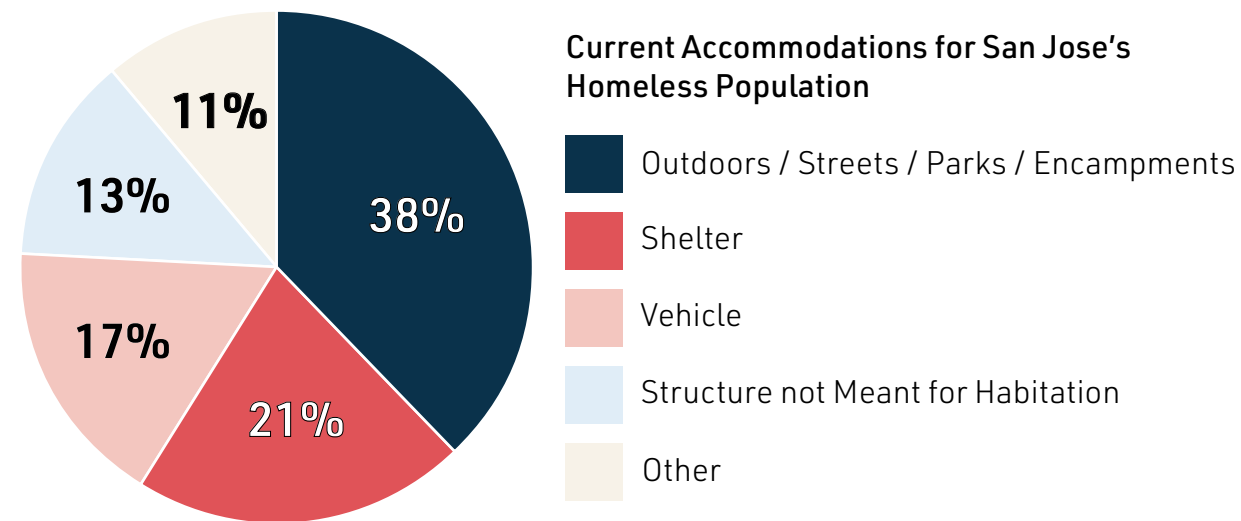
Source: US Census Bureau , Guadalupe River Park Conservancy

More broadly, with the ongoing transformation of the Downtown real estate landscape, a proactive focus on equity initiatives can lessen displacement risks and start a dialogue about planning and improving the Park and its surrounding areas more equitably.

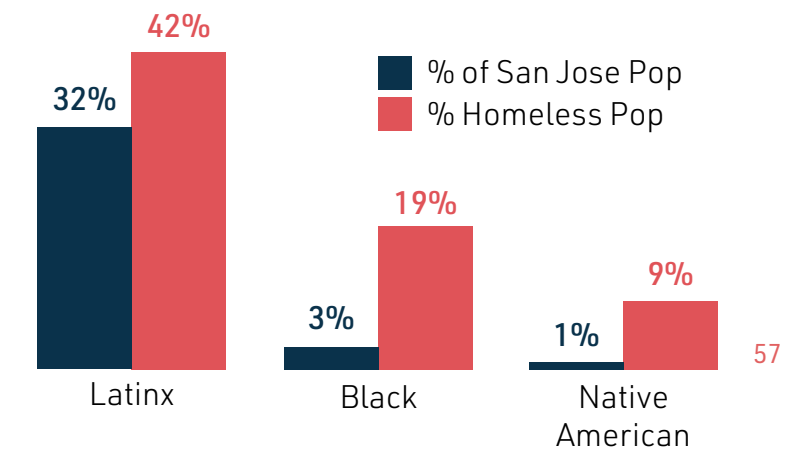
With rapid economic growth and urban redevelopment, gentrification and displacement risks threaten community equity. Related to these trends but also a result of broader socioeconomic factors, homelessness is a symptom in the city as well as in the Park. The Bay Area's homeless crisis ranks among the most severe in the United States. According to point-in-time counts, the Bay Area has the third largest population of people experiencing homelessness (28,200) in the country. Various strategies are in place: In 2019, the Mayor of San José introduced the use of cabin communities and tiny homes to house homeless communities, providing shelter and services.

Green spaces themselves do not create displacement or homelessness, but without proactive measures to address the needs of vulnerable communities, the increased demand for real estate around successful parks can gentrify surrounding neighborhoods. Affordability and homelessness are issues related to parks and are ultimately city-wide policy areas. It is hence imperative for public, private, and community stakeholders to develop and implement a concerted effort to enhance equity around open spaces and improve equitable access to and use of open spaces over time, for all people.

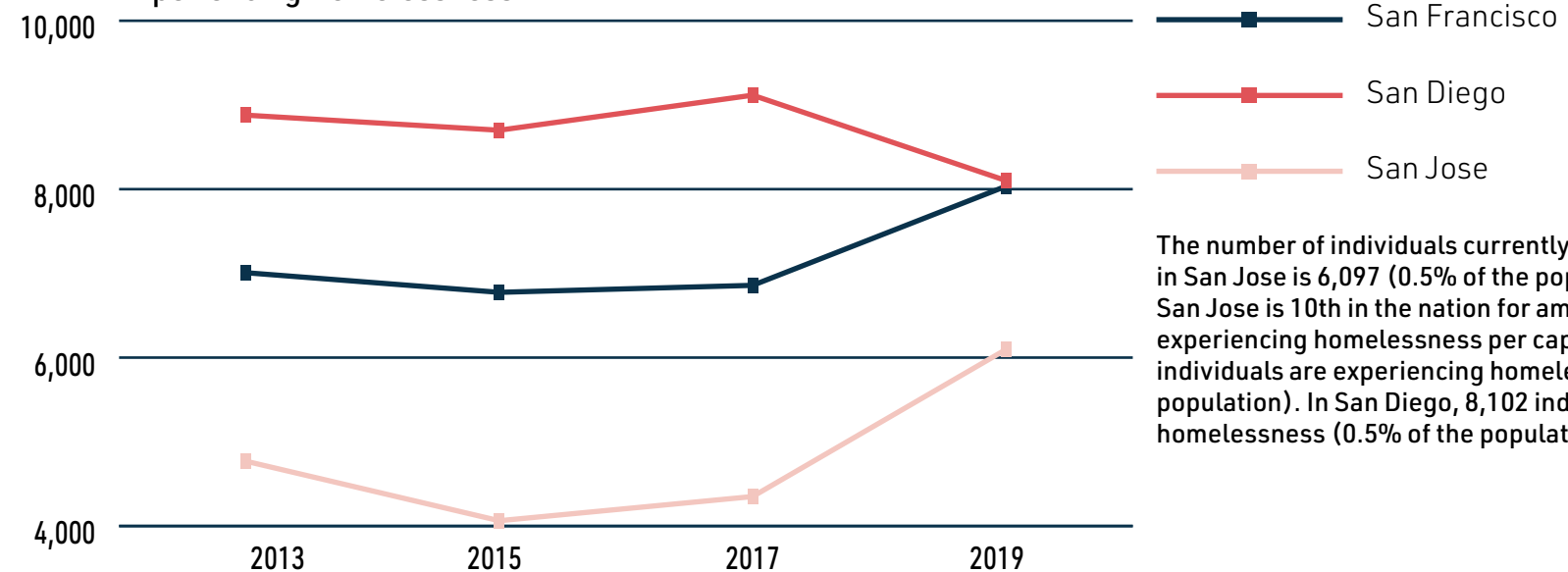
Homelessness is a symptom of inequity.



Share of Latinx, Black, & Native American Population in San Jose Who Are Homeless



Point in Time Count for Sheltered and Unsheltered Individuals Experiencing Homelessness



The number of individuals currently experiencing homelessness in San Jose is 6,097 (0.5% of the population) and steadily rising. San Jose is 10th in the nation for amount of individuals experiencing homelessness per capita. In San Francisco, 6,857 individuals are experiencing homelessness (0.8% of the population). In San Diego, 8,102 individuals are experiencing homelessness (0.5% of the population).

Source: City of San José, City of San Diego, City of San Francisco

Park infrastructure is both social and physical. Open space development that promotes and enhances equity utilizes a range of tools and demonstrates a diversity of features.

A more equitable and inclusive Guadalupe River Park should continue and expand existing programs and aspire to deploy new tools that enhance experience and access for the diverse communities in and around Downtown San José.

1 Proactive measures to prevent displacement and gentrification increase community buy-in and support for park revitalization.

2 Park stakeholders should directly engage underhoused populations to set the tone for coexistence and create inclusive opportunities for park revitalization programs.

3 How communities access the park and where the park meets the city should be designed and programmed through robust community engagement.

4 Thoughtful design features within the park can create spaces for diverse communities to gather, build social cohesion, allow for peaceful assembly, and support local art and cultural initiatives.

5 Regular programming and special events can increase visitorship, bring different communities together, and intentionally foster diversity, equity, and inclusion in parks.

6 Equitable park planning and development should incorporate small businesses and help community entrepreneurs to thrive.

7 Youth employment and education in parks, particularly those focused on green initiatives, can help enhance community cohesion and inclusion.

8 Volunteerism and equitable donation systems give communities a sense of ownership and help park managers meet operation goals.

58

1. Proactive measures to prevent displacement and gentrification increase community buy-in and support for park revitalization.

In Washington DC, **Building Bridges Across the River**, the group behind **11th Street Bridge Park**, is working with partners and stakeholders to ensure that existing residents can continue to afford to live in their neighborhood when the park is built. They are meeting these goals through the implementation of the **Douglass Community Land Trust**, through which parcels can be acquired and affordable housing can be created and made affordable in perpetuity.



Cautionary Tale

In Atlanta, GA, the **Beltline** has spurred rising housing costs. While the Beltline includes plans for affordable development and preservation, residents living near the Beltline have noted that city-wide median income, a benchmark used to decide affordable rent, is much higher than the incomes of the poorest neighborhood adjacent to the Beltline.



In Dallas, TX, the **Trinity Park Conservancy** engaged consultants to create the **Harold Simmons Park Equitable Development Toolkit and Implementation Roadmap**. Leveraging the economic benefits the park will bring to the area, the conservancy has been advised to mitigate involuntary displacement and protect small businesses. Other techniques that prioritize equity and inclusion include Community Benefits Agreements and Community Land Trusts.

Key Lessons:

- Research and understand displacement effects before major investment starts. It is important to study the population segments who will be most effected by park development in terms of involuntary displacement.
- Community Benefits Agreements and Community Land Trusts can offset the harmful effects of development activity in low income communities by providing residents and small business owners with the tools needed to adapt.

2. Park stakeholders should directly engage underhoused populations to set the tone for coexistence and create inclusive opportunities for park revitalization programs.

In 2018, the **City of Austin** partnered with **The Other Ones Foundation** to pay members of the homeless community to help clean up parks, dumping sites and homeless camps. With 150 individuals currently employed, the program intends to expand over the next decade. More than 100,000 pounds of trash have been removed by individuals enrolled in the program.



In 2016, the **City of Indianapolis** passed legislation that designated specific organizations to provide services for individuals displaced from encampments in parks. Additionally, the city is required to give residents experiencing homelessness 15-days notice before closing a camp and must work with the individual to find transitional housing. The city is also required to store personal items for up to 60 days.



In Denver, the Parks and Recreation Department is hiring homeless individuals as full time seasonal workers after participation in the **Denver Day Works Program**. The Denver Day Works program is run through Bayaud Enterprises, a nonprofit that looks to help the disabled and those with other barriers to entry gain employment.

Key Lessons:

- Public spaces should be shared among people with different identities and experiences. Behaviors and people should be distinguished to allow for more productive and sensible management.
- Investment in programs to employ the underhoused population in parks can help them build social capital and trust with the community. In the meantime, address broader socioeconomic factors that lead to homelessness.

3. How communities access the park and where the park meets the city should be designed and programmed through robust community engagement.

In New York City, the **Bronx River Alliance** brought members of the community together to coordinate improvements and restoration for the Bronx River corridor. The Alliance has helped to create a full-time Conservation Crew and an Education Team to help bring hands-on workshops and seminars to Bronx residents. They've also assisted in the creation of several youth development groups including Rocking the Boat, which teaches teens about wetland ecology and boat building.



In Washington DC, the group behind the **11th Street Bridge Park** spent two years organizing hundreds of neighborhood meetings to identify programming concepts for the park. The community directly drove conceptualization and design to develop a world-class public space for recreation, arts, and environmental education. Through meetings with the community, the design of the Bridge Park integrated a variety of spaces that support informal, formal and temporary uses.



Miami-Dade Park and Recreation Department developed a Park Access and Equity Strategy to promote equitable access to park land based on the principles and goals of the Open Space Master Plan. One component is to maximize access to existing parks by eliminating barriers through a variety of means including building bridges over canals and installing sidewalks; thereby increasing capacity of existing parks to serve more people.



Key Lessons:

- Access to open spaces should be improved both spatially and programmatically.
- Community engagement can be used to discover what design elements and/or programmatic components residents desire most from parks.
- A diverse community engagement committee with local experts can tackle issues that might have gone unnoticed in project development.

4. Thoughtful design features within the park can create spaces for diverse communities to gather, build social cohesion, allow for peaceful assembly, and support local art and cultural initiatives.

In 2019, volunteers and staff from Balboa Park's cultural institutions marched in San Diego's Pride Parade in support of the LGBTQ+ community, embodying One Park. The parade culminated in a **Pride Music Event in Balboa Park**. Additionally, In July 2018 the San Diego History Center launched the first exhibition in Balboa Park focused on San Diego's LGBTQ+ community, marking the space as safe for all.



The **Bentway** in Toronto transformed space under the Gardiner Expressway into a vibrant public place for a mix of diverse activities and programs. The space is multi-functional and allows for a dynamic re-use of infrastructure to support public life. The starting point for the design is a series of supportive concrete columns, known as "bents," that function together or on their own to offer spaces for community gathering.



The **Mission Bay Farmers' Market** is a year-round open air market offering California grown produce directly from local farmers. The plaza was designed to host linear market events. It is hosted in partnership with Mission Bay Parks and the Pacific Coast Farmers' Market Association, which creates community-based food experiences throughout the San Francisco Bay Area that support California family farms and a healthy local food system.

Key Lessons:

- Spaces designed for community gatherings can increase a sense of togetherness. If these spaces can be used for marches and parades, it can allow community members to express themselves and their cultures.
- Farmers' Markets and seasonal events can be more successful if spaces in parks are designed with these events in mind and provide necessary infrastructure.
- Multi-functional spaces can allow for more event diversity.

5. Regular programming and special events can increase visitorship, bring different communities together, and intentionally foster diversity, equity, and inclusion in parks.

The **Buffalo Bayou Park Cistern** is a former drinking water reservoir built in 1926 for the City of Houston. In 2010, the Buffalo Bayou Partnership restored and re-purposed the Cistern into a tranquil public space. In 2016, the Buffalo Bayou Partnership launched its Cistern art program. The program presents bold, immersive art installations and experiences. Visiting the cistern is free to low cost.



In Chicago, the manager of the elevated **606 Park**, the Trust for Public Land, holds free quarterly illumination parties. In the winter months the light from the People's Promenade brightens the space and elongates the day. The promenade includes backpacks designed by Puerto Rican artists to look like fireflies, drum circles, bonfires, storytellers, and s'mores.



In 2016, **Balboa Park** in San Diego started its Food Truck Friday program which turned the park into a popular late night destination. Thousands of park visitors come every week to sample a selection of goods from local food trucks, listen to music, and watch dance performances in the park plaza. The plaza also includes a large artificial lawn for children with free activities and events.



Key Lessons:

- Free art installations and experiences can bring in community members to activate the space, which in turn can lead to increased revenue with repeated visitation to paid events.
- Free events can be equitable for all community members and draw larger crowds, while concessions can maintain the revenue generating capability of these events.
- Cultural events catered to specific communities can bring in new demographics that might not have felt welcomed in park spaces.

6. Equitable park planning and development should incorporate small businesses and help community entrepreneurs to thrive.

The 11th Street Bridge Park aims to add recreational, cultural, and environmental assets for residents surrounding the bridge spanning across the Anacostia River. Initiatives to provide greater economic opportunity and inclusion to longtime residents of the area have been included since day one, including the DC-based **Washington Area Community Investment Fund** which provides loans and technical assistance to small businesses.



Cautionary Tale

When the **High Line** opened in 2009, it became a draw for national and international tourists. Development adjacent to the High Line is projected to generate \$900M in tax revenue for the City of New York by 2038. However, the High Line has been a catalyst for some of the most rapid gentrification in the city's history. Some small local businesses in the area reported higher rents and decreased revenue as a result.



The **Trinity River Park Conservancy** in Dallas organized the creation of an Equitable Development Plan which will focus on cultivating equitable development in the neighborhoods adjacent to the Park. The plan will create new small business opportunities and mitigate resident and business displacement.

Key Lessons:

- Equitable Development Plans can help small businesses near parks and can create new initiatives and opportunities for them to thrive if gentrification is predicted to occur as a result of park development.
- Funds to provide loans and assistance to small local businesses can help project buy-in and support at risk populations.

7. Youth employment and education in parks, particularly those focused on green initiatives, can help enhance community cohesion and inclusion.

Youth Employment in Parks was started in 2007 by the **Anchorage Park Foundation**. It is a 10-week summer program that hires teens to complete park improvement programs. Teens build trails, restore river banks, learn civic engagement, environmental awareness, and leadership skills. Each year, 25 teens are selected from more than 150 applicants to be enrolled in the program.



In Van Cortlandt Park, employees created **Green Jobs for Youth**, a 7-week Van Cortlandt Park program to train 15 low-income Bronx high school students in four separate fields: nursery management, community gardening, turf management and forest restoration. The teenagers will be paid to work alongside horticulture and forestry experts and will complete an entry-level biology course at Lehman College. Students earn an hourly wage from the Van Cortlandt Park Conservancy.



In 2011, Seattle Parks and Recreation Trails created the **Youth Greens Corps** which aims to address youth unemployment and create pathways to green jobs. Youth Green Corps consists of 11 Corps members. Members split time between Goodwill, forest restoration and trail work in Seattle Parks for educational and career training. Many of the Youth Green Corps members are homeless youth and people of color.

Key Lessons:

- Park managers and operators can increase community stewardship by reaching out to young people to participate in park improvement programs. Through these programs, youth are given concrete skills and a sense of ownership over their communities.
- Youth employment in parks can help members of the community prepare for next-generation green jobs. It can also help alleviate the burden on parents to find summer activities for their children.

8. Volunteerism and equitable donation systems give communities a sense of ownership and help park managers meet operation goals.

The group behind **Rail Park** in Philadelphia, Friends of the Rail Park, started as a grassroots effort. They remain volunteers in their effort to expand the park beyond its first phase. The group partnered with the Center City District Foundation to raise private funds from individuals, families and companies. The park would not have been built without support from all income levels. Donations range from \$100 for a shrub or perennial all the way up to \$100,000 for a set of entrance stairs.



In Houston's **Buffalo Bayou Park**, volunteers contribute thousands of hours weeding, planting vegetation, removing invasive species, cleaning trash and debris, and beautifying the area. Clean-ups for large groups are held every month and individuals are allowed to help with smaller tasks on weekdays including weeding or spreading mulch.



The Balboa Park Conservancy partners with Tree San Diego to monitor the growth of Balboa Park trees through the **Balboa Park Tree Steward Program**. Volunteers monitor newly planted trees, the health conditions of existing trees, soil moisture, and potential pest infestations. While the park has more than 15,000 trees, the program is popular with San Diego residents and currently has an active waitlist.

Key Lessons:

- Allow individuals from all walks of life to contribute monetarily to neighborhood parks in any way they are able.
- Create volunteer initiatives that appeal to a wide range of demographics. Programs that promote a sense of ownership over community parks can draw stronger numbers of volunteers.

04

Toward a Revitalized Guadalupe River Park

Opportunities for Governance, Operations, and Funding

The future of Downtown San José's success is intertwined with the future of Guadalupe River Park's stewardship.

Guadalupe River Park is San José's largest urban green space. The betterment of the Park will be linked to the success of the city's downtown. As demonstrated in the previous chapters, Guadalupe River Park, surrounded by diverse communities and located in close proximity to an unprecedented volume of newly planned real estate development, has the opportunity to become the center of activity for everyone by contributing to the well-being of residents, businesses, workers, and visitors.

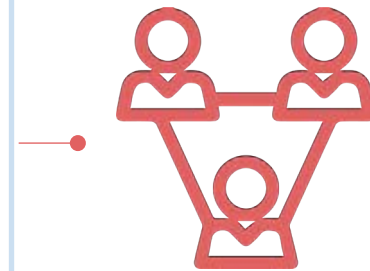
Economic Benefit:

Increasingly, quality parks and open spaces become economic development assets that attract talent, boost businesses, and enhance tourism and branding. These effects continue to enhance the city's economic competitiveness.



Social Benefit:

Parks are critical community infrastructure. A well-managed park with equitable access and programming can bring diverse communities together, achieve social cohesion, and enhance equity goals.



Health Benefit:

The pandemic has increased awareness of the fact that access to open space, with passive and active recreation, improves physical and mental health. Public spaces as a health asset are especially important for low-income and vulnerable communities.



The benefits of great urban parks:

Fiscal Benefit:

Across the country, research shows that businesses located in proximity to appealing parks have enhanced foot traffic and sales, contributing to greater sales and corporation taxes. New development located near quality parks is also valued higher, which can contribute to increased property tax revenue.



Ecological Benefit:

An urban oasis has the potential to contribute to greater ecological diversity and environmental sustainability, via mechanisms including providing habitats for vital wildlife ecosystems, mitigating the urban heat island effect, and managing stormwater.



To realize its full potential, it is imperative for Guadalupe River Park’s stewards and stakeholders to overcome existing challenges and transform the Park “experience” into a catalyst of equitable downtown growth.

Guadalupe River Park faces challenges that have prevented it from unlocking all the benefits associated with a well- amenitized and well-maintained urban park. Some of these challenges stem from broader socioeconomic conditions of the city and the region, related to housing affordability, homelessness, and constraints in fiscal resources. Others are endogenous to the Park’s level of use, activation, and upkeep, or lack thereof.

For a city of one million residents, the tenth largest in the nation, San José should have a central downtown park worthy of that national stature and on par with peer cities everywhere. Guadalupe River Park should be the public place downtown, like all great parks, that thrills and inspires its visitors. In addition to being a beautifully designed and maintained space, the park should aspire to provide a level of amenities and services that encourages greater use and welcomes a greater diversity of people.

Governance, management, and financial resources are the key to the revitalization of the Park. Experiences across the nation make it clear that successful urban parks rely on productive and collaborative relationships among public, private, and community partners; they are integrated with the broader surrounding environments - physically, programmatically, and socially; they become an inclusive place for diverse communities and users; and are funded through multiple sustainable streams of revenue.

To revitalize Guadalupe River Park, the governance and stewardship strategy should focus on:

<p>COORDINATION</p> <p>Ensure that all parties involved in the revitalization and well-being of both the Park and the greater downtown stay coordinated and aligned in a shared and holistic mission at-large. Strengthen park stewards’ service capacities as quickly as possible and pool resources to provide quality maintenance, operations, and management.</p>	<p>INTEGRATION</p> <p>Integrate the Park within the broader Downtown San José economic, social and cultural ecosystems that help to shape a more cohesive, walkable district experience. Cultivate enduring and productive partnerships among major public, private, and community stakeholders to enliven the Park and district and advance common goals.</p>
<p>EQUITY</p> <p>Continue to expand equitable access to public spaces and programming in the Park, and plan future growth more equitably in the neighborhoods surrounding the Park. Add new social infrastructure, such as educational, health, and other community facilities, near the Park where all people can connect, coexist and share the fruits of San José’s progress.</p>	<p>FUNDING</p> <p>Secure more and diversified funding sources to sustain the Park and other community infrastructure in the surrounding area. Engage the relevant stakeholders to study short-term and long-term strategies to increase public and private sources of revenue over time.</p>

This chapter presents a series of potential directions and targeted strategies to improve Guadalupe River Park's governance and stewardship.

Based on research of the Guadalupe River Park's existing conditions and macro factors in Downtown San José, as well as analysis of case studies and best practices across the country, the project team identified 18 distinctive opportunities to explore. These opportunities range from acknowledgment of existing successful programs, the scope and funding for which should continue to grow, to the development of new and innovative strategies for programming, policy, organizational management, and funding.

OPPORTUNITIES FOR STRONGER COORDINATION		Parties Involved: (Current and *Future Potential)		City of SJ	Valley Water	GRPC	PBID	Private	Com-munity	Non Profit	Other
#1	Delineation of responsibilities and roadmap to coordinate decision making and execution	X	X	X	X*	X*	X	X	X	X	County Urb.Conf.
#2	Potential third-party professional operations and maintenance in the near term	X*		X*	X*	X*					
#3	Enhancement of staff expertise and resources over time for park services	X		X	X*					X*	
#4	Continued volunteerism and partnership management for supplementary maintenance	X	X	X					X	X	
OPPORTUNITIES FOR ENHANCED INTEGRATION		City of SJ	Valley Water	GRPC	PBID	Private	Com-munity	Non Profit	Other		
#5	Development of a strong and cohesive brand identity	X		X	X		X				
#6	Relationship management with downtown stakeholders and the City through board development	X		X		X	X	X			
#7	Coalition-based advocacy for policy and funding			X	X*	X*	X*	X*			
#8	District-wide wayfinding and safety measures	X	X*	X*	X*						
OPPORTUNITIES FOR GREATER EQUITY		City of SJ	Valley Water	GRPC	PBID	Private	Com-munity	Non Profit	Other		
#9	Broader district-scale Equitable Economic Development Plan, policies, and advocacy	X*		X*	X*	X*	X*	X*			
#10	Continued emphasis on equitable operations, programming, and activation within the Park	X		X	X*	X*	X	X			
#11	Continued environmental education and ecological enhancement	X	X	X			X	X			
#12	Continued coordination to address homelessness	X	X	X	X			X	County		
#13	New strategies of near-term encampment interventions in the Park	X	X	X		X*		X*			
#14	Capital improvement pilot projects based on community vision	X	X*	X	X*	X*	X*	X*			
OPPORTUNITIES FOR MORE FUNDING		City of SJ	Valley Water	GRPC	PBID	Private	Com-munity	Non Profit	Other		
#15	Earned income from diversified sources	X		X*	X*						
#16	Unlocking more value with the Park Impact Fee program	X				X	X				
#17	Exploring other varieties of real estate value capture mechanisms	X*		X*	X*	X*	X*				
#18	Accessing the accommodations tax fund	X*				X*	X*				
#19	Exploring other public funding sources from multiple tiers of government	X	X	X					OSA, State*, Fed*		

COORDINATION

Opportunity 1: Delineation of responsibilities and roadmap to coordinate decision making and execution

Create a clear and codified roadmap for all parties involved in the Park, including current entities and future partners, to define a shared mission, analyze the Park’s management tasks and service areas, evaluate the strength and capacity of each existing entity, assess possible near-term and long-term arrangements to assign roles and responsibilities, and ensure a viable framework for coordination.

PARTIES INVOLVED

(Current and *Future Potential)

@ City of SJ	@ Valley Water	@ GRPC	@ PBID
X	X	X	X*
@ Private	@ Community	@ Non-Profits	@ Other
X*	X	X	County Urban Conf.

Service delivery in large urban parks is complex and resource consuming, and the management of significant urban assets such as Guadalupe River Park requires innovation and coordination of all existing entities. Currently, multiple public and private entities have been coordinating on a range of projects and tasks to better the Park. It is recommended that stakeholders utilize their existing communication channels and/or new mechanisms (Working Group, Task Force, Committee, and Alliance) to work towards a binding agreement, such as an MOU, partnership agreement, and/or service contract, that can formalize their shared and holistic mission of Park management and guide their collaboration. The following steps are suggested for the creation of such a roadmap:

- **Task mapping and gap analysis:** Break down park management and service delivery into distinctive tasks, from different aspects of operations and maintenance, programming, and advocacy, to safety and patrolling, various steps in homeless management, creek cleanup, and major versus minor capital repairs. Assess the current conditions of each task, decide on the optimal level of each service, and quantify the resources needed to close the gaps.
- **Organizational audit:** Convene relevant stakeholder organizations that have been or will potentially be involved in service delivery, including Guadalupe River Park Conservancy, the City of San José departments, the Santa Clara Valley Water District, the County of Santa Clara, and San José Downtown Property-Based Improvement District. Coordinate with Urban Confluence on park strategies. Assess each organization’s core strength and expertise, available funding for Guadalupe River Park-related services, staffing, authority, and other resources.
- **Scenario planning:** Based on the task and

organizational analyses, reconvene the stakeholders to develop Guadalupe River Park’s management scenarios to fill the gap of each service area. Formalize the plan in memorandum, contracts, and agreements.

Scenario planning for the Park’s management and service delivery should attend to the following considerations:

- **Evolution and short-term vs long-term scenarios:** The Park’s conditions will transform with each investment and improvement, and the organizations’ capacities and some entities’ jurisdictions might also change over time. It is thus critical for the management model to be able to evolve accordingly and consist of at least a short-term arrangement and a long-term arrangement that can reflect potential changes in organizational makeup and role assignment.
- **Funding:** As will be further explained in the last section of this chapter, there are a variety of funding opportunities to support Park operations. Different funding strategies come with varying sources and uses and involve different entities that collect and spend funds - this might have practical implications for management and coordination among multiple involved parties.

San José, CA Example

For the Diridon Integrated Station Concept Plan, the four Partner Agencies (California High-Speed Rail Authority, Caltrain, the City of San José, and Santa Clara Valley Transportation Authority) signed a Cooperative Agreement to coordinate capital projects and produce a unified vision and cohesive investment strategy. The Cooperative Agreement establishes a framework for the preparation and implementation

of the Concept Plan, which consists of technical work and organizational work (recommending a governance structure to deliver the shared vision). This formal agreement governs the roles and responsibilities of each entity in developing the Plan, specified the financial contribution by each agency, and authorizes the staff members of the agencies to engage in the co-creation of the Plan.

- **Balancing capacity and accountability:** Both a traditional single entity-management model and a hybrid model where multiple entities are in charge of different aspects of park management should be considered and/or phased over time. Single entity-management often enhances accountability and efficiency of service delivery and reduces possible conflicts and/or confusion regarding territories, but the prerequisite is that the organization must have well-established and deep organizational and financial capacity to provide quality levels of service. A hybrid model, where different entities pool resources and make collaborative contributions, might be more practical in the near term in San José given the existing organizations’ capacities, funding potential, and separate areas of expertise - its limitations in terms of accountability and coordination should be mitigated via clear communication protocols, contract design, and management agreement enforcement.

COORDINATION

Opportunity 2: Potential third-party professional operations and maintenance in the near term

Study the possibility of contracting a third-party operations team and maintenance crew and leverage their expertise and resources to ensure cleanliness, optimal upkeep, and quality services in Guadalupe River Park.

PARTIES INVOLVED

(Current and *Future Potential)

@ City of SJ	@ Valley Water	@ GRPC	@ PBID
X*		X*	X*
@ Private	@ Community	@ Non-Profits	@ Other
X*			

Among all issues, operations and maintenance are at the foundation of successfully managing any large urban parks and needs to be prioritized in the near term. In 2018, SPUR and Hood Design held a two-day workshop to outline priorities for the park, where public officials, City staff, park advocates, business community members and San José residents were present and cited maintenance as a key issue for the Guadalupe River Park. The City of San José and Guadalupe River Park Conservancy currently have a management agreement governing the Park’s O&M. Both organizations’ staff resources are too limited in the current moment to provide optimal services.

Across the country, numerous park governance organizations contract out O&M services, in part or in whole, to private or non-profit organizations through competitive bidding processes. For Guadalupe River Park, while existing organizations are finding ways to build up their in-house capacities in the near term, the stakeholders should study the feasibility of funding a contract with a professional firm with demonstrated track records of operating and maintaining public spaces in urban areas. The subsequent Funding section discusses opportunities of raising funds to pay for the third-party service.

One possibility to study further is for the City of San José and the Conservancy to engage in exploratory conversations with

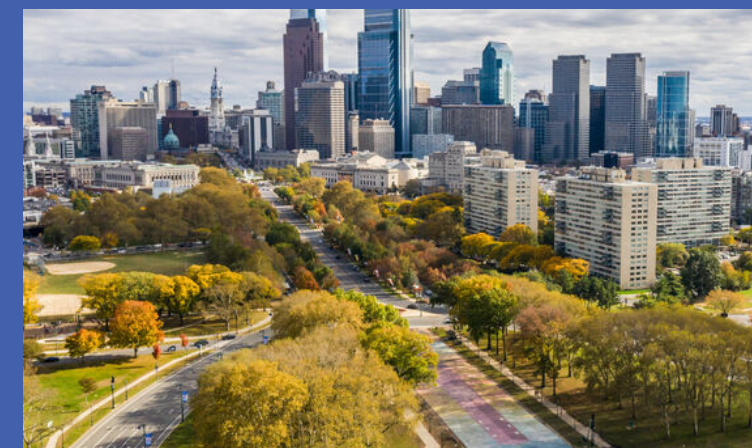
the PBID, which is an existing local entity whose jurisdiction has overlap with the Park boundary. PBID has relevant expertise and experience in grounds maintenance. Groundwerx, the crew that provides maintenance for the PBID, is capable of handling both nonspecific general maintenance and park maintenance. In the near term, PBID’s provision of Guadalupe

River Park maintenance, if approved by its board and stakeholders, properly scoped, and well coordinated with the City, the Conservancy, and other park entities, could potentially enhance the integration between the Park and the downtown and yield an economy of scale for district-wide service delivery.

Case Studies & Best Practices: Philadelphia, PA

Philadelphia’s Center City District, a private-sector-directed municipal authority (Special Service District), manages a collection of public parks in the city’s downtown. CCD cleans, manages, and programs these parks with a hybrid approach of in-house and third-party resources, committing both its own staff and competitively-selected vendors. The majority of CCD’s funding comes from property assessment, while the CCD-managed parks themselves also

generate revenue from sponsorships, events, and rentals.



Case Studies & Best Practices: Boston, MA

The Rose Fitzgerald Kennedy Greenway Conservancy and the Greenway Business Improvement District Corporation entered into an agreement in 2018 to establish the funding for the Conservancy from the BID. According to the agreement, during the term, the BID will contribute \$1,000,000 per fiscal year to the Conservancy’s Greenway services, which includes operations, horticulture, and maintenance. The BID will also contribute \$500,000 per fiscal year to capital enhancements, the scope of which

will be authorized by the BID. Prior to the 2018 agreement, the Conservancy had a \$4 million budget, approximately 70% of which came from the government. After the agreement, the Conservancy’s budget increased to over \$6 million - the amount and share of public money decreased, and the stable income from the BID allowed the Conservancy to enhance its planning, operations, and partnership management which in term generates significant earned revenue.

COORDINATION

Opportunity 3: Enhancement of staff expertise and resources over time for park services

Following national best practices and setting measurable goals, bring additional skills and resources to the staff of the Conservancy and other potential future partners involved in the Park. Over time, cultivate a team of managers, stewards, and crews to deliver a diverse palette of operations, maintenance, programming, advocacy, partnership management, and revenue generation functions.

PARTIES INVOLVED

(Current and *Future Potential)

@ City of SJ	@ Valley Water	@ GRPC	@ PBID
X		X	X*
@ Private	@ Community	@ Non-Profits	@ Other
		X*	

Over time, to ensure that the Conservancy and all other entities involved with the Park and the broader district can provide high-quality services (either through in-house staff or oversight of third-party contractors), attention should be paid to each organization’s personnel and skills. Within each organization and across different organizations, the skills of different staff units should complement each other and avoid duplication.

According to best practices research, typical positions within park and public space management organizations fall under the following categories:

- Operations
- Maintenance
- Horticulture
- Programming & Events
- Public Affairs, Policy, & Advocacy
- Placemaking, Planning, Design, & Construction
- Development / Fundraising / Grants / Philanthropy
- Finance & Administration

It is crucial for all entities to evaluate and develop its staffing plan based on its organizational priority, mission, and roles in shaping San José’s Park-Downtown experience. In the near to medium term, the following categories of staff expertise can be of potentially high value: 1) programming, which will provide strategic guidance and management expertise to provide a range of events, including those

with revenue generating potential; 2) public affairs and policy, which will enhance Park-related advocacy work and inter-agency coordination; 3) placemaking and design, which will provide crucial direction and support for improving the physical realm; and 4) development and grants, which will help the organization(s) access funding opportunities beyond what is currently available.

It is worth noting that with each organization undergoing its own staffing growth over time, the delineation of park-service responsibilities should be re-evaluated and rearranged to reflect the changing composition of organizational capacities.

Case Studies & Best Practices: Boston, MA

Sufficient and highly capable staff allows the Rose F. Kennedy Greenway Conservancy to carry out a range of critical tasks. The following breakdown encompasses lead roles and departments / divisions within the conservancy:

Management:

- Executive Director (x1)
- Director of Programs and Community Engagement (x1)
- Director of Finance and Administration (x1)
- Director and Curator of Public Art (x1)
- Director of Development (x1)
- Director of Maintenance and Capital (x1)

Other Staff:

- Horticulture (x6)
- Maintenance (x5)
- Park Ranger (x1)
- Capital Projects (x1)
- Programs (x5)
- Public Art (x1)
- Admin & Finance (x3)

- Development (x2)
- Marketing (x2)
- IT (x1)

Specialty skills help the Conservancy advance high-value projects. For example, the Director and Curator of Public Art curates and manages public art commissions and exhibitions by artists in public spaces. He oversees the Public Art Project Manager. The Director develops strategic partnerships with artists and institutions and implements best practices and strategies of other public art venues both regionally, nationally, and internationally. Additionally, he develops and maintains program budgets and project-specific budgets. In terms of outreach, he assists the development department with donor relations and grant writing. Prior to joining the Conservancy, the current director worked as a senior curator for the Chicago Office of Tourism and Culture and Director of Public Arts Programs for the Maryland State Arts Council, bringing a specific set of skills and experience for this role.

COORDINATION

**Opportunity 4:
Continued
volunteerism
and partnership
management for
supplementary
maintenance**

To supplement professional operations and maintenance, build on San José’s large existing volunteer base and current partnerships with non-profit and community partners to further enhance the Park’s maintenance and beautification goals.

PARTIES INVOLVED

(Current and *Future Potential)

@ City of SJ	@ Valley Water	@ GRPC	@ PBID
X	X	X	
@ Private	@ Community	@ Non-Profits	@ Other
	X	X	

While volunteers do not replace professional O&M crews and services, they can provide crucial supplemental maintenance and simultaneously act as a mechanism to strengthen ties among community members and foster their dedication to the Park. There are multiple existing volunteer programs with a large number of participants, coordinated by the Conservancy, South Bay Clean Creeks Coalition, the City of San José, Valley Water District, and others. According to the Conservancy’s data from 2018, there were over 3,600 volunteers enrolled in its own program, which is significantly higher than many of the case study park-management organizations analyzed in this report.

Key to greater success of volunteer management includes enhanced role coordination and repeat volunteerism. With many entities already involved and providing resources, it is crucial for all stakeholders to define the scope of each party with a measurable set of target outcomes. Proper emphasis should also be given to the intentional cultivation of long-term volunteers. Training a dedicated group of volunteers can prove to be a more effective use of resources than training hundreds of

volunteers per year who might not return for additional clean-ups. Providing physical signage in the park, which allows community members to know that volunteerism is welcome and training is available, can help

expand recruitment efforts. Special events recognizing outstanding volunteers can give recognition to individual achievement and promote repeat volunteerism.

Case Studies & Best Practices: Seattle, WA; San Diego, CA; New York, NY

While more resources are needed upfront to initially train dedicated independent volunteers versus casual one-time volunteers, park governance organizations that utilize this method have been highly successful in maintaining park grounds and spurring community stewardship.

In 2004, the Seattle Parks and Recreation Department and the Forterra Land Conservancy created the Green Seattle Partnership, dedicated to restoring over 2500 acres of forested parkland. The program breaks Parkland into management zones with 4 phases of conservation. Nine staff members manage hundreds of volunteers.

The Balboa Park Tree Stewards program began in 2018 to help park staff monitor and care for Balboa Park’s collection of over 15,000 trees. The program requires at minimum a one year commitment to become a volunteer. Volunteers must dedicate 20 hours for training with 6-8 hours of work per month thereafter. Tree stewards work in teams of two in assigned zones. The program has an active waitlist.

The Riverside Park ParkTenders program allows individual volunteers to set their own schedules and participate in planning for specific areas of the park. These volunteers are dedicated to horticulture and provide a substantial contribution to the community. There are also varying levels of volunteer programs ranging from programs for experts to those for beginners.

The Bronx River Alliance breaks their volunteer program into several specializations including: Conservation & Restoration, Greenway, On-Water Recreation, Outreach, and Office. This program allows for volunteers to apply their expertise to the specific needs of the organization.



INTEGRATION

Opportunity 5: Development of a strong and cohesive brand identity

Develop a distinctive brand for Guadalupe River Park, let all entities involved in the Park's management and service delivery share, promote, and leverage that brand, and consider utilizing the brand to integrate the Park to the larger downtown ecosystem.

PARTIES INVOLVED

(Current and *Future Potential)

@	@	@	@
City of SJ	Valley Water	GRPC	PBID
X		X	X
@	@	@	@
Private	Community	Non-Profits	Other
	X		

Strong brand identities make parks more successful by conveying their core values to users and communities and facilitating people's navigation inside and around the park. Such brands can also be leveraged for revenue generation and fundraising activities.

When utilized on signage, wayfinding systems, staff uniforms, communication and marketing materials, and merchandise, the brand identity will celebrate the Park as a unique place in a diverse city. In a more practical aspect, as there are multiple entities involved in service delivery, it is particularly important to develop a unified brand identity so that, from the user's perspective, the park experience is a cohesive one, even if maintenance, operations, and programming depend on different partners. For Guadalupe River Park, an innovative design and programming that also clearly communicates the Park's commitment to diversity, equity, and inclusion will attract more visitors.

Also critically, the brand is an opportunity to better integrate Guadalupe River Park with the downtown, encouraging more residents, workers, and visitors to experience the Park as a part of their daily life in the city. The two systems' brands (Park and Downtown) can potentially share design features to convey such a sense of reciprocity and dialogue. Alternatively, if the partners involved in the Park's and the downtown's management elect to pursue joint branding as a "River Park District", for example, then the wayfinding and signage inside and outside the Park

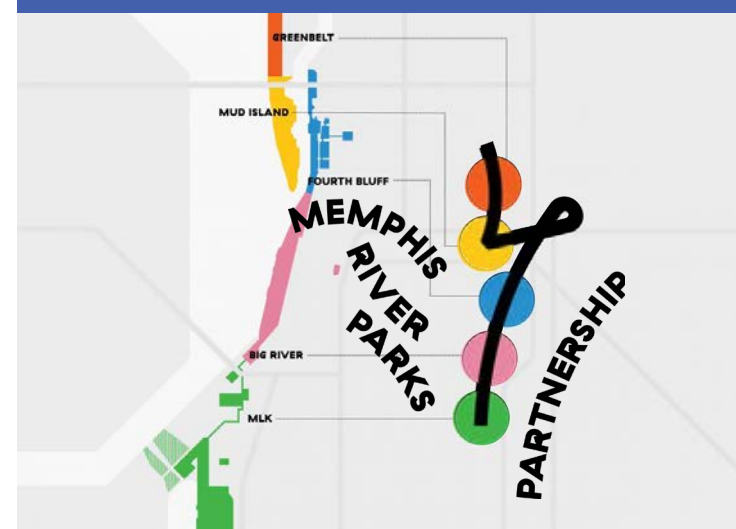
might become more consistent or uniform. Regardless of the degree of integration, collaboration and coordination among the

park and downtown entities will be key to the brand's appeal in the eyes of San José's residents, workers, students, and visitors.

Case Studies & Best Practices: Memphis, TN

Memphis River Parks Partnership launched a new brand design and visual identity in 2018, with three core concepts: connection, innovation and fun. The logo itself is a mini-map of the riverfront, highlighting the five

park districts, and the colors are drawn from the trolleys to remind the users of how easy it is to get to the park. The new brand influences signage, communication materials, and merchandise.



Case Studies & Best Practices: San Antonio, TX

San Antonio Riverwalk Association offers an example of a greater degree of branding integration between open space and the commercial district and how that integration can be leveraged for revenue generation. The San Antonio Riverwalk Association collaborates with numerous for-profit partners to bolster their brand identity in the form of marketing and merchandise. These partnerships strengthen both the Riverwalk and the various restaurants, museums and hotels in the area.



INTEGRATION

Opportunity 6: Relationship management with downtown stakeholders and the City through board development

Cultivate stronger and enduring relationships between major downtown stakeholders, entities, elected officials, and government agencies. Consider developing the boards of the involved organizations by following national best practices of representing more sectors and conducting more effective strategies and fundraising through subcommittees.

PARTIES INVOLVED

(Current and *Future Potential)

@ City of SJ	@ Valley Water	@ GRPC	@ PBID
X		X	X
@ Private	@ Community	@ Non-Profits	@ Other
	X	X	

Conversations with a variety of San José and Downtown stakeholders indicated that the city has a fairly sizable transient population, and partially related to this transient population characteristics, a more established culture of corporate philanthropy seems to be lacking compared to other similar-sized places. For Guadalupe River Park’s development and revitalization, in order to better leverage existing corporate philanthropies (such as the Sobrato Organization, Google, Genentech, Cisco Systems, and Wells Fargo, Adobe, Zoom, PG&E, and others) and institutions (such as the existing collaboration with Children's Museum), as well as to cultivate new relationships and contributions, a viable strategy to explore is to enhance the way in which organizations’ boards operate.

For any organization involved in managing and providing public realm services in San José, a board with members from a large variety of stakeholders (both public and private) can help the organization tap into new opportunities for strategic direction; corporate, government, and community relations; policy and planning; and fundraising. The success of the board depends on both its depth and breadth of representation. Additionally, cultivating a deeply-rooted membership that provides continuity and helps carrying out vision and commitment through time is critical. This is especially important in a growing city such as

San José where there are high turnovers of workforce and residents.

In addition to integrating additional board members, organizations can also consider making the best use of committees and subcommittees, which allow members to focus on specific issues and areas given the different specialties present in San José, with the potential to invite non-

board members and outside specialists to join subcommittees. The key to success is to build a clear sense of responsibility and accountability to the governance of these committees and subcommittees, as well as their relationship with staff, so that decisions and recommendations translate into actions that enhance service delivery and organizational growth.

Case Studies & Best Practices: San Diego, CA; Detroit, MI

Other park governance organizations have leveraged board positions to include individuals with formal fundraising and community organizing experience. In 2017, the Balboa Park Conservancy was awarded with the Kaleidoscope Award for Exceptional Governance. The mission of the award is to recognize and promote good governance in San Diego's nonprofit sector. Cited in this decision was the composition of their board, including individuals from biomedical science, finance, law, university administration, arts leadership, and grassroots organizations.

Current board structure of Balboa Park Conservancy:

- Biomedical Science (1x)
- Youth Activism (1x)
- Banking & Accounting (6x)
- Education (3x)
- Marketing (3x)
- Fund Development (1x)
- Law (2x)

- Commercial Real Estate (1x)
- Arts Leadership (2x)
- Public Relations (1x)
- Park Leadership (5x)
- Technology (2x)
- City Government (2x)
- County Government (1x)
- Museum Leadership (1x)
- State Government (1x)

Recently created park governance organizations have also diversified their board compositions and structured their boards to focus on individual’s strengths. The Detroit Riverfront Conservancy Board contains six subcommittees that oversee various components of park development and improvements. These include Advancement, Audit, Executive, Finance, Governance and Nominating, and Programs and Community Engagement. Their board consists of fifty members in total who represent both public and private organizations within Michigan.

INTEGRATION

Opportunity 7: Coalition-based advocacy for policy and funding

Increase the efficacy of Park and district-wide advocacy through broad partnerships. Leverage the relationships gained through programming, management, and volunteerism to build greater political might, and use it to develop a campaign coalition to work with governments, corporations, and philanthropy on funding, policy, and planning initiatives.

PARTIES INVOLVED

(Current and *Future Potential)

@	@	@	@
City of SJ	Valley Water	GRPC	PBID
		X	X*
@	@	@	@
Private	Community	Non-Profits	Other
X*	X*	X*	

Investing in stronger relationships with a diverse array of downtown stakeholders can have practical benefits in improving the Park’s position in accessing funding and advocacy for policy changes. This is especially relevant as the City of San José studies the feasibility of proposing a Downtown and/or Citywide Parks Operations and Maintenance Financing District, which, if approved and implemented, could increase the annual budget of PRNS. With various competing demands and interests for open space funding in San José, it is critical for stakeholders of Guadalupe River Park to form a strong and unified voice to substantiate the need for investments during the budgetary process.

To form such a strong campaign, consider establishing a unit within an existing organization, or a network/alliance of organizations, that has the dedicated staff, required staff expertise, and network capital to advance partnership-based public affairs, policy, and budgetary advocacy. While at the beginning, this entity might be an informal working group, through time, formalization is preferred as successful advocacy takes discipline and resources.

This advocacy unit should, in addition to involving existing government, non-profit, and community partners, include more businesses and private entities in the

dialogue. Potential mechanisms to build such broad-based partnerships and leverage them for policy and funding advocacy include, but are not limited to, providing testimony to legislative and/or budgetary hearings,

organizing public events, and producing research and educational materials aimed at private, business, and community partners.

Case Studies & Best Practices: New York, NY

New Yorkers for Parks (NY4P) is an independent 501(c)3 organization that advocates for increased Parks Department funding with the understanding that well maintained parks and open spaces are integral for all communities. NY4P’s activities include: Play Fair for Parks campaign, a multi-year advocacy effort co-founded with the City Council, other groups, and unions; multiple advocacy documents including “Public Realm Bill of Rights”; convening events such as the Open Space Dialogues series, which feature panel discussions with experts from various industries that dive into the value, development, design, and delivery of open space in NYC; and the Daffodil Project, one of the largest volunteer efforts in the city’s history.

During the COVID-19 pandemic which prompted cuts to city budgets, NY4P focused

on testimony to the New York City Council regarding park equity and equal accessibility. Parks in low income neighborhoods have suffered most during this time, however park utilization in some parts of the city are at an all time high. As part of an Executive Budget Hearing in May 2020, NY4P outlined key areas for funding and improvements to parks throughout the city with a focus on low income neighborhoods.



INTEGRATION

Opportunity 8: District-wide signage and wayfinding systems

Improve signage and wayfinding in and around the Park so that diverse residents, commuters, and tourists can all access and enjoy the space more times of day and night. Consider ways to integrate the park and trail's signage and wayfinding with the downtown system.

PARTIES INVOLVED

(Current and *Future Potential)

@	@	@	@
City of SJ	Valley Water	GRPC	PBID
X	X*	X*	X*
@	@	@	@
Private	Community	Non-Profits	Other

A coordinated approach to wayfinding and navigational signage, one that begins to integrate park and trail usage and downtown experience, would further increase the area's overall activation. Downtown signage directing people to the Park can help mitigate some of the physical barriers related to traffic infrastructure; informational signage

in the Park presents an opportunity to support local businesses and nearby cultural institutions, with multiple languages to reflect the demographic diversity of the San José communities. Currently, the City is rolling out a signage and striping project. Other partners involved in the Park's and downtown's management should coordinate

based on the shared vision and formal partnership discussed previously and decide on the degree and specific mechanism of integration, ranging from distinct systems with information cross references to one shared design utilized in different places.

Case Studies & Best Practices: Marin County, CA; New York, NY

Major park governance organizations have sought to improve their wayfinding in recent years. In Marin County, the Open Space Authority is installing over 750 signs with information for directional guidance, designated usage, and resource protection. Installation will increase the accuracy of prior road and trail maps. Signs will be monitored regularly for maintenance and repair. The

signage will support safety initiatives by indicating which roads and trails are multi-use versus pedestrian only.

In 2011, the New York City Department of Parks and Recreation recruited Pentagram for a brand refresh. The firm worked pro-bono on unifying the signage for parks throughout the city to create a simple,

but informative template for all city parks that gives park visitors clear, concise information in several languages specific to the park's location. The new signage system consolidated rules and regulations that, prior to the redesign, confused visitors regarding safety warnings and prohibited items.



EQUITY

**Opportunity 9:
Broader district-scale
Equitable Economic
Development Plan,
policies, and advocacy**

Plan, build, and advocate for an equitable downtown district anchored by the Park. Address broader downtown-wide equity issues, policy priorities, and “green gentrification” threats through advocacy, affordable housing development, community infrastructure investment, workforce development, and other preemptive strategies.

PARTIES INVOLVED
(Current and *Future Potential)

@ City of SJ	@ Valley Water	@ GRPC	@ PBID
X*		X*	X*
@ Private	@ Community	@ Non-Profits	@ Other
X*	X*	X*	

In addition to addressing the operations and activities within the Park, it is imperative to plan, build, and advocate for a more equitable district anchored by the Park that provides a comprehensive suite of community resources and equitable economic development opportunities. The unprecedented changes happening to downtown, including the large amount of new real estate development, if delivered without preemptive measures, could present a threat of residential and economic displacement to vulnerable communities such as Washington Guadalupe. The future revitalization of Guadalupe River Park is expected to further increase the desirability of Park-adjacent neighborhoods and property prices, heightening the threat of green gentrification. These trends require all the Park and downtown actors to act together to develop strategies for district-wide equity and inclusion in a changing city center.

Recently, through development agreements and community benefit agreements, the City of San José has been able to secure several key provisions aimed at neighborhood preservation and equity enhancement. The Google Development Agreement published in 2021 includes \$200 million community benefits in addition to \$168 million baseline requirements, consisting of 200 moderate-income units; \$40.5 million payment of affordable housing in-lieu fees; \$87.6 million payment of Commercial Linkage Fee; \$154.8 million contribution to the Community

Stabilization and Opportunity Pathways Fund for anti-displacement and homelessness prevention measures, community land trusts, stabilization of small local businesses, occupational skills training, scholarships, and other programs; and transfer of three parcels totaling 2.15 acres to the City.

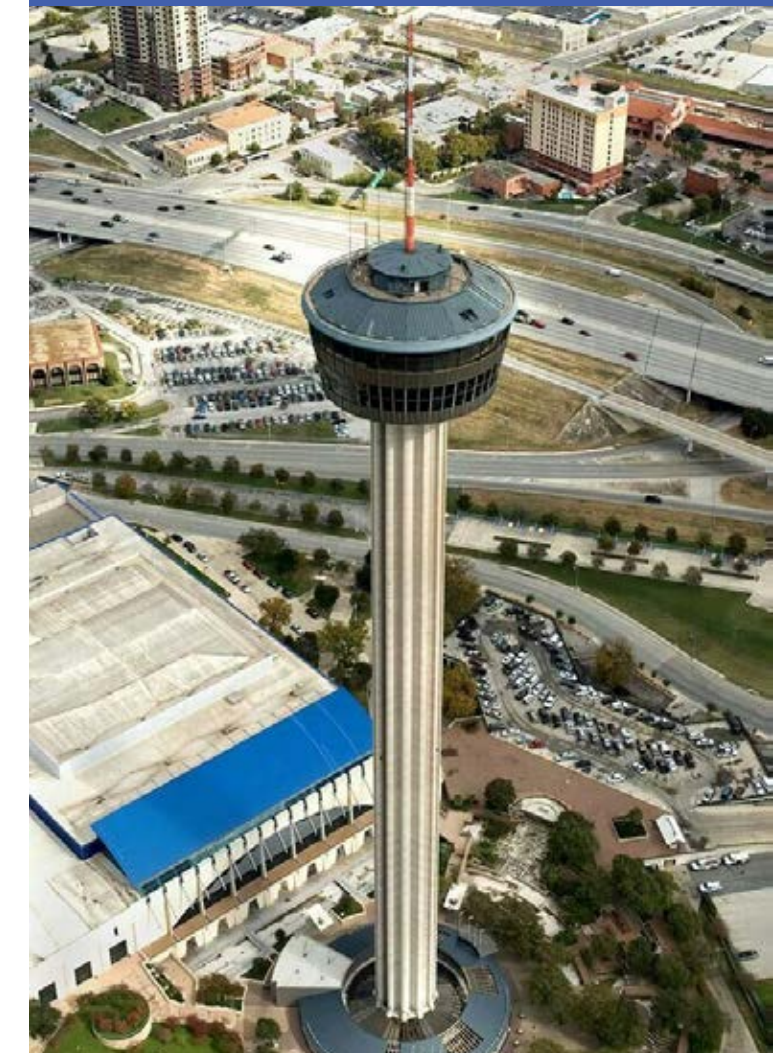
The above-mentioned equity-centered programs and initiatives can be further amplified by planning equitably with intention in and around the Park. Specifically, the existence of multiple underutilized land parcels proximate to the Park owned by government agencies is an opportunity to land the community benefits. Public, private, and non-profit stakeholders can consider forming a working group or taskforce to engage the community and investigate the feasibility of equity-enhancing development in the district and on publicly owned parcels in particular.

Potential projects in this district include, but are not limited to, affordable housing, artist housing and creator space, workforce training center, and youth recreation and resource center. These facilities are critical community and civic infrastructure, and their possible synergy with programming, activation, business, and workforce/volunteer programs inside the Park will ensure a vibrant new city center where communities of different backgrounds can thrive. Active study, planning, and advocacy are critical for securing political support and funding,

including the developer-paid community benefits, City’s funding, State funding, and federal investment in infrastructure.

**Case Studies & Best Practices:
San Antonio, TX**

Hemisfair, San Antonio was the site for an Urban Land Institute Advisory Services panel. The panel articulated the need to weave back together adjacent communities to improve inclusivity and accessibility and recommended a strategic development plan that includes affordable residential development and a mix of local and tourist-serving retail and dining.



EQUITY

Opportunity 9 continued

Case Studies & Best Practices: Washington DC

11th Bridge Park’s creators have a plan for equitable economic development beyond the park proper. The Equitable Development Plan outlines key strategies for workforce development, small business enterprises, affordable housing, and arts and culture. The Plan serves as a blueprint for advocacy, partnership formation, and project planning and implementation.



workforce development

The 11th Street Bridge Park will prioritize the hiring of neighborhood residents for job opportunities on the Bridge Park.

- 1&2 Ensure that neighboring residents in Wards 6, 7 and 8, as well as harder-to-employ District residents are prioritized in the application process and hired for construction and post-construction jobs on the Bridge Park.
- 3 Advocate for equitable distribution of grants and educational programs that support capacity building, including mentorships, internships, and technical assistance within the Bridge Park’s surrounding neighborhoods.
- 4 Support and facilitate programming at the Bridge Park that builds the capacity of local artists, especially emerging artists and youth.

small business enterprises

The 11th Street Bridge Park is committed to supporting new and existing local small businesses surrounding the Bridge Park both directly and through partnerships with economic development organizations and others.

- 1 Support and nurture a thriving network of small businesses that operate on the Bridge Park following construction.
- 2 Leverage the 11th Street Bridge Park to build and sustain small businesses in the surrounding community.
- 3 Ensure the Bridge Park is deeply connected to business corridors on both sides of the Anacostia River.

a community-driven planning process

Working collaboratively with community members and stakeholders, government officials, business owners and policy experts, the Bridge Park is committed to changing the narrative of how development typically takes place. It is well known that the construction of signature public parks can significantly change land values and uses in surrounding areas. Indeed, a recent HR&A economic impact study found that property values in comparable park developments increased by 5 to 40 percent. The goal of the Bridge Park’s Equitable Development Plan is to ensure that the park is a driver of inclusive development—development that provides opportunities for all residents regardless of income and demography. By following a community-driven and vetted process, it is our hope that other cities can look to the Bridge Park as a prime example of how the public and private sectors can invest in and create world-class public space in an equitable manner.

5

housing

11th Street Bridge Park is committed to working with partners and stakeholders to ensure that existing residents surrounding the Bridge Park can continue to afford to live in their neighborhood once the park is built, and that affordable homeownership and rental opportunities exist nearby.

- 1 Collect, organize and disseminate resources and information regarding housing opportunities to residents in the Bridge Park’s surrounding neighborhoods.
- 2 Work with city agencies and existing non-profits on strategies to preserve existing affordable housing (rental and ownership) and leverage existing public and private resources to build new affordable housing near the Bridge Park.
- 3 Engage and participate in partnerships with those in the housing community to support and advocate for policies that preserve existing affordable housing and spur the creation of new affordable units within the Bridge Park’s surrounding neighborhoods.

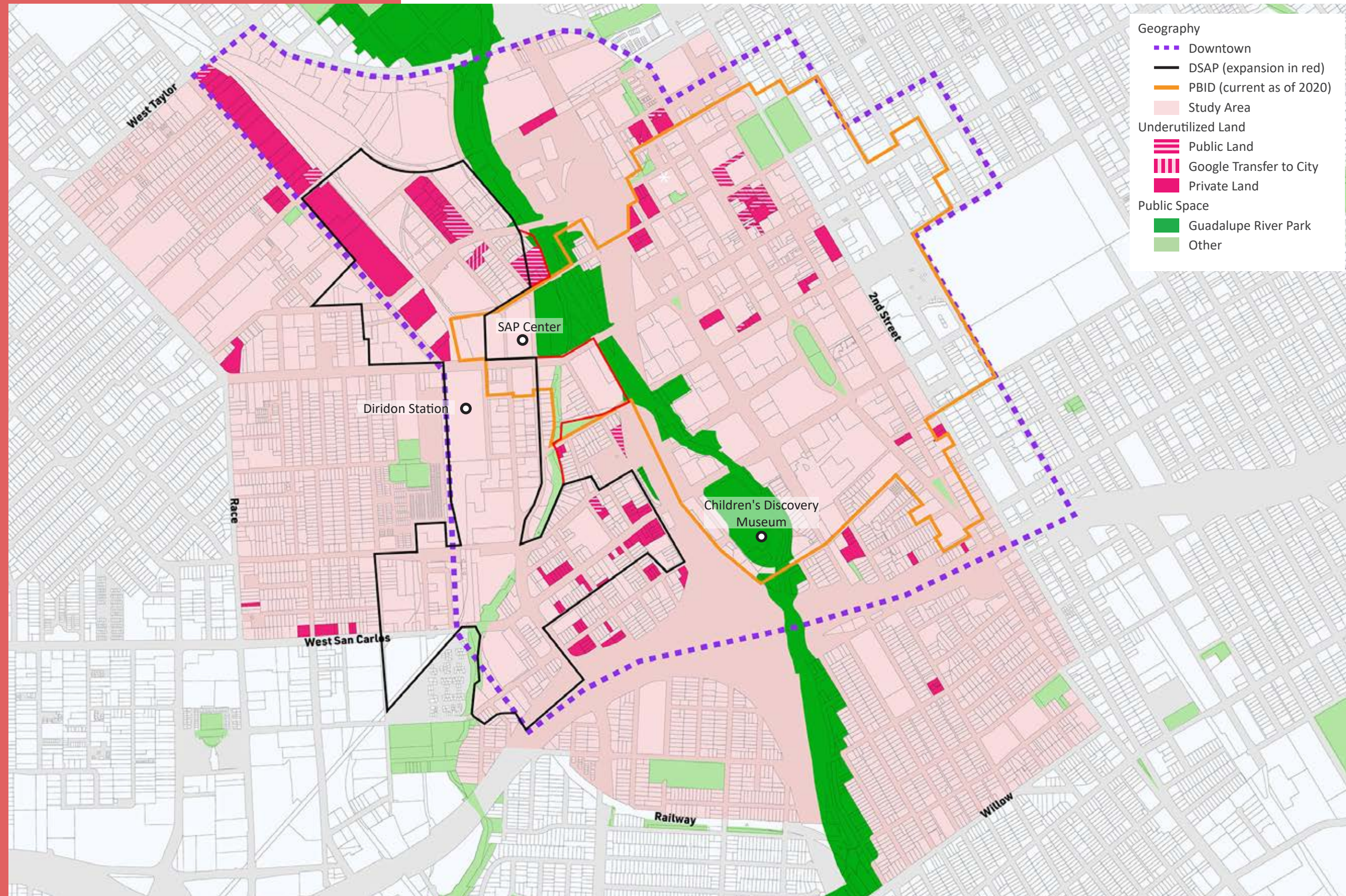
arts + culture

The 11th Street Bridge Park will serve as a platform to celebrate the history and culture of communities on both sides of the Anacostia River and in particular, to amplify the stories, culture and heritage of neighboring African American residents.

- 1 Create an information hub that communicates information about events and programming, occurring both at the park and in the surrounding neighborhoods, with nearby residents and visitors.
- 2 Ensure that programming on the Bridge Park is affordable and accessible to all visitors, especially existing residents.
- 3 Ensure that design of the Bridge Park includes a variety of spaces that support a range of informal, formal and temporary uses
- 4 Prioritize programming at the Bridge Park that fosters collaboration with residents, local organizations, artists (of all disciplines - visual, performing and literary) and humanists in the surrounding neighborhoods, especially programs that amplify narratives and voices of black residents.

EQUITY

Opportunity 9 continued



Underutilized parcels proximate to the Park, especially those owned by government agencies, offer opportunities for district-wide equitable planning and community infrastructure development.

Potential opportunities, to be further studied, include affordable housing, Community Land Trust, small business incubator and leases, and arts and cultural amenities.

EQUITY

Opportunity 10: Continued emphasis on equitable operations, programming, and activation within the Park

Within the Park, continue to provide existing programs and deploy new and innovative tools that enhance the experience, build social cohesion, and improve quality of life for San José’s diverse communities.

PARTIES INVOLVED

(Current and *Future Potential)

@ City of SJ	@ Valley Water	@ GRPC	@ PBID
X		X	X*
@ Private	@ Community	@ Non-Profits	@ Other
X*	X	X	

According to the Urban Land Institute’s “10 Principles for Enhancing Equitable Access to Parks” report, the benefits of the park should be leveraged to “meet greater community goals, such as improving public health, promoting social cohesion, enhancing resilience, and boosting economic opportunities. In this regard, the vision for the park should advance the vision for the overall community.”

In San José, the communities surrounding Guadalupe River Park are of diverse demographic and socioeconomic backgrounds. As the largest public space in San José’s urban center, Guadalupe River Park should build equity into the core of its operations, programming, and activation.

This requires action and partnership by a broad array of stakeholders from non-profit, private, public sectors and community/ neighborhood associations.

For activities and initiatives within the Park, there are several opportunities that can amplify existing efforts and create a more accessible and welcoming environment.

- **Physical and programmatic accessibility:** Building on the themes and opportunities identified in “Vision for Guadalupe River Park” created by the Conservancy in 2021, engage more community members and public-private partners to identify, plan, and implement design features and programming initiatives at the Park’s

border to make the Park more welcoming and easy to access.

- **Space for gathering:** In addition to attending to the Park’s edges, improve the quality and quantity of multi-functional spaces inside the Park, so that they can accommodate different types of gathering, from family get-togethers and birthday celebrations to community meetings and large peaceful assemblies.
- **Events and programming:** Provide more frequent programs with various sizes to attract different communities. Enhance communication and outreach effectiveness. Leverage diverse arts, cultural festivals, and free events.

Existing Guadalupe River Park Initiative

Guadalupe River Park Conservancy partners with POW! WOW! San José, an internationally branded, locally led mural arts collective, to create the Guadalupe River Art Walk project. The artist in residence program and Art Walk aim to create a unique destination within the Bay Area as the region’s longest continuous art corridor; catalyze community healing and spark civic connections; and promote neighborhood development through the local arts economy, connection to nature, and pride.



EQUITY

Opportunity 10 continued

San José, CA Example

Veggielution Community Farm in East San José connects people of diverse backgrounds through farming and other food-related programming, with a particular focus on community engagement, youth education, and leadership development. The organization's programs include AgriCultural Roots, a multi-phase, storytelling and recognition project that uncovers and highlights the stories and early contributions of Asian immigrants to the agricultural industry in Santa Clara County; Eastside Connect, a program that distributes fresh produce to low-income East San José residents who are experiencing the brunt of the COVID-19-related shutdowns; Eastside Explorers, an experiential, hands-on field trip program for middle school students; and Eastside Grown, which connects local food entrepreneurs to residents through food carts, trucks, and kitchens.



San José, CA Example

The City of San José is implementing programs such as Viva Parks Neighborhood and San José Al Fresco to make public spaces a greater community resource that enhances health, wellness, recreation, small business growth, and economic vitality.

San José, CA Example

The School of Arts and Culture at Mexican Heritage Plaza is a cultural institution in East San José that utilizes community engagement and arts and cultural programming to activate the plaza space and bring communities together, with a focus on fostering cultural expression of marginalized communities. The School collaborates with 60 community partners to deliver a wide variety of programs related to food, art installations, dance, holiday festivity, and fundraising. Annually, the School convenes approximately 70,000 people.



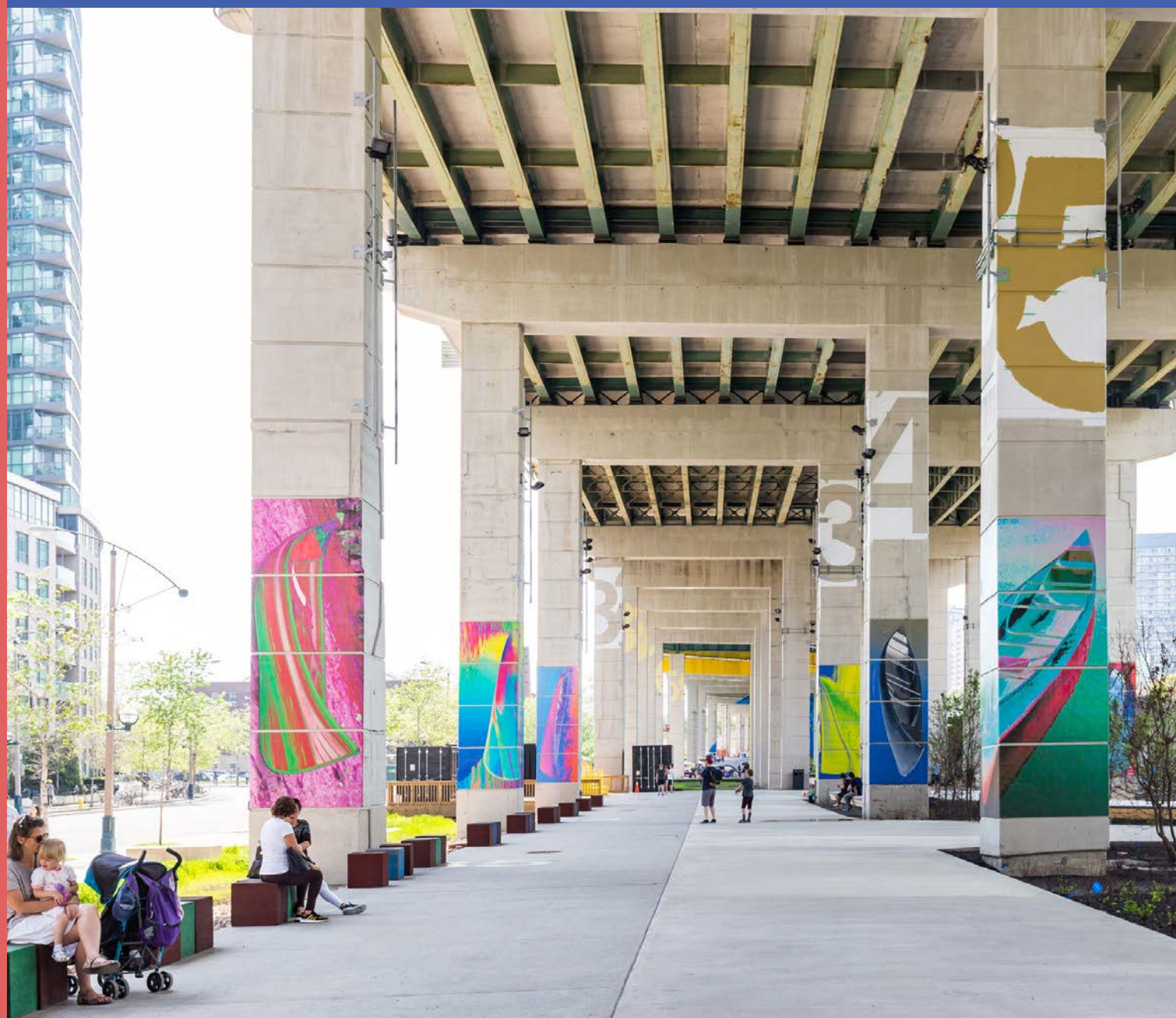
- **Small businesses and local hires:** To leverage the Park's operations for equitable economic development, consider incentive and procurement rules to hire local residents for permanent and/or seasonal positions, as well as local small businesses and entrepreneurs for concessions and other goods and services.
- **Youth development:** Engage youth, especially those at risk, for education and work opportunities in the Park. Prepare the youth for the next generation of green jobs.
- **Volunteerism and equitable donation systems:** Building on the existing programs' successes, continue to expand volunteer and donation opportunities to individuals of different walks of life.

EQUITY

Opportunity 10 continued

Case Studies & Best Practices: Toronto, Canada

The Bentway in Toronto transformed space under the Gardiner Expressway into a vibrant public place for a mix of diverse activities and programs. The space is multi-functional and allows for a dynamic re-use of infrastructure to support public life. The starting point for the design is a series of supportive concrete columns, known as “bents,” that function together or on their own to offer spaces for community gathering.



Case Studies & Best Practices: Austin, TX

The Waterloo Greenway in Austin is a community based organization committed to advancing the mission “For the Benefit of All.” The organization established a Community Engagement Committee dedicated to providing culturally proficient and equitable programming, services, and community engagement. They have also created mobile Waterloo Greenway Workshops to share information about the development of the park with communities who have less mobility.



Case Studies & Best Practices: Seattle, WA

Seattle Parks and Recreation Trails created the Youth Greens Corps which aims to address youth unemployment and create pathways to green jobs. Youth Green Corps consists of 11 Corps members. Members split time between Goodwill, forest restoration and trail work in Seattle Parks for educational and career training. Many of the Youth Green Corps members are homeless youth and people of color.

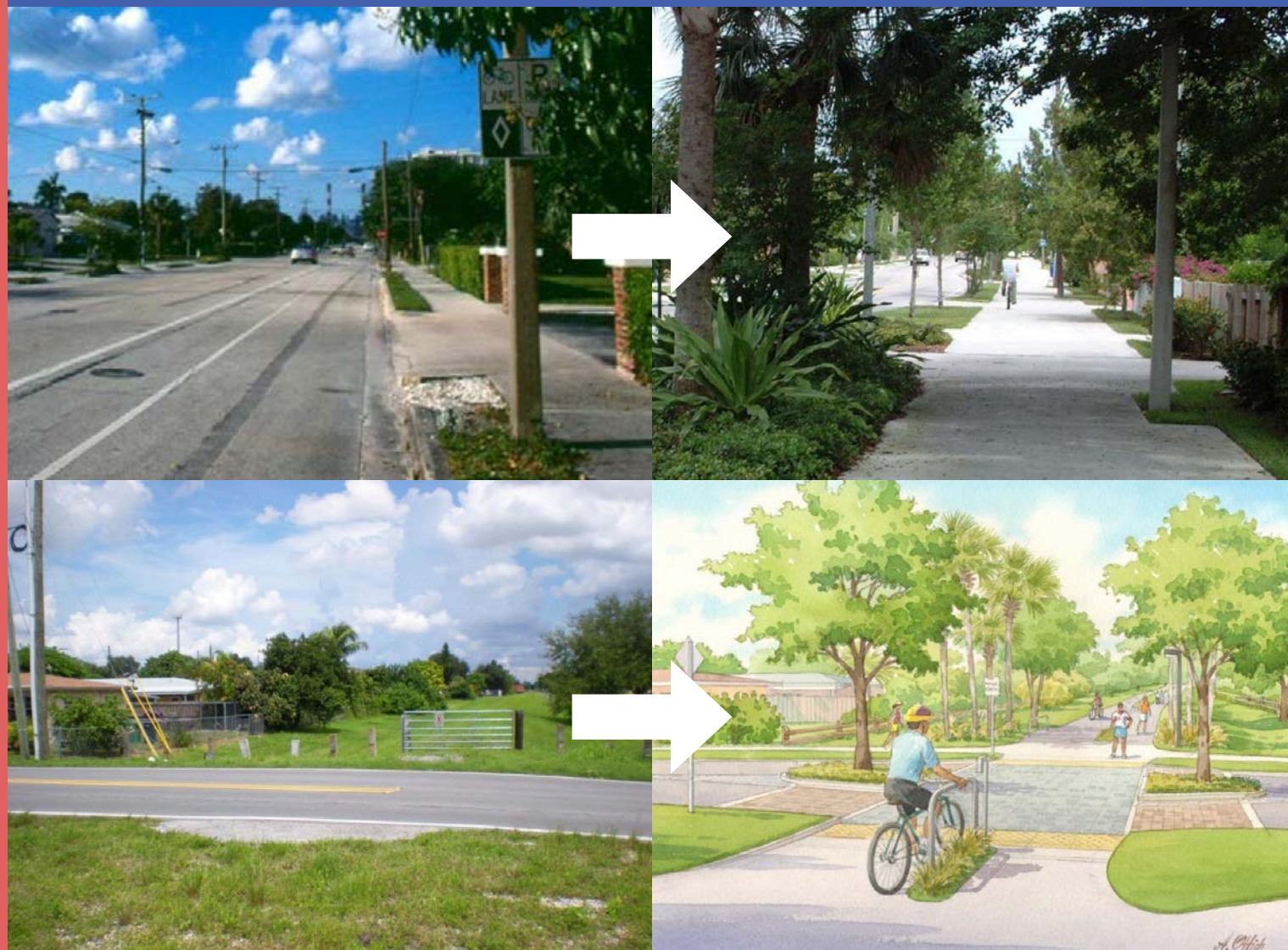


EQUITY

Opportunity 10 continued

Case Studies & Best Practices: Miami-Dade, FL

Miami-Dade (FL) Park and Recreation Department developed a Park Access and Equity Strategy to promote equitable access to park land based on the principles and goals of the Open Space Master Plan. One component is to maximize access to existing parks by eliminating barriers through a variety of means including building bridges over canals and installing sidewalks; thereby increasing capacity of existing parks to serve more people. Among the planning and implementation projects, Kendall Indian Hammocks Park reimagines the infrastructure and pedestrian access around the parkland; these interventions are projected to provide 50% more local residents the opportunity to walk or bike to the park.



Case Studies & Best Practices: The Bronx, NY

The River House at Bronx River Greenway is a cutting edge environmental learning laboratory and base of Bronx River Alliance's operations. As a headquarter for the community and restoration efforts, the River House features a boathouse, a community gathering space, an indoor-outdoor nature classroom, and offices and fieldhouse for the Bronx River Alliance.



EQUITY

**Opportunity 11:
Continued
environmental
education and
ecological
enhancement**

Continue to provide high-quality ecological and environmental education and discovery programs. Scale up the Park’s environmental programming through existing and new partnerships with collaborators and communities. Pursue additional efforts for flood mitigation and ecological enhancement.

PARTIES INVOLVED
(Current and *Future Potential)

@ City of SJ	@ Valley Water	@ GRPC	@ PBID
X	X	X	
@ Private	@ Community	@ Non-Profits	@ Other
	X	X	

The Conservancy successfully maintains a variety of educational programs geared toward children and families that increase awareness of the natural environment and ecological importance of the river. The Conservancy embeds equitable practices through the core of their programs, holding programs both in Spanish and English, and providing programs for persons with special needs including autism, Down syndrome, and blindness. Below is a summary of current programs:

- The Annual Water Festival: An educational festival to celebrate the river. Environmental education organizations utilize the Park to teach students science lessons based on water conservation and environmental pollution. The event is sponsored by the City of San José Environmental Services Department. This event is offered for free to students and teachers.
- Camp Guadalupe: A drop in summer camp that utilizes nature to educate students regarding scientific observations, collecting data, sharing evidence. This program requires a fee for admission.
- Community Homeschool Investigators of the River Park (CHIRP) Program: An interactive, outdoor environmental education program for homeschooled students. This program requires a fee for admission.

- The Conservancy offers Garden Field Trips, River Field Trips, and Nature Walk Field Trips for school groups.
- Throughout the year, other programs are offered for families and adults including yoga and watercolor painting workshops. Many of these programmed are offered in Spanish.
- The Conservancy offers field trip programming designed for persons with special needs, including those with autism, Down syndrome, ADD, ADHD, deafness, blindness, and mobility impairments.

With other priorities beginning to emerge for the broader revitalization of the Park, it is crucial that the Conservancy and other organizations continue to commit to environmental education and scale-up these programs through partnerships, including new partnerships with private entities and sponsors.

Case Studies & Best Practices: Portland, OR

In Portland, OR, the Forest Park Conservancy partnered with Elevate Oregon, and Vive North West to provide science, technology, engineering, art, and math (STEAM) programs for students through an initiative entitled Nature Education Outing. The Conservancy, along with the partner organizations, created a curriculum to educate and bring awareness to the environmental issues and educate future generations of environmental stewards. The partner organizations host three in-class sessions and one nature outing per month for students in the neighboring school district. Elevate Oregon is a nonprofit that works to address systematic inequalities for vulnerable youth. Vive North West is a nonprofit that seeks to connect local Latinx individuals and all communities to the outdoors.

The success of these existing programs can also set the stage for a larger “Urban Rewilding” initiative surrounding the Park. “Urban Rewilding” encourages the presence of biodiversity and ecosystem function in urban settings. Sherwood Design Engineers’ 2021 report “Rewilding the Guadalupe River in San José” prepared for SPUR states that re-envisioning the Park within the fabric of an enhanced downtown should attempt to connect urban citizens with the natural environment to enhance health, connectivity, and issues associated with climate change and the urban heat island effect. Such a more ambitious environmental initiative requires additional expertise and resources for a series of initiatives related to ecological enhancement and flood mitigation - these are opportunities for potential new partners.

EQUITY

**Opportunity 12:
Continued coordination
to address
homelessness**

Continue to support and amplify existing efforts of public and private partners that address the root causes of the homelessness issue. Combine different expertise, approaches, and resources to develop long-term solutions.

PARTIES INVOLVED

(Current and *Future Potential)

@ City of SJ	@ Valley Water	@ GRPC	@ PBID
X	X	X	X
@ Private	@ Community	@ Non-Profits	@ Other
		X	County

Underhoused individuals live in the Guadalupe River Park due to a variety of socioeconomic and public policy issues. Currently, the Guadalupe River Park Working Group, consisting of representatives from a variety of public, private, non-profit, and community organizations, is tasked with creating a practical vision for the Park in the short to medium terms, including investigating innovative solutions and guidelines to address the issues of homeless encampment in the park. It is critical to keep supporting the efforts to address and manage encampment and homelessness, including:

- **Documentation:** Producing a baseline condition analysis and population count helps the agencies and partners develop more responsive approaches. Santa Clara County and San José publish the Homeless Census.
- **Reporting:** The City of San José receives reporting related to homeless shelter and mental health.
- **Services:** Santa Clara County manages referrals to temporary homeless shelters. The City of San José and a large number of private and non-profit partners provide a variety of services and programs related to housing, food, health, veteran services, youth, and legal referrals. Destination: Home provides programs that address broader policy and socioeconomic issues underlying homelessness.
- **Patrolling and enforcement:** The District Attorney’s Office is tasked with enforcing the law. San José Police Department

enforces safety rules, and San José Fire Department and Code Enforcement are coordinating responses related to fire risks.

- **Cleanup:** Valley Water, Conservancy, and the City, with non-profit organizations and community volunteers, provide encampment trash removal services in the Park and the watershed. The BeautifySJ team continues to provide outreach, hygiene, and trash removal services to homeless encampments in the Park.

All these efforts need to be further amplified with sufficient funding, staffing, training, and

coordination. Meanwhile, creative ways to engage the homeless population should be explored and encouraged, with an emphasis on greater inclusion and empowerment. The City partners with organizations such as Downtown Streets Team and Goodwill to provide paid employment opportunities to homeless and formerly homeless residents to clean up the Park, creek, and streets. The City is also planning to build modular tiny homes near the Park on City-owned land to provide housing to the homeless population and enlist them for clean-up services in the Park.

Current Guadalupe River Park Initiative

In 2021, the Guadalupe River Park Conservancy, San Jose Conservation Corps + Charter School, and Downtown Streets Team initiated a pilot initiative to connect workforce development and maintenance opportunities to unhoused residents

and youth, catalyzed through an initial investment by Valley Water as part of their Safe, Clean Water and Natural Flood Protection program.

San José, CA Example

The LEAB (Lived Experience Advisory Board) is, according to Destination: Home, “a leadership development body consisting of members with current or past experience of homelessness. Members use this platform to learn about and evaluate the system of care and to make recommendations for improvement.” The board advises non-profits and policymakers in the Bay Area and beyond about issues impacting the homeless community and brings perspectives formerly under-represented in decision making. The

benefit of this model includes: “Fostering the development of self-determination, leadership skills, and sense of empowerment among consumers; Providing clear lines of communication between leadership, staff, and consumers to resolve issues as they arise and better anticipate future consumer needs; And creating a working partnership between consumers and providers to inform policy development and improve the quality and types of services provided.”

EQUITY

**Opportunity 13:
New strategies of near-term encampment interventions in the Park**

In parallel with programs that address the root causes of homelessness, respond to the near-term symptoms of encampment in public space with targeted strategies and resources.

PARTIES INVOLVED

(Current and *Future Potential)

@ City of SJ	@ Valley Water	@ GRPC	@ PBID
X	X	X	X*
@ Private	@ Community	@ Non-Profits	@ Other
		X*	

While public and private stakeholders work to address economic and housing conditions of homelessness and provide services to the population in transition, the Park’s managers and stewards should also pursue related but distinct efforts that mitigate the perceived negative impacts of encampment in public space, specifically in terms of cleanliness, safety, and coexistence.

Potential projects in the near-term include

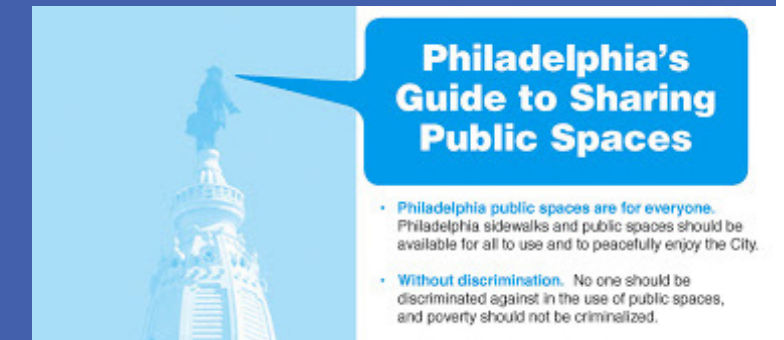
Case Studies & Best Practices: Philadelphia, PA

An equitable approach to report and address homelessness in public space starts with separating people from behaviors and avoiding vagueness in language and rules. Philadelphia’s “Guide to Sharing Public Spaces” establishes that public space is for everyone, poverty should not be discriminated against or criminalized, and enforcement should be prioritized for behaviors that cause the most harm. The

hiring dedicated park coordinators with expertise in social work to engage the underhoused population in the Park, as well as building accessible shower stations and sanitation centers where the concentration of encampment is the highest. Similar to how equity should be a focus for the long-term solutions that address the root causes of homelessness, equity should also be prioritized in near-term interventions. Specifically, as SPUR and Gehl’s report

“Coexistence in Public Space” pointed out, behaviors should be separated from individuals and not used to stigmatize or harm people experiencing homelessness. It is hence critical for Park managers and stewards to engage the communities and set enforceable standards regarding accepted behaviors, cultivate them, and mitigate/dissuade non-accepted

park stewards to use in public meetings that inform public space projects and master planning efforts.



Case Studies & Best Practices: Atlanta, GA

The Atlanta Downtown Improvement District manages Woodruff Park on behalf of the City of Atlanta. With substantial help from community partners, they are committed to providing sustainable, long term solutions for underhoused park users. In September 2020 they organized the Social Impact Safety Team (A.S.I.S.T.) pilot program which focuses on providing an alternative to armed police officers for substance abuse and non-criminal public disturbances. The program relies on a network of social workers

trained in de-escalation techniques and crisis management. Additionally, Woodruff Park staff made inroads with individuals experiencing homelessness through targeted community engagement. This outreach allowed them to understand the needs of individuals who were required to spend most of their time outside due to struggles with homelessness. They connected individuals to social service outreach agencies to help them receive permanent housing. By meeting individuals regularly in a non

confrontational manner and building trust over time, they were able to connect over 100 individuals with permanent housing.



EQUITY

**Opportunity 14:
Capital improvement
pilot projects based on
community vision**

Achieve the community's vision for the Park through pilot projects. Prioritize capital improvements for areas and infrastructure elements that are critical for equitable programming, use, and revenue generation.

PARTIES INVOLVED
(Current and *Future Potential)

@ City of SJ	@ Valley Water	@ GRPC	@ PBID
X	X*	X*	X*
@ Private	@ Community	@ Non-Profits	@ Other
X*	X*	X*	

The entire Guadalupe River Park and Gardens property contains a substantial amount of space, a sizable portion of which was, however, lacking design features and infrastructural elements conducive for regular programming, creative use, and activation.

In response to the need to create a greater park for San José's communities, in 2021, the Conservancy produced "A Vision for Guadalupe River Park" outlining opportunities related to nature, equity, public life, connection, and identity with several key moves at specific locations mapped out. More than a decade since the Park's last Master Plan, it is time to seize the renewed momentum to implement capital improvement pilots that can realize the community's vision at strategic locations.

From a practical perspective, traditional capital improvement master plans often contain a large amount of projects to achieve a holistic vision. With likely-to-be-limited resources to begin with, the stakeholder of the Park should phase capital improvements strategically and identify a handful of pilot projects. Below is a list of considerations to guide the prioritization of potential improvements in the initial round.

- Engaging the community to understand differences and consensus regarding use, access, and vision.
- Focusing on key areas with the most potential for programming and events (such as Arena Green East and West

- and near Rotary Play Garden), as well as venues with revenue-generating potential.
- Enhancing connections between the Park and surrounding assets and infrastructure (such as trails and other roadways).
- Allowing adjacent institutions (such as the Children's Discovery Museum) to expand onto open park space and activate the space.
- Enhancing the quality of infrastructure to make the space safer and more accessible for the community.

Using a pilot approach, the demonstrated success of the initial improvement areas will build momentum for future expansion of improvements. Breaking down a large master plan into a series of smaller-scale Phase 1 projects can potentially also enable the access to multiple sources of funding, including City funding, elected officials' discretionary spending, private donations, and others.

Case Studies & Best Practices: Austin, TX

In Austin, The Trail Foundation worked with the City to prioritize capital improvement projects on highly frequented sections of the Butler Trail. Projects include restroom construction and restoration, the

implementation of green infrastructure, and the addition of exercise equipment and lightning. The Trail Foundation also worked to restore crucial woodland areas near heavily trafficked areas of the trail.



FUNDING

**Opportunity 15:
Earned income from
diversified sources**

Set escalating targets for the Park’s revenue generation. Address physical and managerial factors that limit the Park’s earned income potential. Issue more permits for events, programs, commercial concessions, space and facility rentals, and sponsorship opportunities. Engage partners strategically for earned income opportunities.

PARTIES INVOLVED
(Current and *Future Potential)

@ City of SJ	@ Valley Water	@ GRPC	@ PBID
X		X*	X*
@ Private	@ Community	@ Non-Profits	@ Other

Currently, earned income opportunities within the Park are limited compared to other large urban parks in the nation. While the City of San José issues permits for several private events and the Conservancy holds programming throughout the year (Pumpkins in the Park and Super Guadalupe River Run), these activities, while successful from a programming perspective, are not sufficient to generate substantial revenue by them alone, from a financial perspective.

With limited resources to begin with, managing revenue generating programs needs to be strategic. For example, instead of implementing large events by park stewards themselves, the management entity can reach out to reputable non-profit and/or private partners surrounding the Park to hold independent paid events, in exchange for the collection of a fixed fee or percentage of sales. These events held in the Park will bring positive press and encourage residents and tourists to visit the Park more regularly.

In addition to events, well-managed commercial activities, concessions, and sponsorships can provide a stable source of income to fund maintenance, operations, and free or low-fee programming. To better promote the Park’s events and activities, utilize tiered pricing that gives discounted permit and/or fee rates for local community members - this mechanism can potentially give Guadalupe River Park a price advantage

over other open spaces in the City in the near term and help advance equity and inclusion goals.

To unlock the Park’s potential for revenue generation, the Park’s managers and stewards need to address a few conditions. First, as discussed previously, conduct pilot projects to improve the physical conditions at strategic locations to make those places appealing and suitable for more activities. Second, recruit

specialized staff with the necessary expertise and experience to plan, manage, and operate these activities. Third, incentivize the Park’s managers to enhance revenue generation, by establishing greater accountability, performance targets, and potentially directly linking the revenue generated to the Park’s budget.

Case Studies & Best Practices: Houston, TX

The Hermann Park Conservancy generates approximately \$2.4 million per year (35% of their annual revenue in 2018) from facility rentals, programming and events. In 2019, the Conservancy issued nearly 300 event permits for weddings and other events that raised over 40% of their revenue goals. The Conservancy also entered into partnerships with Brazos Bookstore and Houston Audubon to bring Fun Runs and Children’s Story Hour to the park. These events generate revenue for their partners and bring individuals into the park who purchase concessions and attend other paid park events.



Case Studies & Best Practices: New York, NY

Bryant Park’s success in revenue generation is first and foremost driven by the signature seasonal event - Winter Village, which transforms the open lawn space into a dynamic, publicly accessible venue that

combines food, shopping, and recreational opportunities. Income generated (\$13 million in 2019) includes facility rentals, catering and food sales, holiday market royalties, and sponsorship.

FUNDING

Opportunity 16: Unlocking more value with the Park Impact Fee program

Study the structure and use of the Park Impact Fee, which is under the City's evaluation. Consider new mechanisms to capture more value of the new development proximate to Guadalupe River Park via the fee program and direct the captured value to the Park.

PARTIES INVOLVED

(Current and *Future Potential)

	@ City of SJ	@ Valley Water	@ GRPC	@ PBID
	X			
	@ Private	@ Community	@ Non-Profits	@ Other
	X	X		

Currently, the City of San José, through the Park Impact Ordinance and the Parkland Dedication Ordinance, requires residential developers to contribute to park funding via land set aside, park impact in-lieu fee, direct improvements or new facility construction, or a combination of the above options. The ordinances require that the facilities developed or renovated with park impact fees must serve or benefit the project that paid such park impact fees. The current program does not require commercial developers to make contributions.

There are potential ways for Guadalupe River Park to better access the revenues from the Park Impact Fee program through new policy arrangements. For example, study the possibility for the Park Impact Fee to be expanded to include commercial developers (city-wide or within a specific boundary). The majority of planned new development in Downtown San José is for non-residential uses, and the study area currently contains planned unbuilt development totaling approximately 29 million in Building SF, 19 million of which are for commercial uses, according to publicly announced development plans by owners and/or developers with conservative adjustments to account for market uncertainty.

Case Studies & Best Practices: San Francisco, CA

In San Francisco, the Balboa Park Community Improvements Impact Fee is applicable to both residential development and commercial development. This is a geography-based fee, as the Balboa Park Impact Fee is applicable to any development project in the Balboa Park Program Area. For non-residential development, any new construction, or additional space in an existing building of more than 800 gross

square feet, triggers the program. The fee for residential development is \$13.10 per gross square foot, and the fee for non-residential development is \$2.45 per gross square foot. There is also a Downtown Park Fee applicable to office development in the Downtown boundary. This impact fee program targets only office construction, at a rate of \$3.28 per gross square foot.



FUNDING

Opportunity 17: Exploring other varieties of real estate value capture mechanisms

An unprecedented volume of real estate development is occurring in proximity to the Park and would benefit from proximity to a first-rate park. The value increment associated with new development, if captured, could potentially provide additional financial support for Guadalupe River Park and other equity-enhancing community infrastructure. Study, assess, and develop strategies with clear communication, intentionality, and creativity.

PARTIES INVOLVED (Current and *Future Potential)

@ City of SJ	@ Valley Water	@ GRPC	@ PBID
X*		X*	X*
@ Private	@ Community	@ Non-Profits	@ Other
X*	X*		

Well-designed, well-maintained parks increase property values and the economic activities in adjacent neighborhoods. Capturing these values and investing them in open space, as well as other community-building and equity-enhancing facilities and infrastructure, help create a virtuous cycle that yields broad economic and social dividends.

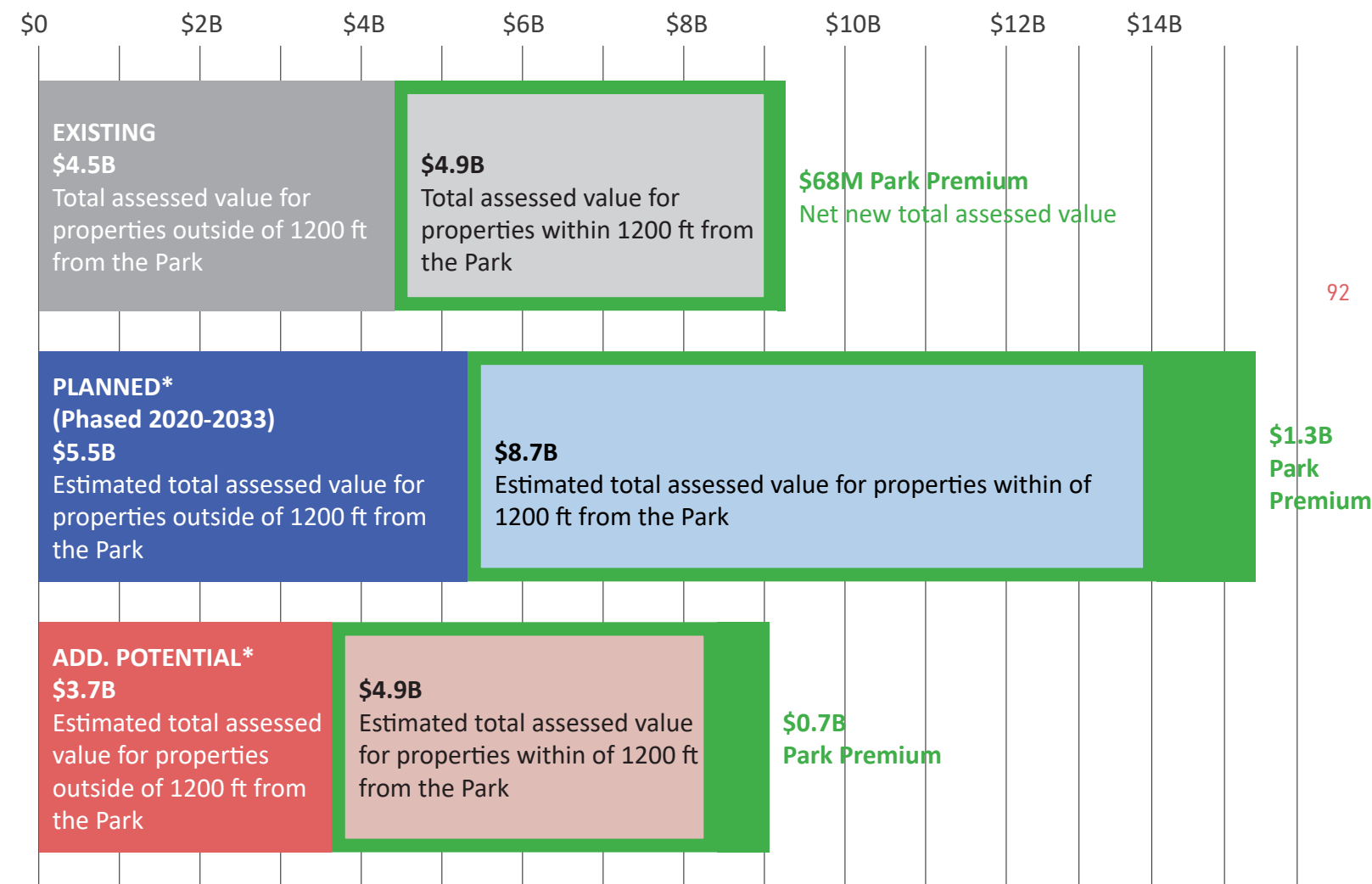
According to the Urban Land Institute “10 Principles for Enhancing Equitable Access to Parks” report, a broader strategy is indispensable for the success of value capture tools. Below are the three key components of such strategies:

- **Communication:** “Articulating the benefits of parks can help achieve broader support and attract funding from a variety of sources, including philanthropic organizations and corporations seeking to fulfill social responsibility goals.”
- **Intentionality:** “Value capture and leveraged investments can be intentionally used to promote equity and access, such as financing street improvements so that people can reach parks safely or funding anti-displacement programs so that residents can enjoy their parks long term.”
- **Creativity:** “Thinking creatively about how to capture the economic, environmental, and health benefits of parks can generate ideas for different revenue streams.”

San José is experiencing a large amount of real estate development. Guadalupe River Park is in close proximity to large amounts of existing real estate (22 million SF of private properties in the Study Area, 51% of which within 1200-ft from the Park’s border), planned unbuilt development (an estimated net increase of 29 million SF phased 2020-

2033, 62% of which within 1200-ft from the Park’s border), and underutilized/vacant parcels that could support an additional 16 million SF in the next decades beyond what is planned (57% within 1200-ft from the Park’s border). According to analysis detailed in the Appendix, it is estimated that the aggregate baseline assessed value of real estate in

Estimated aggregate real estate value premium over time:



*Calculation for planned unbuilt development and additional potential development includes discount accounting for market uncertainty for a conservative estimates and excludes affordable development.

FUNDING

Opportunity 17 continued

Potential Mechanisms: PBID Renewal, Expansion, and Subzone

The PBID in Downtown San José was established in August 2007 and subsequently renewed in 2012. Currently, San José PBID is engaging a consultant to renew the district. The renewed PBID is expected to begin services in July 2022. According to conversations with the San José Downtown Association, which manages the PBID, the boundary, fee structure, and services are being reevaluated during the renewal process. Stakeholders of the Park and the Downtown area could potentially study ways and mechanisms to fund Guadalupe River Park services (to be scoped) through PBID by establishing a “sub zone” that can

clearly demonstrate the direct benefits of Park improvements to owners within the boundary. While the specific arrangement of such a value capture mechanism requires in-depth analysis related to boundary, rate structure, service scope, and management agreement (which includes direct management by the PBID and Funding and Service Agreement between the PBID and another organization such as the Conservancy), value capture through PBID, compared with other mechanisms, could potentially have lower overall negotiation costs and associated political risks.

Potential Mechanisms: Community Benefit and Improvement District

A Community Benefit and Improvement District (CBID) fund services in the district with property assessments. To petition for a CBID formation requires approval of owners who will pay at least thirty (30)

percent of the assessments proposed to be levied. The size of the assessment should be determined based on the proportion of benefits received.

the Study Area amounts to \$9 billion for existing private real estate, an additional \$14 billion if all planned developments are built by 2033, and an additional \$9 billion if all underutilized/vacant parcels are developed during the next decades. A revitalized Park could further increase the value of the Park-adjacent properties, by an estimation of \$68 million for existing properties, \$1.3 billion for planned unbuilt development, and \$0.7 billion for additional potential development beyond what is planned (see the Appendix

Potential Mechanisms: Community Facility District

A Mello Roos Community Facility District (CFD) allows a municipality to sell bonds in order to finance a specific project or maintenance services in a designated district. A CFD is a special tax assessment district established by local California governments to obtain additional public funding to finance public works or public services. It requires 2/3 of property owners’ vote approval, which is a higher

threshold than PBID, but the requirement to establish direct benefits is lower than the PBID mechanism and can be based on any reasonable relationship, with no special benefit or nexus requirement. The boundary of a CFD can be non-contiguous.

Potential Mechanisms: Tax Increment Financing (long term consideration)

Consider TIF over the long term to improve the Park when the mechanism becomes feasible in San José. A TIF can be implemented to support infrastructure improvements in specific areas of cities. The expectation is that infrastructure will be paid for using issued bonds, and the bonds are then repaid from captured tax

revenue increased over the set baseline. In San José, however, the Redevelopment Agency debt is still an obligation for the City currently, limiting the use of TIF funds in the Downtown area. This debt will be an obligation for the City until at least 2030.

for more details).

The quantity of development surrounding the Guadalupe River Park, as well as the potential value premium that the revitalized Park could generate, provides an opportunity to study the feasibility of value capture. But there are other considerations.

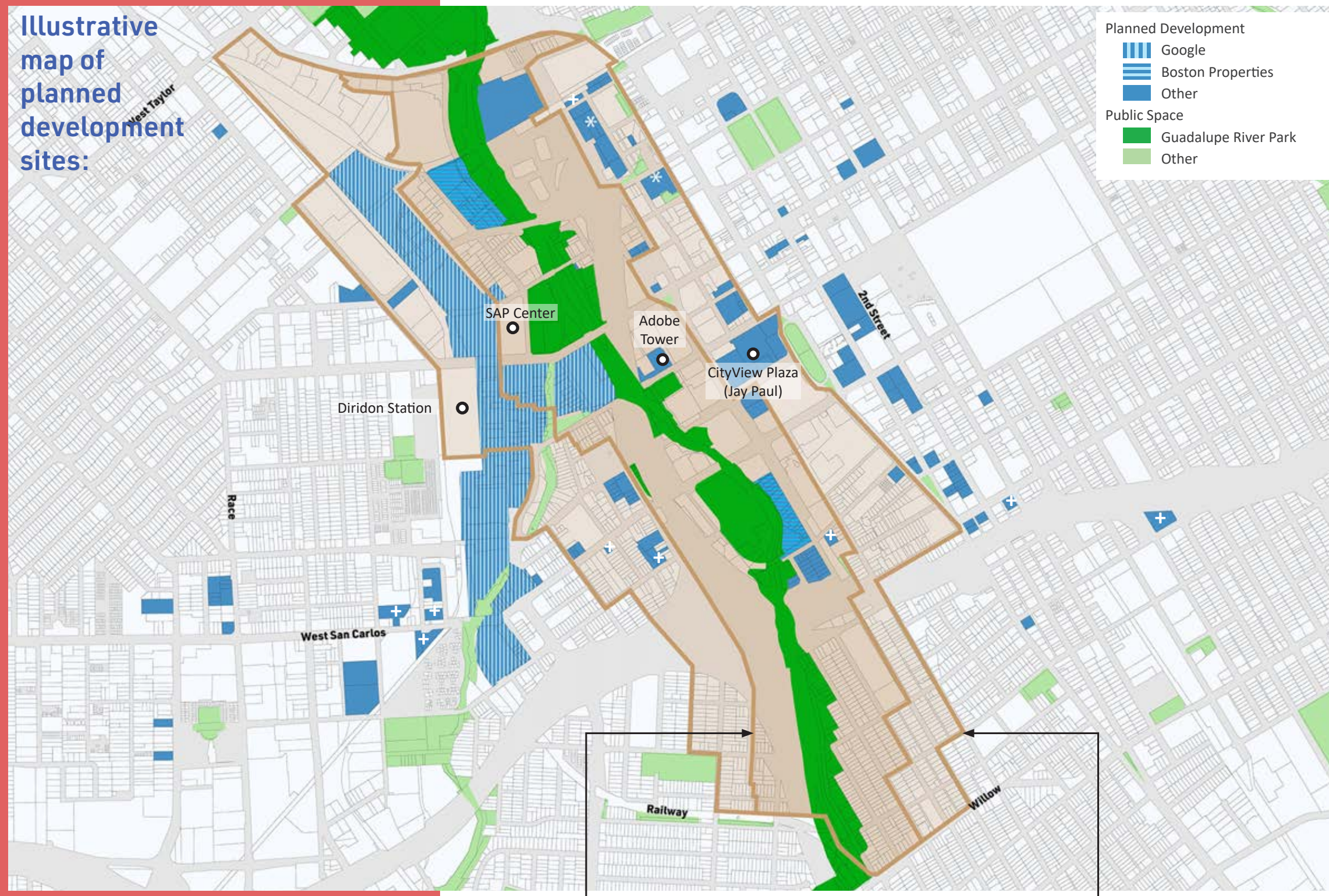
Firstly, currently, San José owners and developers pay a series of fees for a variety of existing assessment districts. With the exception of the San José Downtown Association Property Based Improvement

District Assessment (\$0.0388 - \$0.0962 Per Square Foot of Lot and Built Square Footage), the majority of existing fees are one-time costs (for example, the Diridon Basic Infrastructure Impact Fee at \$5.95 PSF of Office, \$3.98 PSF of Retail, \$2,665 Per Unit; the Commercial Linkage Fee at approximately \$5 PSF for Hotel, \$12 PSF for Office >100,000 SF, \$3 PSF for Research & Development, \$5 PSF for Warehouse, \$6 PSF for Residential Care). In addition to current value capture mechanisms, new ones for other purposes are a possibility: the Santa Clara Valley Transportation Authority (VTA) has expressed

FUNDING

Opportunity 17 continued

Illustrative map of planned development sites:



Source: CoStar, Mercury News, City of San José; Data as of May 2021.

*Projects completed since the start of this analysis + 100% affordable projects, excluded from square footage and value analysis

Containing street blocks with frontages within approximately **600 ft from the Park**

Containing street blocks with frontages within approximately **1,200 ft from the Park**

interest in an Enhanced Infrastructure Financing District (EIFD) and/or Mello-Roos Community Facilities District (CFD) to assist in funding transit and TOD-related improvements.

Secondly, new development will be delivered over time, and the aggregate amount of new building square footage and/or value cited in this study does not equal the actual value capture opportunity at specific moments, which will depend on the timing of the projects and the implementation of the value capture tool.

Thirdly, the geography of the Study Area is not an illustration or proposal of future value capture. Depending on the value capture tool, the boundary will need to be studied based on the services and improvements proposed, the benefits to specific property owners, and the politics of approving a new district. 94

Any new value capture tools for the betterment of Guadalupe River Park should acknowledge and factor in existing and future assessments, consider the phasing and timing of new development, and the boundary. A more detailed study is needed to design and plan for specific value capture tools.

(The boundaries are drawn for analytical purposes only. They do not indicate any recommended geographies for value capture mechanisms.)

FUNDING

**Opportunity 18:
Accessing the
accommodations tax
fund**

Consider exploring the use of accommodations taxes to support the programming and improvements of the Park. Explore options to use existing accommodations tax to fund cultural and arts programming in the Park and/or create a new fund to support other park improvements.

PARTIES INVOLVED

(Current and *Future Potential)

@ City of SJ	@ Valley Water	@ GRPC	@ PBID
X*			
@ Private	@ Community	@ Non-Profits	@ Other
X*	X*		

Arguments can be made to link accommodations taxes to Guadalupe River Park, for the connection between open space, arts, and tourism. Accommodations taxes, also known as Transient Occupancy Taxes (TOT), are special revenue sources that can be utilized for specific purposes and thus provide opportunities to explore broadened funding for parks and open spaces related improvements and programming. There are two existing accommodations taxes in San José: the 4% accommodations tax is used to support arts and cultural initiatives in Downtown San José, and the 6% accommodations tax is used to support the General Tax Fund.

Guadalupe River Park can potentially access more funding through accommodations taxes. First, equitable programming within the Park, with an emphasis on art and culture, could be potentially supported by the existing accommodations tax in San José, which funds arts. Second, given that an improved Guadalupe River Park would

potentially draw a greater number of visitors to the Downtown area and benefit tourism and the hospitality industry, it is worth exploring a revised or new accommodations tax code, boundary, or use guidelines that could support specific Downtown tourism-enhancing initiatives, including the Park’s improvements and upkeep.

Cumulatively, the accommodations tax in San José is 10%, which is lower than cities like San Francisco, Oakland, and LA. See below for accommodations tax rates in other cities:

- San Francisco: 14%
- Oakland: 14%
- Los Angeles: 12%

Case Studies & Best Practices: Hawaii; Montana; Los Angeles County, CA

In Hawaii and Montana, transient occupancy taxes fund maintenance of state park facilities. Hawaii’s transient accommodation tax is set at a rate of 9.25%. TOT raised approximately \$233 million in state revenue in 2016. \$3 million is “set aside for protection, preservation, and enhancement of natural resources important to the visitor industry, including maintenance, operations, and acquisition of beach parks and watersheds.” Montana collects a 4.0% facility use tax on all lodging facilities and

campgrounds. “The lodging facility use tax is divided between a variety of funds, including 6.5% to the Department of Fish, Wildlife and Parks (DWFP) for maintenance of state park facilities.”

In Los Angeles County, revenues from their accommodations tax contributed \$12.4 million to county-wide general fund services such as parks, libraries, senior services, and law enforcement.

FUNDING

**Opportunity 19:
Exploring other public
funding sources
from multiple tiers of
government**

Examine other regional, County, State, and Federal funding opportunities and leverage the Park’s significance for environment and ecology, transportation, education, and social services.

PARTIES INVOLVED

(Current and *Future Potential)

@ City of SJ	@ Valley Water	@ GRPC	@ PBID
X	X	X	
@ Private	@ Community	@ Non-Profits	@ Other
			OSA, State*, Fed*

Given the size of Guadalupe River Park and the multiple systems it is integral to - environment and ecology, transportation/ greenway, education, and social services, make the case for additional sources of government funding by emphasizing the multiple ways in which the Park serves the community as critical infrastructure.

- Open Space Authority funding opportunities: OSA administers a competitive Urban Grant Program, funded by Measure Q, to projects related to environmental stewardship and restoration; parks, trails, and public access; environmental education; and urban agriculture/food systems. Government agencies and nonprofit organizations can apply. Guadalupe River Park is a past grantee. The City of San José is also eligible to apply for OSA’s capital funding for land acquisition; environmental restoration; improvements that provide or enhance open space, including increasing public appreciation of open space, such as trails, overlooks, and interpretive signage and converting surplus or abandoned lands.

- Guadalupe-Coyote Resource Conservation District: Community Grant.
- State funding opportunities: California state agencies administer a variety of funding programs, including: Urban Streams Restoration Program; Recreational Trails and Greenway Grant Program; Outdoor Equity Grants Program; Urban Greening; California Arts Council Administrators of Color Fellowship; California Community Reinvestment Grants Program; Housing for a Healthy California Program; Transit-Oriented Development Housing Program; Stream Flow Enhancement Program; Statewide Park Development and Community Revitalization Program; Regional Park Program and Habitat Enhancement and Restoration Program.
- Federal funding opportunities: US Environmental Protection Agency and a host of other federal agencies administer funding to advance green infrastructure, including: Five Star and Urban Waters Restoration Grant Program; EPA Environmental Justice Small Grants

- Program; EPA Urban Waters Small Grants Program; EPA Office of Sustainable Communities Greening America’s Communities Program; DOI Rivers, Trails, and Conservation Assistance (RTCA) Program; EPA Clean Water State Revolving Fund; HUD Sustainable Communities Regional Planning Grants; and HUD Community Development Block Grant (CDBG) Program.
- Also included in federal funding opportunities is funding from the American Rescue Plan to the City of San José and Santa Clara County.

Appendix

Estimation of Guadalupe River Park's Impact on Real Estate

Existing Properties in Study Area

The study area currently contains privately owned parcels totaling 22 million in Building SF and \$9.3 billion in assessed value (all numbers in this analysis are 2020 dollars).

For the currently existing privately owned parcels in the Study Area, properties located within a 1200-ft distance (5-minute walk) from the border of Guadalupe River Park account for approximately half (51%) of total assessed value.

Existing Properties, Private Ownership	Total Building GSF	Land Acreage	Total Current Assessed Value
Office	8,326,060	80	\$2,929,306,786
Multi Family	6,544,881	163	\$3,598,858,425
Retail and Other Commercial	3,412,964	127	\$1,206,702,906
Single Family	1,864,192	185	\$628,513,558
Industrial	721,555	39	\$163,055,749
Vacant	347,095	71	\$526,771,110
Parking	313,500	3	\$46,363,419
Other	128,992	6	\$26,217,444
Public	57,171	18	\$111,864,167
Transportation, Communications and Utilities	36,710	5	\$60,860,933
Total	21,753,120	697	\$9,298,514,497

Parking refers to parking garage structures. Vacant refers to vacant land or surface parking.

Existing Properties, Private Ownership	Within 600 ft	Between 600 and 1200 ft	Outside 1200 ft in the Study Area
Acreage of land	128	172	397
Building SF	4,860,487	5,956,074	10,936,559
Assessed Value	\$1,921,918,944	\$2,939,327,907	\$4,437,271,421

Estimation of Guadalupe River Park's Impact on Real Estate (Continued)

Existing Properties in Study Area (Continued)

A breadth of national case studies and research have established that well-designed, well-maintained parks increase the value of properties located in proximity to them, and the value premium is higher when the distance is shorter.

Given the conservatively assumed rates of park-induced value growth, with improvement and proper maintenance, for Guadalupe River Park-adjacent existing privately owned parcels, the park premium effect could potentially increase the total assessed value to approximately \$9.4 billion eventually (\$68 million more than current value) over time.

Park Premium	
*Annual increase in assessment value for existing properties is capped at 2% (or CPI increase, whichever is lower) by Law.	
Distance (ft)	Park Premium
0-600	2%
600-1200	1%

Existing Properties, Private Ownership	Within 600 ft from Guadalupe River Park	Within 1200 ft from Guadalupe River Park	Study Area Total
Estimated Assessed Value Increase Due To Park Premium	2%	1%	1%

Total Current Building GSF	21,753,120
Total Current Assessed Value (2020 \$)	\$9,356,884,711
Additional Park Premium Value (2020 \$)	\$67,831,658
Total Value, With Park Premium (2020 \$)	\$9,424,716,369

Estimation of Guadalupe River Park's Impact on Real Estate (Continued)

Planned Unbuilt Development In Study Area

The study area currently contains planned unbuilt development totaling approximately 29 million in Building SF, according to publicly announced development plans by owners and/or developers - some of these projects are currently in construction.

Assuming that the average assessed value per BSF for the new development equals the current average market sales value of real estate in the Study Area, the planned unbuilt development is estimated to increase the total assessed value in the Study Area by approximately \$14 billion after all projects are delivered in multiple phases. This is in addition to the 9.3 billion in assessed value for the existing properties.

(The analysis includes 30% discount in SF for all non-Google planned development to account for future market uncertainty. Affordable projects are also excluded from the analysis.)

For the planned unbuilt development in the Study Area, the projects located within a 1200-ft distance (5-minute walk) from the border of Guadalupe River Park account for a vast majority (62%) of total net increase in estimated assessed value.

Planned Unbuilt Development	Within 600 ft	Between 600 and 1200 ft	Outside 1200 ft in the Study Area
Acreage of land	39	51	55
Building SF	7.9 million	9.9 million	11.1 million
Estimated Net New Assessed Value	\$4 billion	\$4.7 billion	\$5.5 billion

Estimation of Guadalupe River Park's Impact on Real Estate (Continued)

Planned Unbuilt Development In Study Area (Continued)

A breadth of national case studies and research have established that well-designed, well-maintained parks increase the value of properties located in proximity to them, and the value premium is higher when the distance is shorter.

Given the conservatively assumed rates of park-induced value growth, with improvement and proper maintenance, for Guadalupe River Park-adjacent planned unbuilt development, the park premium effect could potentially increase the total estimated assessed value to \$15.4 billion eventually (\$1.3 billion more than the baseline estimate) after all projects are delivered.

Park Premium	
Distance (ft)	Park Premium
0-600	20%
600-1200	10%

Planned Unbuilt Development	Within 600 ft from Guadalupe River Park	Within 1200 ft from Guadalupe River Park	Study Area Total
Estimated Assessed Value Increase Due To Park Premium	20%	15%	9%

Total Estimated Building GSF	29 million
Total Baseline Assessed Value (2020 \$)	\$14.1 billion
Additional Park Premium Value (2020 \$)	\$1.3 billion
Total Value, With Park Premium (2020 \$)	\$15.4 billion

Estimation of Guadalupe River Park's Impact on Real Estate (Continued)

Additional Potential Development Beyond Planned Unbuilt Development In Study Area

The study area currently contains vacant and/or underutilized parcels that could potentially support new development in the future totaling approximately 16 million in Building SF, calculation based on zoning, height regulations, and site characteristics.

Assuming that the average assessed value per BSF for the new development equals the current average market sales value of real estate in the Study Area, the additional potential development is estimated to generate approximately \$8.2-9.1 billion (range of three potential scenarios of use mix) of net increase in total assessed value in the Study Area after all projects are delivered.

*Three scenarios are developed to account for the differential overall distribution of uses (residential, office, and retail/other commercial) for the additional development in the future.

- In Scenario 1, use mix in the additional potential development reflects the overall use mix in the current and announced development;
- In Scenario 2, use mix reflects the ratio of respective uses in the existing inventory in the Study Area;
- In Scenario 3, use mix reflects the ratio of the 10-year average market absorptions of the respective uses in the Study Area.

(The analysis includes 30% discount in SF for all additional potential development to account for future market uncertainty.)

For the additional potential development in the Study Area, properties located within a 1200-ft distance (5-minute walk) from the border of Guadalupe River Park account for approximately half (57%) of the total net increase in estimated assessed value.

Additional Potential Development	Within 600 ft	Between 600 and 1200 ft	Outside 1200 ft in the Study Area
Acreage of land	8	24	22
Building SF	2.8 million	6 million	6.7 million
Estimated Net New Assessed Value	\$1.5 - 1.7 billion	\$3.2 - 3.5 billion	\$3.6 -3.9 billion

Estimation of Guadalupe River Park's Impact on Real Estate (Continued)

Additional Potential Development Beyond Planned Unbuilt Development In Study Area (Continued)

A breadth of national case studies and research have established that well-designed, well-maintained parks increase the value of properties located in proximity to them, and the value premium is higher when the distance is shorter.

Given the conservatively assumed rates of park-induced value growth, with improvement and proper maintenance, for the Guadalupe River Park-adjacent additional potential development, the park premium effect could potentially increase the total estimated assessed value to approximately \$9.2 billion eventually (\$0.7 billion more than the average of three baseline scenarios) after all projects are delivered.

Park Premium	
Distance (ft)	Park Premium
0-600	20%
600-1200	10%

Additional Potential Development	Within 600 ft from Guadalupe River Park	Within 1200 ft from Guadalupe River Park	Study Area Total
Estimated Assessed Value Increase Due To Park Premium	20%	14%	8%

Total Estimated Building GSF	16 million
Total Baseline Assessed Value (2020 \$)	\$8.6 billion
Additional Park Premium Value (2020 \$)	\$0.7 billion
Total Value, With Park Premium (2020 \$)	\$9.2 billion

Existing Assessments & Fees in Downtown San José

Commercial Linkage Fee

San José City Council adopted the Commercial Linkage Fee in September 2020. A Commercial Linkage Fee is a fee assessed on new commercial development for the purpose of offsetting the need for affordable housing generated by that development.

Palo Alto, Santa Clara, Cupertino, Mountain View and Sunnyvale have commercial linkage fees for affordable housing. Palo Alto has the highest fee, up to \$35 PSF. Santa Clara’s linkage fee is \$20 PSF.

Diridon Basic Infrastructure Impact Fee

The Diridon Station Basic Infrastructure Impact Fee facilitates development in the Diridon Station Area and creates a funding mechanism to help fund the future construction of public infrastructure. Infrastructure that the City may build using this fee includes basic streets, sanitary sewers, storm drainage and flood control, and plazas/open space.

The maximum fee adds no more than one percent to the development budget for any kind of development. The burden on project budgets ranges from a 0.4 percent increase for high-rise condo to a 1.0 percent increase for mid rise office. City Council froze

infrastructure fees in most parts of San José and set a maximum for fee increases in the Diridon Station area through 2023.

San José Downtown Property Based Improvement District

The San José Downtown PBID provides funds to help pay for downtown cleaning and beautification projects.

Park Impact Fee

The Park Impact Ordinance and the Parkland Dedication Ordinance help meet the need for providing or improving recreational facilities (i.e. parks, trails, community centers).

Developments must: Provide at least three acres of parkland for each 1,000 new residents added by the housing development; Make a payment of a park impact in-lieu fee equal to the value of the required land dedication; Complete improvements to existing recreational facilities or construct new facilities; or by providing a negotiated agreement for a combination of these options.

Potential Parks and Homeless Services Measure (Special Parcel Tax)

The purpose of the Potential Parks and Homeless Services Measure is to identify funds for a dedicated revenue stream to reinvest in San José Parks. If economic measures have improved by 2022, it recommends that the city consider a measure similar to Oakland’s Measure Q (which also includes support for residents experiencing homelessness).

Construction and Real Estate Related Fees

In San José, new developments are taxed for local and state purposes. The taxes are collected by the City’s Permit Center when the building permit is issued.

City Council has imposed four construction-related excise taxes to fund specific City operations. These taxes include exemptions for certain types of projects or projects in incentive zones. The State of California has imposed two construction-related excise taxes.

This category includes the follow taxes: Building & Structure Construction Tax, Commercial, Residential, Mobile Home Park Construction Tax, Construction Tax,

Residential Construction Tax, Strong Motion Instrumentation Program Assessment, and the Building Standards Administration Special Revolving Fund

Inclusionary Housing Ordinance (IHO)

The Inclusionary Housing Ordinance was adopted in January 2010. The IHO requires all residential developers who create new, additional, or modified For-Sale or Rental units to provide 15 percent of housing on-site that is affordable to income qualified buyers/renters. The base obligation is where 15 percent of the Inclusionary Units are provided On-Site.

School Fees

Before obtaining a building permit, certain construction projects require payment of a development fee to the school district associated with the project location.

A Summary of COVID-19 Impacts on Real Estate

RETAIL

Initial Impact

- Retailers in “destination” cities face an extended period of risk due to travel restrictions and advisories
- Retailers of non-essential and luxury goods have seen their market share decline as consumers purchase essential goods at elevated rates

Potential Longer-Term Impact

- Retailers with robust infrastructure to fulfill online orders could benefit if the shift towards omni-channel retail becomes permanent
- Analysts and operators estimate that three-quarters of independent American restaurants that close may not re-open

OFFICE

Initial Impact

- The sharp increase in remote working has caused utilization rates to fall
- Landlords with short-term leases and co-working operators continue to be most at-risk

Potential Longer-Term Impact

- This period of closure could fast-track the adoption of collaboration technologies and remote work, threatening future office demand
- However, rising employment in certain sectors may potentially outweigh this impact on demand generated by the move to remote working

105

MULTI-FAMILY RESIDENTIAL

Initial Impact

- Diminishing consumer confidence and reduced mobility has impacted demand during this period of uncertainty
- Student-oriented housing has been affected by higher education closures, international travel restrictions, and the move to online learning

Potential Longer-Term Impact

- The trend towards higher density living and increased collaboration spaces may be under threat
- Multi-family demand is typically resilient to economic shocks (fundamentally supported by the unaffordability of homeownership)

INDUSTRIAL

Initial Impact

- Disruptions to global supply chains and decreasing inventory has reduced warehouse capacity utilization

Potential Longer-Term Impact

- The move to e-commerce (especially for groceries) may become more permanent, increasing demand for logistics space
- The potential re-shoring of manufacturing could also result in renewed demand for industrial
- The reversal of existing lean supply chains may positively affect demand for warehousing space

Source: JLL, CBRE, CoStar

Existing Assessments & Fees in Downtown San José (Continued)

Fee/Assessment	Fee Type	Area	Sector(s) Affected	Rate	Use	Revenue	Status	Managing Entity
Commercial Linkage Fee	One Time	Entirety of San José	Office / R&D, Warehouse, Residential Care, & Hotel (Outside of Downtown SJ vicinity, additional sectors are affected)	Office (≥ 100,000 sq.ft.) \$12 PSF if paid in full, \$15 PSF if paid in phases. Office (<100,000 sq.ft.) No Fee (\$0) for all square footage ≤40,000 sq.ft.; and \$3.00 for all remaining square footage Hotel \$5 PSF; Warehouse \$5 PSF; Residential Care \$6 PSF (Outside of Downtown SJ vicinity, additional sectors are affected at different rates)	Affordable Housing Fund	N/A	Adopted on 9/3/20	City of San José
Diridon Basic Infrastructure Impact Fee	One Time (Until financing commitment has been made, approx. \$75m)	Diridon Station Area	Office, Retail, Residential	\$5.95 PSF Office, \$3.98 PSF Retail, \$2,665 Per Unit	Diridon Station Area Impact Fee Fund (Streets, sanitary sewers, storm drainage, flood control, plazas/open space)	N/A, Financing commitment is \$75m No new infrastructure fees will be issued until after Jan. 1, 2023	Current	City of San José
San José Downtown Property-Based Improvement District Assessment	Recurring Annually	Downtown San José PBID Area	Office, Retail, Residential	\$0.0388 - \$0.0962 Per Square Foot	Maintenance, Safety, Beautification	Assessments: \$2,704,630 City of San José Baseline Contract Services: \$365,000 Other Contracts and Miscellaneous: \$557,189 Total: \$3,626,819	Current	San José Downtown Association

106

Existing Assessments & Fees in Downtown San José (Continued)

Fee/Assessment	Fee Type	Area	Sector(s) Affected	Rate	Use	Revenue	Status	Managing Entity
Park Impact Fee	One Time	Entirety of San José	Residential (with reductions for 12+ stories)	Provide at least three acres of parkland for each 1,000 new residents; Make a payment of a park impact in-lieu fee equal to the value of the required land dedication	Park Trust Fund (Providing or improving recreational facilities (i.e. parks, trails, community centers))	\$16,607,039 (Collected in 2017/18 Fiscal Year)	Current	PRNS City of San José
Potential Parks and Homeless Services Measure (Special Parcel Tax)	Annual	Entirety of San José	N/A	N/A	Parks, Homeless Needs, Water Quality, Litter Clean Up	N/A	Proposed by several city council members	City of San José
Building & Structure Construction Tax	One Time	Entirety of San José	Residential, Commercial, Industrial, Office	Residential: 1 3/4% of 88% of Building Valuation (1.54%) Commercial: 1 1/2% of Building Valuation Industrial: 1.00% Office Use: 1.5% of Building Valuation	Building and Structure Construction Tax Fund	N/A	Current	City of San José
Commercial, Residential, Mobile Home Park Construction Tax	One Time	Entirety of San José	Residential, Commercial	Residential: 2 3/4% of 88% of Building Valuation (2.42%) Commercial: 3.00% Office Use: 0.5% of Building Valuation	General Fund	N/A	Current	City of San José
Construction Tax	One Time	Entirety of San José	Residential, Commercial, Industrial	Residential: \$75 - \$150 /unit Commercial: \$0.08 /sf Industrial: \$0.08 /sf	Special Fund: Libraries, Fire Protection, Parks, Public Works Communication Facilities	N/A	Current	City of San José

107

Source: City of San José

Existing Assessments & Fees in Downtown San José (Continued)

Fee/Assessment	Fee Type	Area	Sector(s) Affected	Rate	Use	Revenue	Status	Managing Entity
Residential Construction Tax	One Time	Entirety of San José	Residential	Residential: \$90 - \$180 / unit	Residential Construction Tax Contribution Fund	N/A	Current	City of San José
Strong Motion Instrumentation Program Assessment	One Time	Entirety of San José	Residential, Commercial	Residential: \$.10/ \$1,000.00 (Revised 4/1/91) (.0001) Commercial: \$.28/ \$1,000.00 (Revised 7/1/14) (.00028)	Funds the study of earthquakes	N/A	Current	State of California
Building Standards Administration Special Revolving Fund	One Time	Entirety of San José	Residential, Commercial	\$1 for every \$25,000 of valuation, in \$1 increments.	Funds Improvements to Green Building Standards	N/A	Current	State of California
Inclusionary Housing Ordinance	One Time	Entirety of San José* Exemptions *(Developments that are eligible for the Downtown High-Rise Exemption, but must meet the following requirements: Located in Downtown Core Ten(10) or more stories of residential development)	Residential (Developments in San José that create 20 or more new, additional, or modified dwelling units)	For Sale: On Site: 15% of Units Affordable at or below 120% AMI; Off Site: 20% of Units Affordable at or below 120% AMI; In Lieu Fee: Per Inclusionary home is \$157,858 (July 1, 2020 to June 30, 2021) For Rent: Off Site: 9% at MOD (80% AMI) 6% at VLI (50% AMI); On Site: 12% at LI (60% AMI) 8% at VLI (50% AMI); In Lieu Fee: Per Inclusionary unit is \$125,000 (July 1, 2020 to June 30, 2021)	Affordable Housing Fund	N/A	Current	City of San José
School Fees	One Time	San José Unified School District	Residential & Commercial	Residential – \$3.48/sq. ft. Commercial/Retail – \$0.56/sq. ft.	Construction or construction of school facilities	N/A	Current	San José Unified

108

Source: City of San José

Selected Park Governance Organizations Overview

Entity		Acreage	Staff (Excl. Maintenance Crew)	Board Members	Volunteers
< 100 Acres	Millennium Park Foundation	24.5	2	16	67
	Railroad Park Foundation	19	2	18	345
	Rose F. Kennedy Greenway Conservancy	17	24	19	768
	Woodall Rodgers Park Foundation	5	17	17	25
> 100 Acres	Buffalo Bayou Partnership	160	18	39	3,500
	Detroit Riverfront Conservancy	117	19	38	N/A
	Hermann Park Conservancy	445	13	44	5,315
	Riverside Park Conservancy	253	16	23	5,804
	Trust for the National Mall	146	10	15	100
> 1000 Acres	Balboa Park Conservancy	1200	7	33	150

Selected Park Governance Organizations Overview (Continued)

Entity		Acreage	Revenue (990)	Expenses (990)	Net Assets (990)
< 100 Acres	Millennium Park Foundation	24.5	\$895,992	\$3,767,016	\$40,060,086
	Railroad Park Foundation	19	\$1,302,256	\$1,415,679	\$2,853,870
	Rose F. Kennedy Greenway Conservancy	17	\$6,279,319	\$5,343,304	\$21,799,411
	Woodall Rodgers Park Foundation	5	\$4,001,297	\$4,854,202	\$42,484,373
> 100 Acres	Buffalo Bayou Partnership	160	\$6,066,768	\$6,256,375	\$21,612,651
	Detroit Riverfront Conservancy	117	\$19,624,756	\$10,582,111	\$116,930,878
	Hermann Park Conservancy	445	\$5,599,152	\$4,339,313	\$28,650,772
	Riverside Park Conservancy	253	\$7,170,311	\$5,790,450	\$4,717,645
	Trust for the National Mall	146	\$3,300,379	\$4,862,063	-\$584,260
> 1000 Acres	Balboa Park Conservancy	1200	\$3,086,375	\$3,262,554	\$1,596,507

Selected Park Governance Organizations Overview (Continued)

Sources of Revenue:

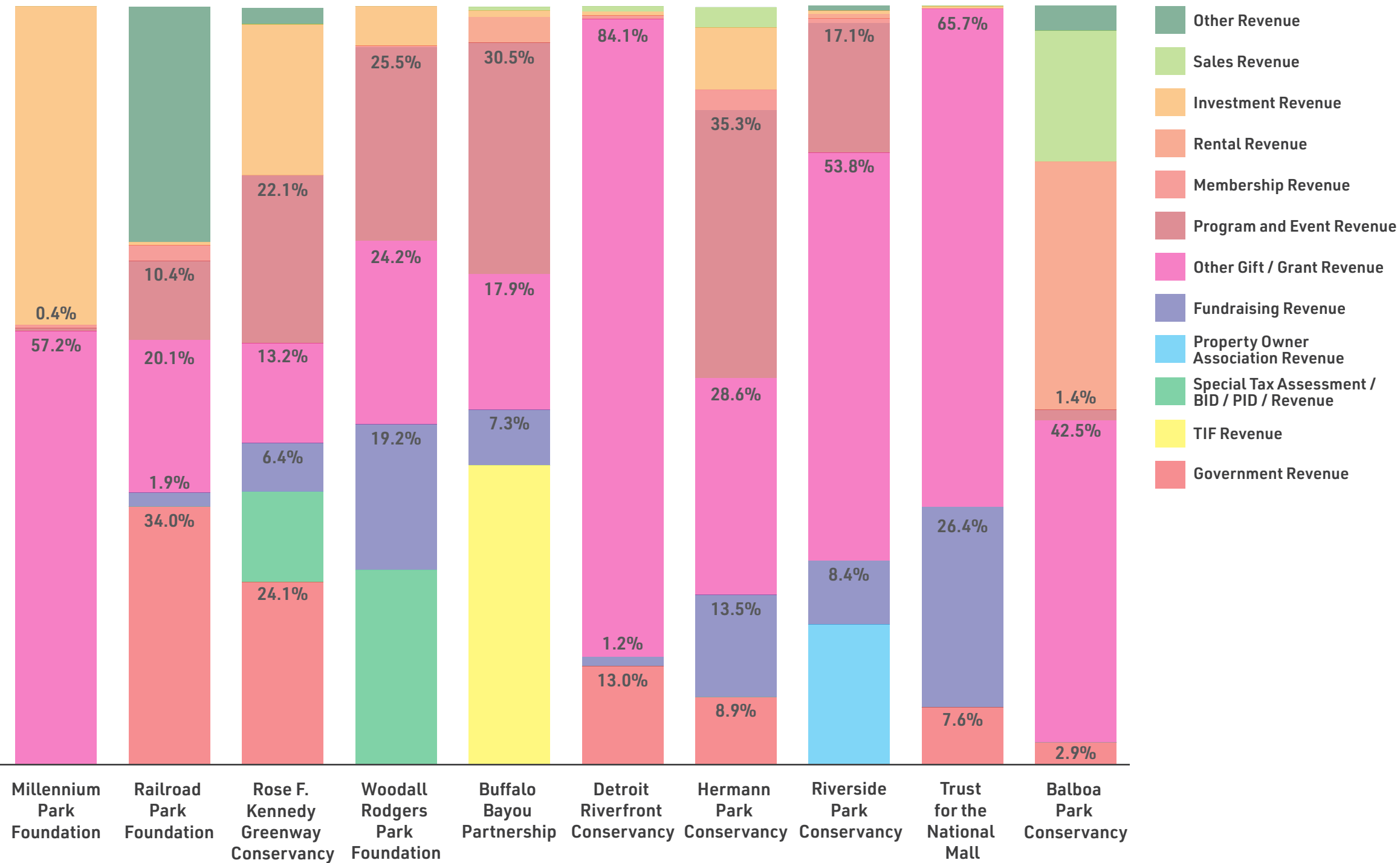


Image Credits

Cover: Kara Brodgesell
Page 2: Kara Brodgesell
Page 3: Andrea Laue
Page 4: Kara Brodgesell
Page 6: Google
Page 11: Glendale; Branden Frederick; Kara Brodgesell
Page 17: Kara Brodgesell
Page 22: Google
Page 26: Associate Capital; PIDC
Page 28: NYC Parks; Stacy Funderburke
Page 29: Chicago Traveler; Tom Fox
Page 30: Kara Brodgesell
Page 31: Sergio Ruiz; George Avalos; Guadalupe River Park Conservancy
Page 34: Branden Frederick
Page 36: Wikipedia; SGPA
Page 37: City of San Jose
Page 38: City of San Jose
Page 43: Jay Paul Co.; Adobe; Boston Properties
Page 44: Google
Page 45: Bayview Development Group; Urban Catalyst; Urban Community; Wikimedia Commons

Page 46: Google
Page 53: Kara Brodgesell
Page 56: Guadalupe River Park Conservancy
Page 59: Jonathan Phillips, Curbed Atlanta; MVVA; Building Bridges Across the River
Page 61: Miami-Dade County
Page 64: WACIF; Trinity River Park Conservancy; Friends of The High Line
Page 67: Kara Brodgesell
Page 72: Michael Bogner
Page 74: Bronx River Alliance
Page 75: Memphis River Parks Partnership; The San Antonio River Walk
Page 77: NY4P
Page 78: Marin County
Page 79: Lan Nguyen
Page 80: School of Arts and Culture; Veggielution Community Farm
Page 82: Miami-Dade County; Kiss + Cathcart
Page 84: Building Bridges Across the River
Page 88: City of Philadelphia; Atlanta Downtown Improvement District
Page 89: Austin Trail Foundation
Page 90: BJ Hodges Photography
Page 91: Bruce Damonte



www.spur.org | www.jameslimadevelopment.com