28th Street/Little Portugal Station

Design Development Framework (DDF)

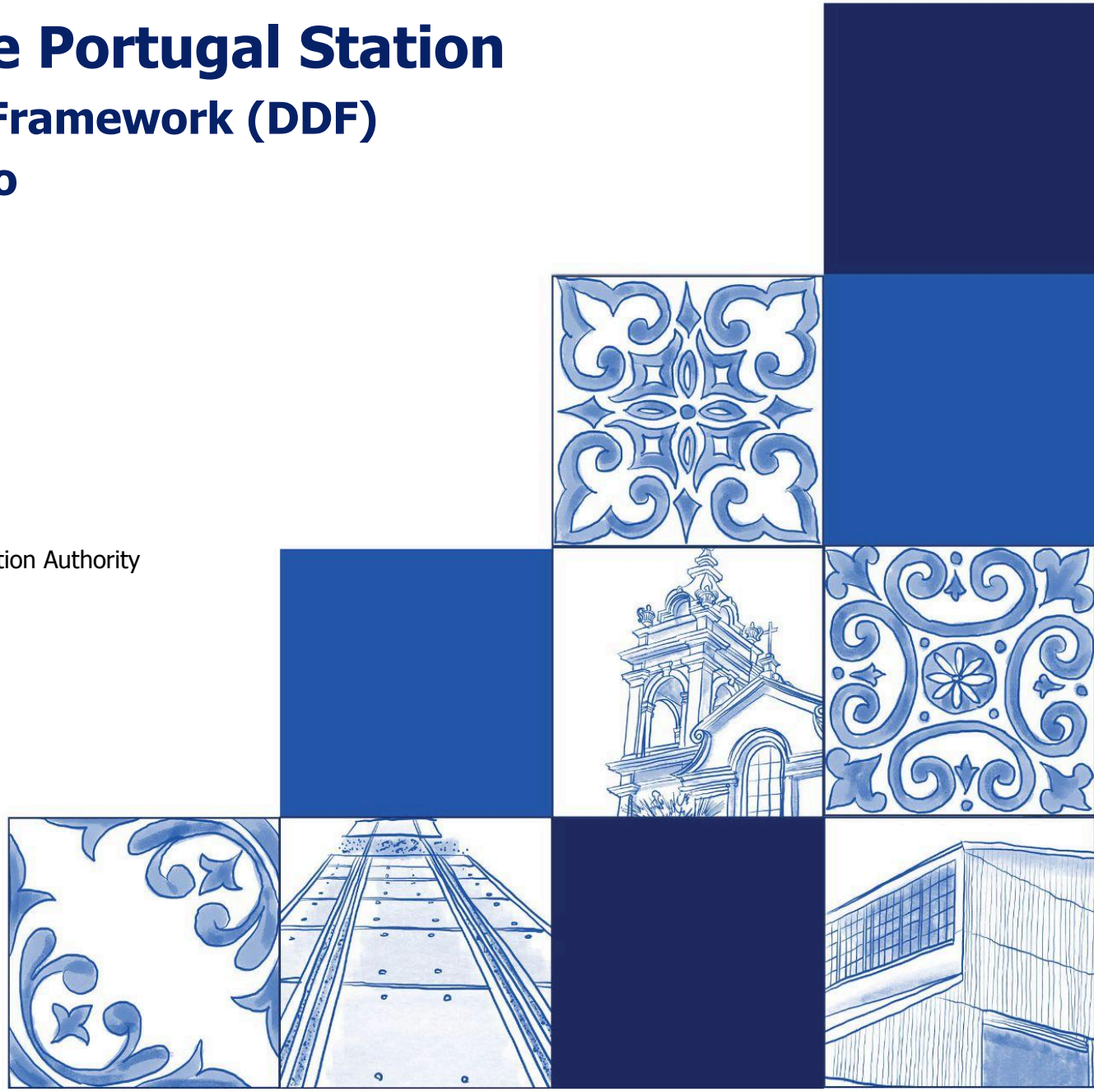
TOD Framework Memo

August 2025

Prepared For
Christina Philip, Santa Clara Valley Transportation Authority

Prepared By
SITELAB urban studio
660 Mission Street #200
San Francisco, CA 94105

Acknowledgments
Art Builds Community
Economic & Planning Systems
Introba



Contents

1 Introduction

The Santa Clara Valley Transportation Authority's (VTA) Design Development Framework (DDF) provides a concept vision and guiding principles for real estate development at the 28th Street/Little Portugal Transit Center (the "Station") in San José, California. The DDF will be used by VTA and stakeholders to guide and evaluate developers' future proposals and designs for Transit-Oriented Development (TOD) on approximately 12 acres of VTA-owned property by the Station (www.vta.org/28LPdevelopment). The Station is being constructed as part of the BART Silicon Valley Phase II (BSVII) Extension Project (www.vtabart.org).

1.1 Memo Purpose

This memo focuses on site planning and the development of a concept vision, including land use arrangements, block structure, open space, on-site circulation and multimodal access that integrates with the context and station design. It fulfills content identified in scope task 3.2 (site planning and circulation memo) and elements of task 6.1 (documentation of draft and final DDF documents). The concept vision provides flexibility for how development can be organized, including a multimodal circulation network providing Station and TOD access. Refer to Appendix D: Project Context Memo as background research that contributed to the findings and urban design decisions articulated in this document.

The diagrams and figures provided in this DDF document are conceptual and subject to change. They reference BART Silicon Valley Phase II Extension Project (BSVII) plan sets updated through April 2025. This content is for preliminary planning purposes only; it is not a formal planning application nor a regulatory document. Unless otherwise noted, all figures in this document were created by SITELAB urban studio for VTA.

1.2 Memo Organization

The memo begins with an executive summary and an overview of the framework plan. The following two sections provide context and principles guiding the following topics:

- Section 4 - Site Planning: open space, block structure, and land use
- Section 5 - Circulation + Access: active mobility, bus access, vehicular access, and curb management

1.3 Terms and Definitions

- **28th Street/Little Portugal TOD** (also referred to as "TOD" and "concept vision" in this document): The area of VTA-controlled parcels available for mixed-use, transit-oriented development surrounding the forthcoming 28th Street/Little Portugal BART Station—approximately 12 acres. Development(s) may be built by a single developer or multiple developers. The area is within the City of San José's Five Wounds Urban Village Plan boundaries.
- ***Five Wounds Urban Village Plan*** **(FWUVP):** City of San José-led planning initiative for the approximately half-mile area surrounding the 28th Street/Little Portugal BART Station. The plan underwent an update in 2022-25, simultaneous to the creation of this DDF.

The Urban Village Plan includes four Districts in the area—Roosevelt Park, Five Wounds, Little Portugal, and 24th & William. It identifies vision, principles, land use, urban design, streetscape, circulation, open space, parking, and implementation policies and actions.

- **Row Block:** VTA-controlled developable area located west of N. 28th Street, north of E. Santa Clara Street, south of E. Julian Street, consisting of the former Union Pacific rail right-of-way along the west side of N. 28th Street. Former railroad tracks run through the parcels and require removal, remediation and/or repurposing. The property shares a rear yard property line with adjacent parcels on the east side of N. 27th Street. The Five Wounds Trail will be located between the future Row Block and N. 28th Street.
- **Station Block**: VTA-controlled developable area located east of N. 28th Street, north of Five Wounds Lane, south of St. James Street, and west of N. 30th Street. This area includes the BART station owned by VTA and operated by BART.

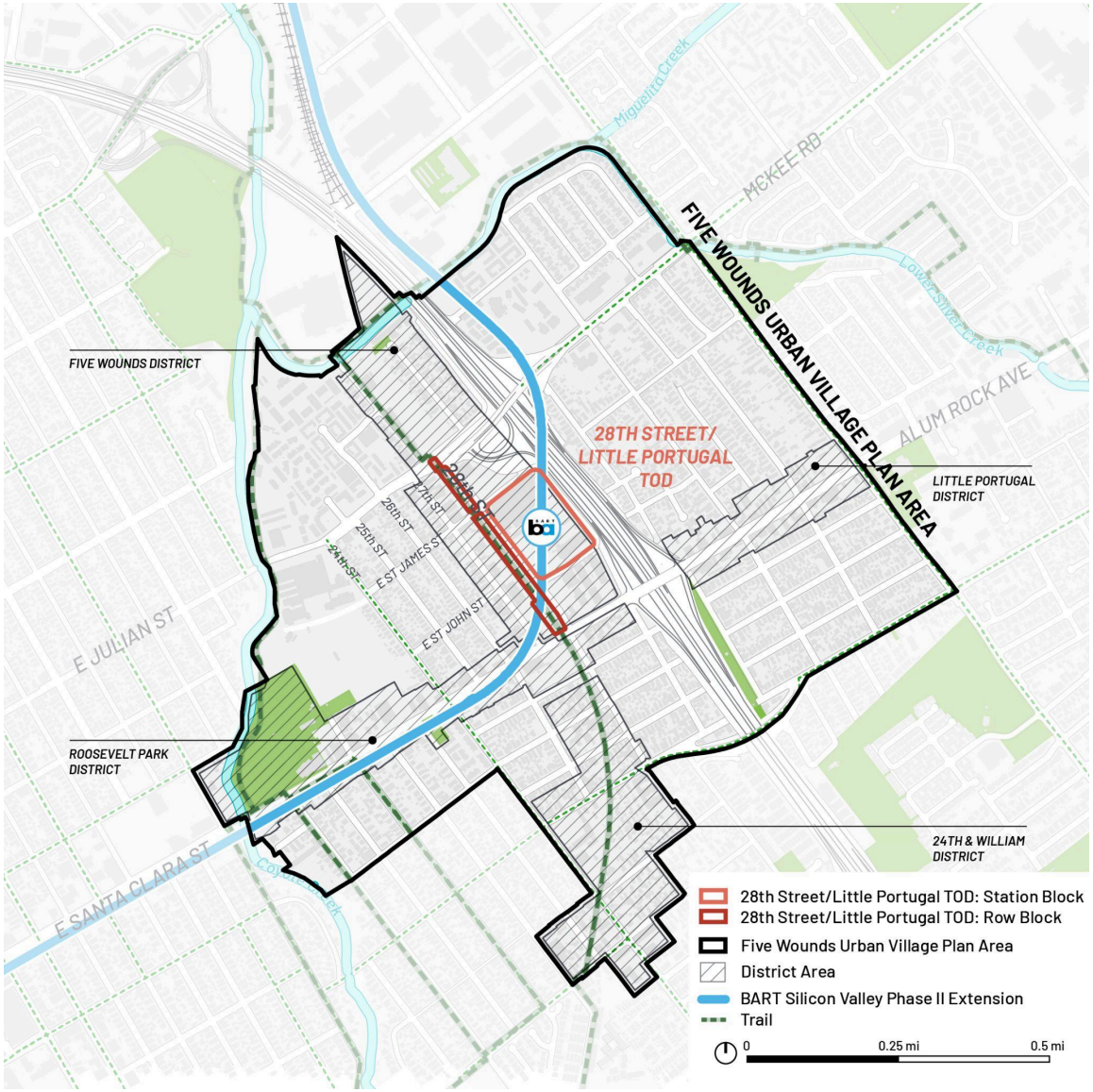


Figure 1. 28th Street/Little Portugal TOD boundaries (Station Block; Row Block) within the Five Wounds Urban Village Plan Area

1.4 Preliminary Project Goals

Preliminary project goals are informed by prior planning and engagement efforts, site conditions, and learnings from Appendix D: Project Context Memo. The team arrived at three goals as a compass to guide development—each captures a section of analysis from Appendix D: Project Context Memo:

Figure 2. Project goals

2 Executive Summary

Given the residential neighborhood character, multiculturalism, and local labor history surrounding the future station, the 28th Street/Little Portugal Station Transit-Oriented Development is envisioned to be unique from other stations in San José. It incorporates a significant residential program as well as space for office, institutional, and ground floor commercial or community-serving active uses to be integrated with the diverse neighborhood land use ecosystem—offering a central location for new homes, jobs, retail, and services in Five Wounds. Planning for housing in this area can help address the housing affordability crisis and create demand for other development types, ultimately fostering a mixed-use identity in the TOD. The concept vision for the DDF targets 800 to 1000 housing units, 400,000 to 600,000 square feet for large format office or institutional uses, and 50,000-100,000 square feet of active uses. This development program is be part of the approximately 8,000 housing units and 750,000 square feet of commercial space allocated to the Five Wounds Urban Village Plan. Large format office and institutional uses are located nearest to Highway 101 and the E. Julian Street on-ramp. Residential uses are largely located near the Station Entrance and along N. 28th Street. Priority ground floor active use frontage is located near the Station Entrance, framing the Station Plaza, and between E. St. James Street and E. Santa Clara Street—the gateway to the 28th Street/Little Portugal Station. The entire TOD is located within a quarter mile of the Station Entrance.

Building on concepts from the Brookwood Terrace/CommUniverCity Plan (2010), and over a decade of community feedback, the concept vision explores the confluence of an active plaza, neighborhood-serving open spaces, paseos (pedestrian pathways), and the active ground floor uses that frame them. Each open space includes a different program and character, as well as considerations for future activation and anchoring. The Station Plaza is conceptualized as a central gathering place that both moves and hosts people—supporting active mobility and creating a platform for surrounding communities. It is meant to be flexible to accommodate different types of events while also being comfortable for people to linger in and travel through.

Walkability is a central priority, achieved through a variety of small block sizes, paseos, and intersections that are shaped by key connections and sightlines. Along these lines, the concept vision prioritizes the station arrival experience, particularly focusing on pedestrian flows to and from the Station Entrance to transit stops, pick-up/drop-off areas, and nearby points of interest. Approximately 43% of total riders are anticipated to arrive at the station via active mobility (bicycles, scooters, walking) and public transit (buses, paratransit) in 2040. The remainder of riders are anticipated to arrive at the station by car—21% arriving at pick-up/drop-off locations and 36% arriving at park-and-ride. There is a simultaneous need to make the street network function for park-and-ride and pick-up/drop-off, while making walking, biking, and taking transit the most convenient mobility experiences. This can be encouraged through establishing a safe and comfortable Five

Wounds Trail, as well as a raised crossing or shared street zone on N. 28th Street in front of the Station Entrance between Paseo St. John and Five Wounds Lane.

The concept vision also strives to build on neighborhood context through character-defining features. This includes the potential of creatively repurposing the structural frame of a former steel building on site—subject to further analysis of remediation, safety, and structural integrity. This can help visualize the site's industrial history, frame a unique gathering place, and contribute to a sense of continuity and identity.

3 Concept Vision

The process of arriving at the concept vision included research, multiple iterations, a series of vision workshops with VTA, VTA's BART Silicon Valley Phase II (BSVII) Project Team, and interagency working sessions including City of San José staff and the Five Wounds Urban Village Plan consulting team. The team started with big ideas and planning fundamentals, relying on the vision established through past planning and community engagement efforts—namely CommUniverCity's Community Concept Plan (2010) and VTA's Transit-Oriented Community Station Area Playbook (2020)—as well as research and analysis of the context to identify hunches that would inform the site planning (Section 4) and circulation (Section 5). Bringing these layers together resulted in three distinct frameworks, informed by precedent studies of public plazas, urban trails, transit experiences, and active ground floors. Three frameworks were refined to two, then hybridized into a single framework plan (Figure 3) with potential for flexibility. Refer to Appendix G: Parcel Plan Evolution for more information on the framework progression.

Notable features of the concept vision include:

- A network of open space from the Station Plaza to the Gateway Park, expanding and contracting to frame a series of experiences linking the Station Entrance, ground floor active uses, sightlines, and points of access. Car-free pedestrian paseos create mid-block connections. (Section 4.2).
- Pending further analysis for feasibility, incorporation of a reclaimed steel structure of approximately 250 linear feet in a highly visible location as a character-defining feature of the project (Section 4.2.5).
- Blocks not exceeding 320 feet in length—with most measuring under 200 feet long—to improve walkability (Section 4.3.1).
- A mix of uses, with office and institutional uses predominantly oriented toward northern views and highway adjacency, and residential use predominantly oriented towards the Five Wounds Parish and the neighborhood. (Section 4.3.2).
- Development yield of approximately 800 to 1000 housing units and 400,000 to 600,000 square feet for large format office or institutional uses with comparable land allocation by use of a typical urban concept vision (Section 4.3.3).
- The Five Wounds Trail, located along the west side of N. 28th Street between vehicular access and development along the Row Block. The trail provides regional connectivity and local access, including between transit and nearby creeks (Section 5.2.2).
- New narrow streets and car-free paseos provide enhanced connectivity and access options, as well as space for pick-up/drop-off, fire access, loading and service for internal blocks (Section 5.4).

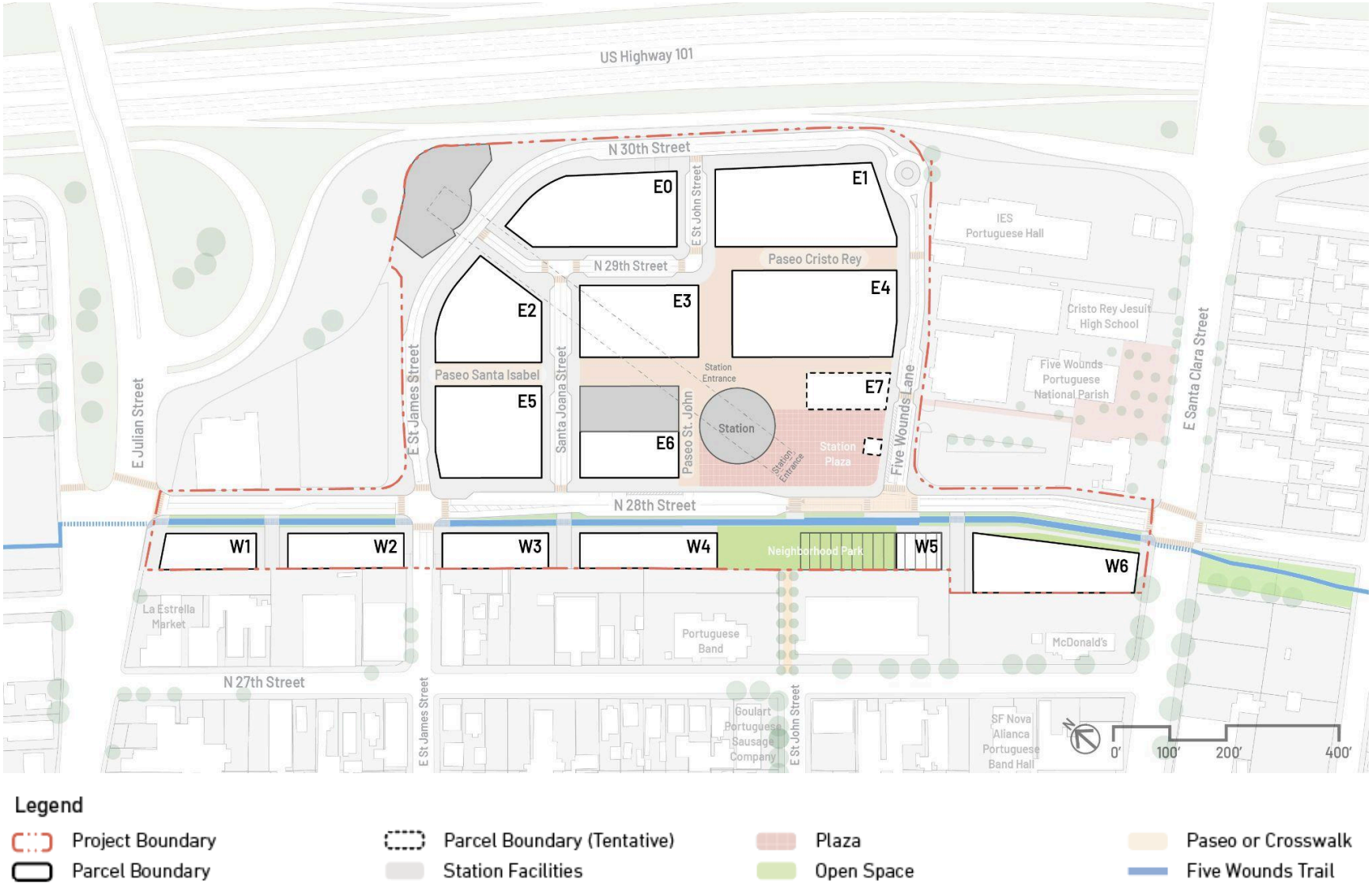


Figure 3. Conceptual Transit-Oriented Development site plan

4 Site Planning

4.1 Context Analysis

A number of key takeaways and opportunities informed site planning within the Culture + Community and Urban Fabric + Environment sections of Appendix D: Project Context Memo:

- Engaging youth early in the process, as well as partnering with local artists and creative organizations, is important to project success. In 2023, there were three engagements with students from San José High School and Cristo Rey San José Jesuit High School as well as two visits to the San José Youth Commission.
- Create an active place centered around culture, education, and learning to support the aspirations of youth and residents in the community.
- Increase access to active, inviting smaller scale open spaces—including pocket parks, plazas, and paseos, that can support gatherings of nearby community members—which complement nearby regional amenities such as Roosevelt Park.
- Reconnect the site through a finer grain urban fabric and network of intimate streets and paseos.
- Explore bringing the area's eclectic and mixed architectural character forward, considering how this may translate to future development in order to retain a distinctive sense of place and reflect diverse local cultures (including Portuguese, Vietnamese, and Latino communities).
- Optimize orientation and design of the TOD's buildings and public realm for environmental comfort and performance.

In addition to attending to local context, it is also important to consider the larger context of development activity and land uses at adjacent BART stations which form interrelated nodes within the regional network.

4.1.1 VTA's BART Silicon Valley Phase II Project

The DDF is underpinned by VTA's BART Silicon Valley Phase II (BSVII) 30% to 60% Plans, which include infrastructure and parking that will be constructed by VTA and serve as constraints for site planning and development. As BSVII planning evolves, alignments and constraints may be updated to accommodate changes in assumptions.

Station infrastructure:

- The Station Entrance has two public entrances; one facing the corner of N. 28th Street and Five Wounds Lane, and the second facing Highway 101.
- New development up to 5 stories may be built over the tunnel (oriented north-south from the corner of E. St. James Street and N. 30th Street to E. Santa Clara Street) pending structural load analysis and coordination with the BSVII technical team.
- New development may be built adjacent to the above grade back-of-house facility.

- A freestanding vent structure is located at the north corner of the site, adjacent to the bend where E. St. James Street becomes N. 30th Street.
- Accommodate emergency vehicle access (EVA) requirements around the Station Entrance, which requires 26 feet minimum clear width on all sides.

Parking:

- 1,200 total spaces at Opening Day of the BART Station. Vehicular entrances to be aligned with planned future street circulation near the vent shaft and/or along N. 29th Street and Santa Joana future drive aisles.
- Surface parking spaces are anticipated to undergo a phased relocation into TOD as part of a district parking solution.

4.1.2 CommUniverCity

The 28th Street/Little Portugal Station has an extensive planning history with many urban design and policy documents to build from. Two formative documents include the Five Wounds/Brookwood Terrace Draft Neighborhood Improvement Plan Amendment (2006) and Five Wounds/Brookwood Terrace BART Station Area Community Concept Plan (2010), both resulting from a collaboration between the City of San José's Strong Neighborhoods Initiative (SNI) and CommUniverCity San José, a unique partnership between San José State University, the City of San José, and underserved communities in Central San José.

The CommUniverCity illustrative plan (Figure 4) communicates a clear vision for the Station Area. Defining characteristics of the CommUniverCity plan that are carried forward in the concept vision:

- Range of block sizes and land uses (including uses such as residential, office, institutional, and ground floor commercial or community-serving active uses).
- Direct sightlines and pedestrian connection with the Five Wounds Portuguese National Parish.
- Presence of a central plaza. However, the Station Entrance and BSVII infrastructure constraints resulted in the BSVII Station Plaza having different framing, edges, and relationship to streets than the CommUniverCity Plaza as illustrated in Figure 5. The proposed concept vision includes a Station Plaza (1 acre), with the option to incorporate the tentative parcel, E7, which would reduce the size of the open

- space if it feels overscaled in the future. Wider paseos (pedestrian pathways) surrounding the station, as well as the 0.6 acre Neighborhood Park across N. 28th Street, provide expansion potential for larger events. See Appendix H: Plaza Comparisons for additional studies associated with the scale of the Station Plaza.
- Variety of smaller open spaces with varied character.
- Internal circulation network of multiple new streets and pedestrian paseos, with a potential loop for buses within the block. Slow speed streets support pick-up and drop-off near the station, local commercial and residential access, and on-street loading and service to support successful businesses.

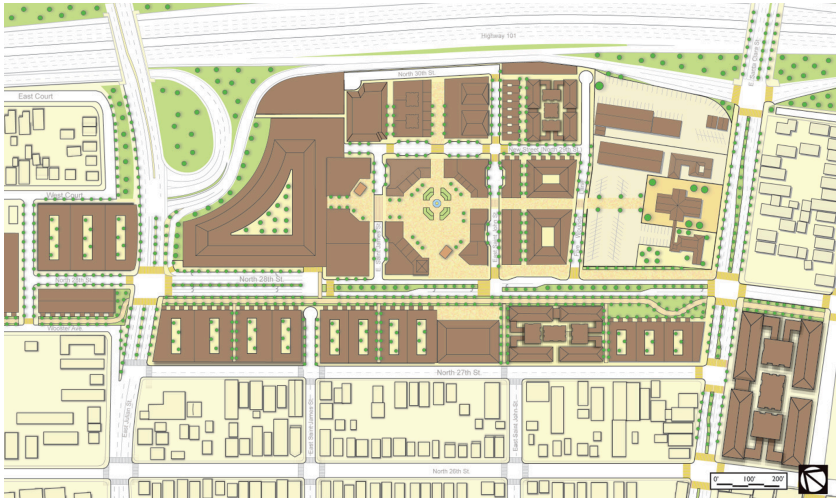


Figure 4. CommUniverCity illustrative plan (Source: Five Wounds/Brookwood Terrace BART Station Area Community Concept Plan, 2010)

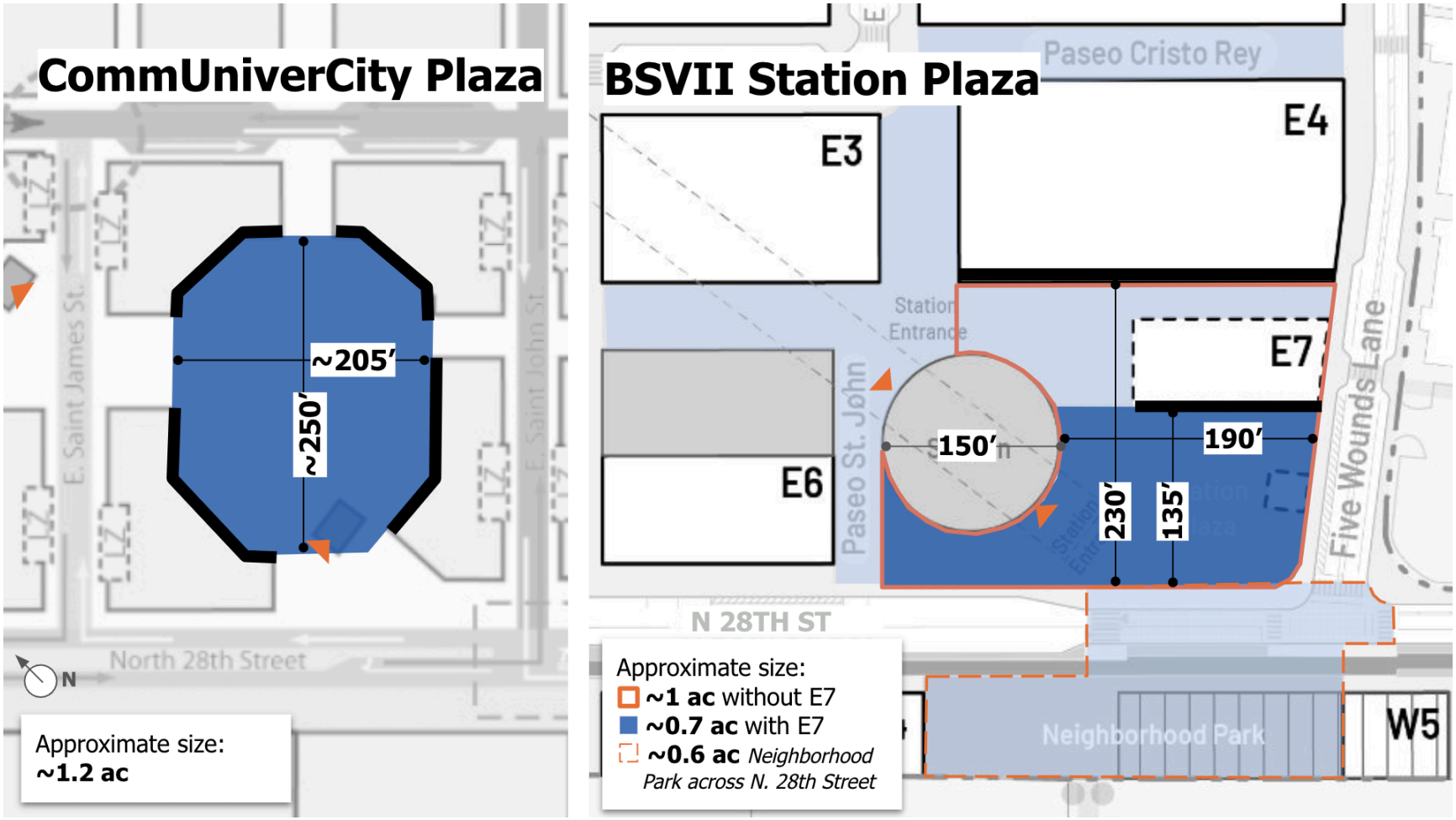


Figure 5. CommUniverCity plaza and conceptual BSVII Station Plaza (Left source: Five Wounds/Brookwood Terrace BART Station Area Community Concept Plan, 2010)

4.2 Open Space

The open space network includes multiple ingredients—the scale and orientation of which offer a variety of experiences and identities, are highly visible and accessible, and are framed with anchor institutions and attractors. The overall intention behind each ingredient is included in this memo. However, the specific character and programmatic elements of each open space is further described in Appendix F: Placemaking Memo, building upon feedback from community engagement in 2023.

Building on existing hearts of the Little Portugal neighborhood—including both formal and informal community gathering spaces—is critically important. The DDF also aims to highlight the site's character—industrial heritage and cultural district—within the open space network and larger TOD. A series of principles help guide conceptualization of the open space network and reinforce project goals (Figure 6).

Figure 6. Open space principles

4.2.1 Station Plaza

As shown in Figure 7, the Station Plaza is the largest proposed open space. Directly adjacent to the Station Entrance, it is meant to both *host* people for gatherings and *move* people efficiently to and from the Station Entrance. It offers variety in experience, program, and scale, while building in flexibility for large gatherings. The Station Plaza is framed by buildings with active ground floor uses, bicycle and pedestrian access from the Five Wounds Trail, and neighboring institutions while remaining open to N. 28th Street, supporting activity throughout the day and enabling sightlines to the Five Wounds Parish. Critical sightlines and view corridors—from the Gateway at E. Santa Clara Street, toward Five Wounds Parish, as well as toward E. St. John Street and the Neighborhood Park, among others—are illustrated in Figure 8. Measuring approximately 0.7 acres, the plaza is large enough to host neighborhood-scale events while also designed to be comfortable for everyday individual or small group activities that brings people outside to linger and spend time. As noted in figures throughout the document, parcel E7 located northeast of the Station Plaza along Five Wounds Lane is represented as tentative. This would allow right-sizing of the Station Plaza if needed, reducing the plaza by approximately 0.4 acre while retaining potential for large event expansion across N. 28th Street and the Neighborhood Park as needed. Refer to the Appendix H: Plaza Comparisons for plaza size studies.

4.2.2 Neighborhood Park

The Neighborhood Park is located on the Row Block, on the west side of N. 28th Street across from the Station Plaza and Entrance. It facilitates clear and intuitive connections to the station from E. St. John Street and provides a comparatively smaller scale gathering place. If feasible, the trusses of the reclaimed steel structure could frame this linear park described further in Section 4.2.5. The Neighborhood Park measures up to about half an acre and incorporates both hardscape and landscape areas that support family gatherings and play areas that serve the surrounding neighborhood and new residents.

4.2.3 Gateway Park

The Gateway Park is located at the corner of N. 28th Street and E. Santa Clara Street, enabling sightlines to the Station Entrance and entries and creating a place to pause on the busy retail corridor. A linear expansion along the Five Wounds Trail on N. 28th Street, the Gateway Park enhances visibility between the Station Entrance and bus stop on E. Santa Clara Street. The park measures up to 3,000 square feet, incorporating spill out space for adjacent ground floor active uses as well as a physical demarcation of a gateway.

4.2.4 Paseos

A number of car-free paseos create mid-block passages similar to other neighborhoods of San José and pedestrian-friendly station areas in Portugal and Europe. They increase walkability and connectivity between open spaces, and also function as spill out zones during large gatherings in the Station Plaza. Paseos measure approximately 30-60 feet in width to provide

sufficient clear space for emergency vehicles (20 feet minimum) with the potential for furnishings and spill out space on either side. Paseos measuring 60 feet in width are located around active ground floor uses and areas of high anticipated foot traffic.

- **Paseo Santa Isabel** provides a north/south connection between E. St. James Street and Five Wounds Lane along the northeast side of the Station Entrance—providing off-street station access from future development on the adjacent block north of E. St. James Street.
- **Paseo Cristo Rey** provides a north/south connection between N. 29th Street and Five Wounds Lane—home to Cristo Rey High School, Five Wounds Parish, and IES Hall.
- **Paseo St. John** provides an east/west connection extending from N. 27th Street along the alignment of E. St. John Street, across N. 28th Street, and along the north side of the Station Entrance to N. 29th Street.

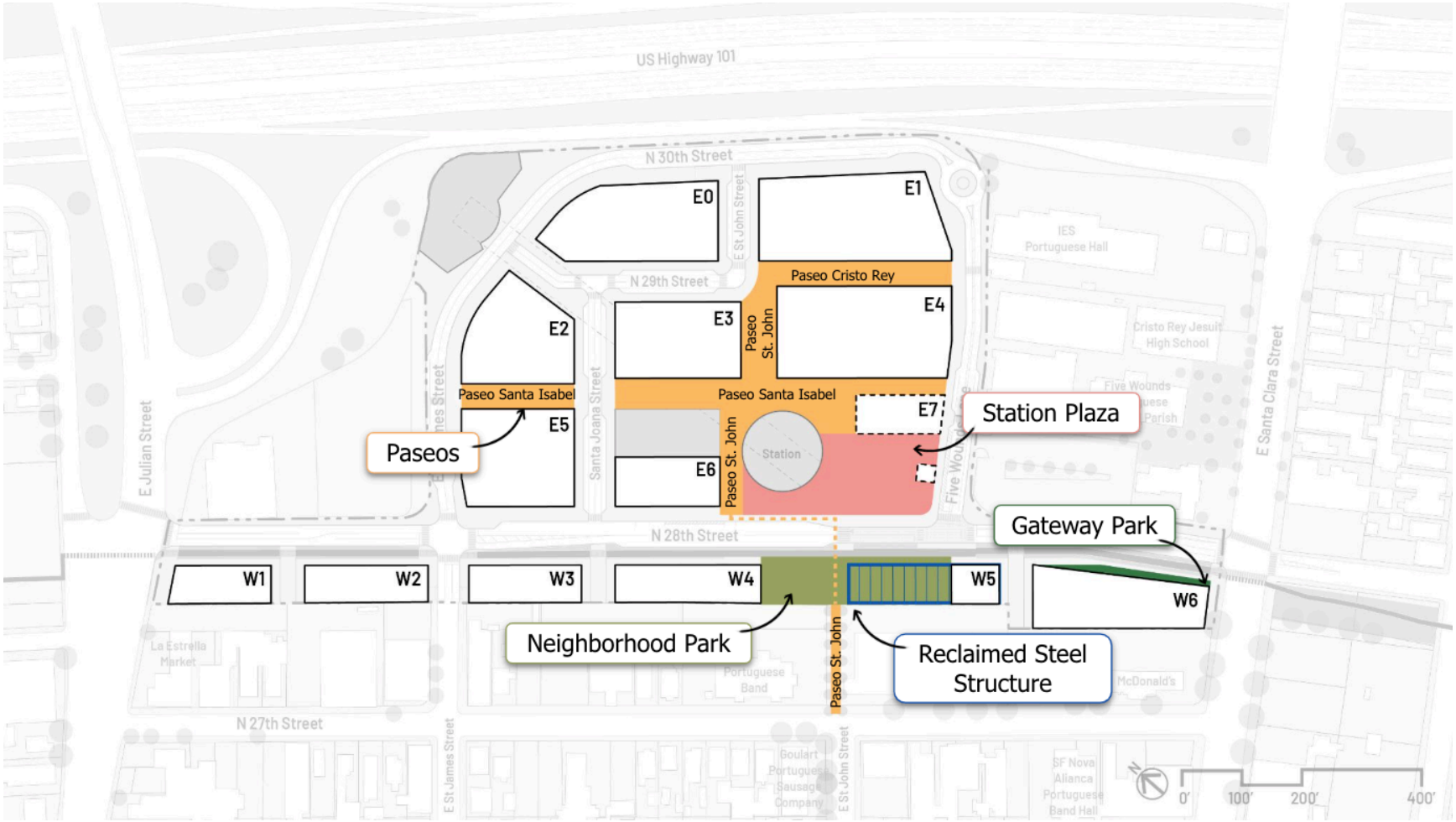


Figure 7. Conceptual open space network

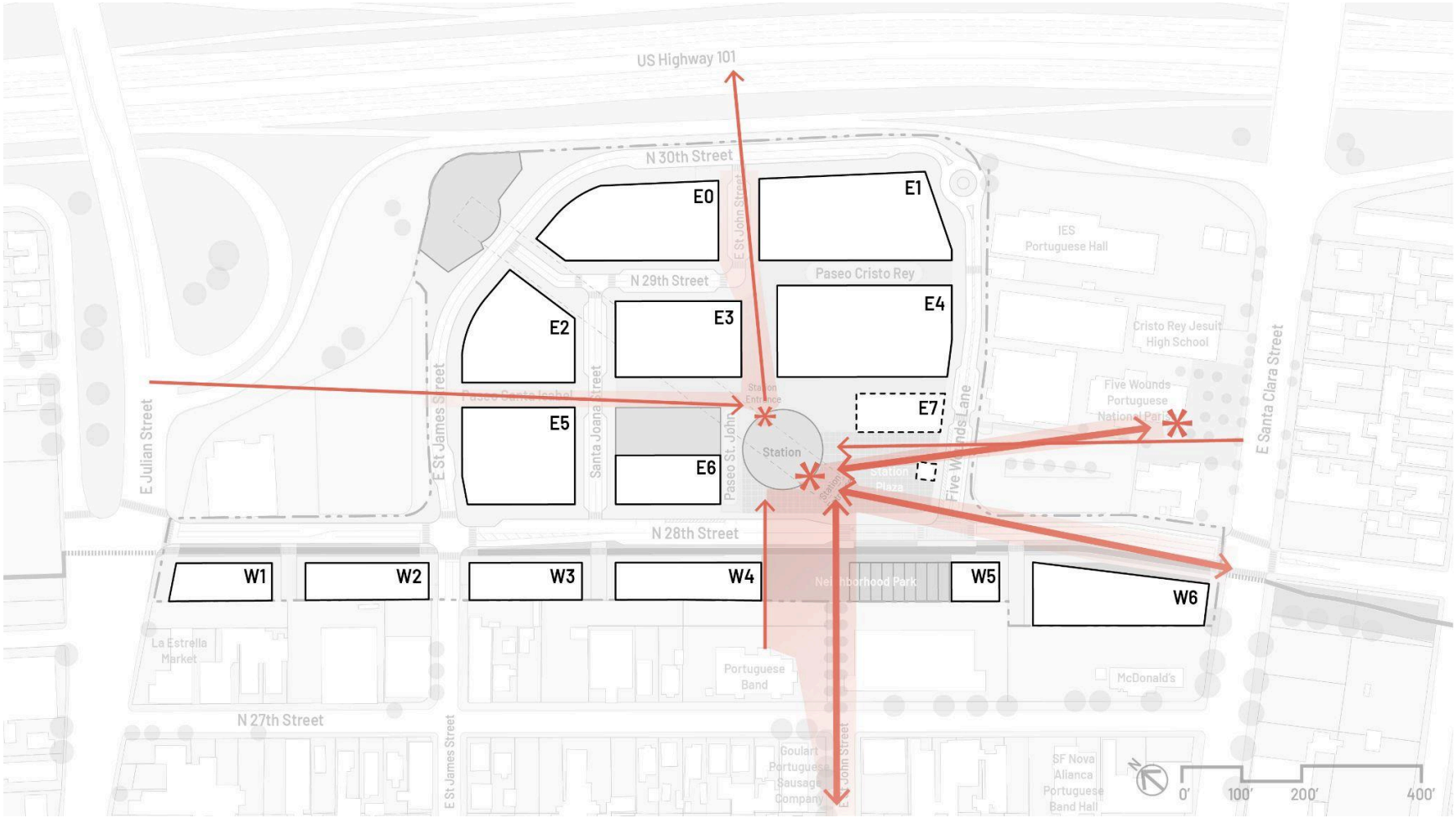


Figure 8. Conceptual priority view corridors

4.2.5 Reclaimed Steel Structure

The concept vision explores the potential of repurposing the structural frame of a former steel building within the open space network, building on neighborhood context through character-defining features as a marker of industrial heritage on the site. Creative reuse of this structure can help visualize the site's industrial history, frame a unique gathering place, contribute to a sense of continuity and identity, and mediate scale between the Station Entrance and adjacent development. During engagement conducted in 2023, community members expressed interest in stories of the neighborhood that included the area's legacy of organizing and advocacy, as well as its industrial and rail history. Figures herein reflect the location of the repurposed structural frame within the Neighborhood Park to the south of Paseo St. John. While illustrated as an open structure, there may be uses integrated below the structural frame of the building.

The primary structural frame of the existing buildings that are candidates for disassembly are approximately 65-85 feet wide and 460 feet long, although a smaller portion of the structure can be incorporated with the concept vision reflecting approximately 250 feet in total length. The frame should be located in a highly visible location along N. 28th Street for people accessing the Station Entrance and using the Five Wounds Trail. BSVII project conditions for remediation and hazardous materials removal will require further analysis of remediation, safety, and structural integrity for the possibility of adaptive reuse of the structural frame.

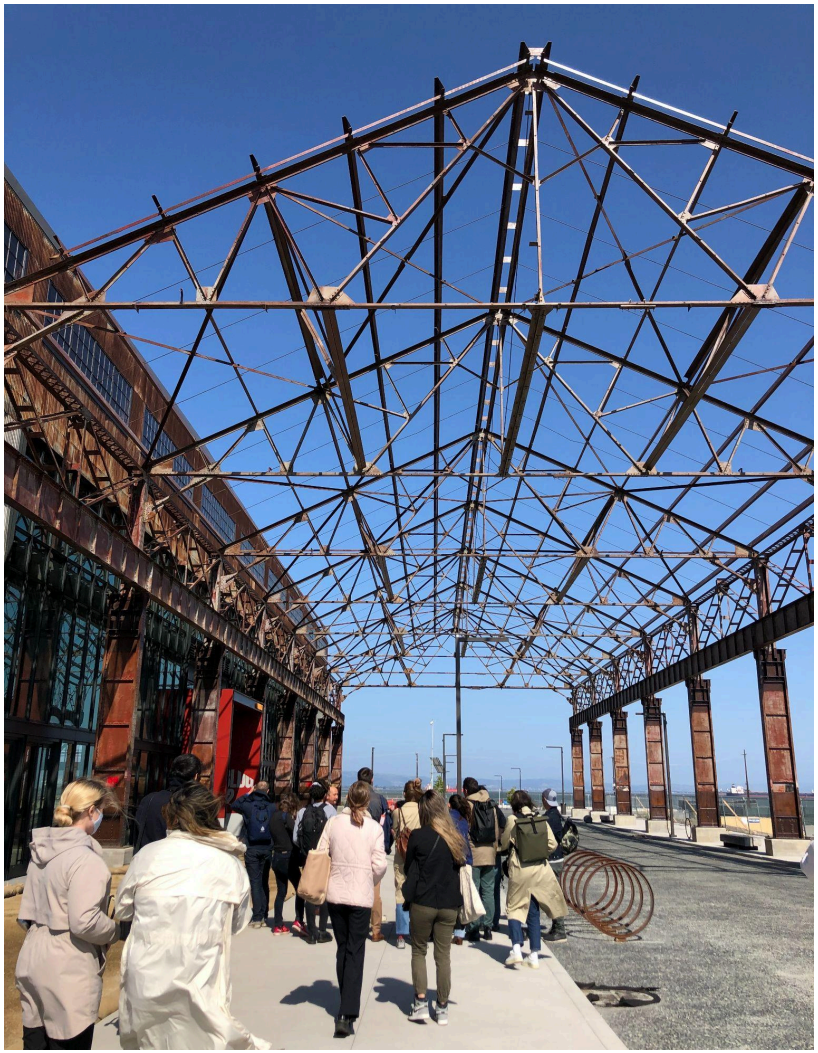


Figure 9. Example Structural frame creative reuse — Pier 70 building 15 over 22nd Street in San Francisco

4.3 Block Structure and Land Use

Informed by the CommUniverCity plan which included a range of block sizes and land uses (as noted in Section 4.1.2), the concept vision balances efficiency, inclusive design, and areas of activation within block structure and land use. The layout of the building parcels—and the open space and connectivity in between—prioritize access and walkability, framing opportunities for varied experiences within the site, and integrating the area within its surroundings.

4.3.1 Block Structure

The existing urban fabric presents challenges for walkability and connectivity. Due to the prevalence of large-format industrial uses along the Union Pacific rail corridor, the TOD has limited existing street network and right-of-way connections: at N. 28th Street and E. Santa Clara Street, N. 28th Street and E. Julian Street, and E. St James and 27th Street. The Station Block is approximately 850 feet by 600 feet and the Row Block is about one-third of a mile in length (Figure 10). For reference, the predominant residential blocks in the surrounding neighborhood measure approximately 250 feet by 600 feet.

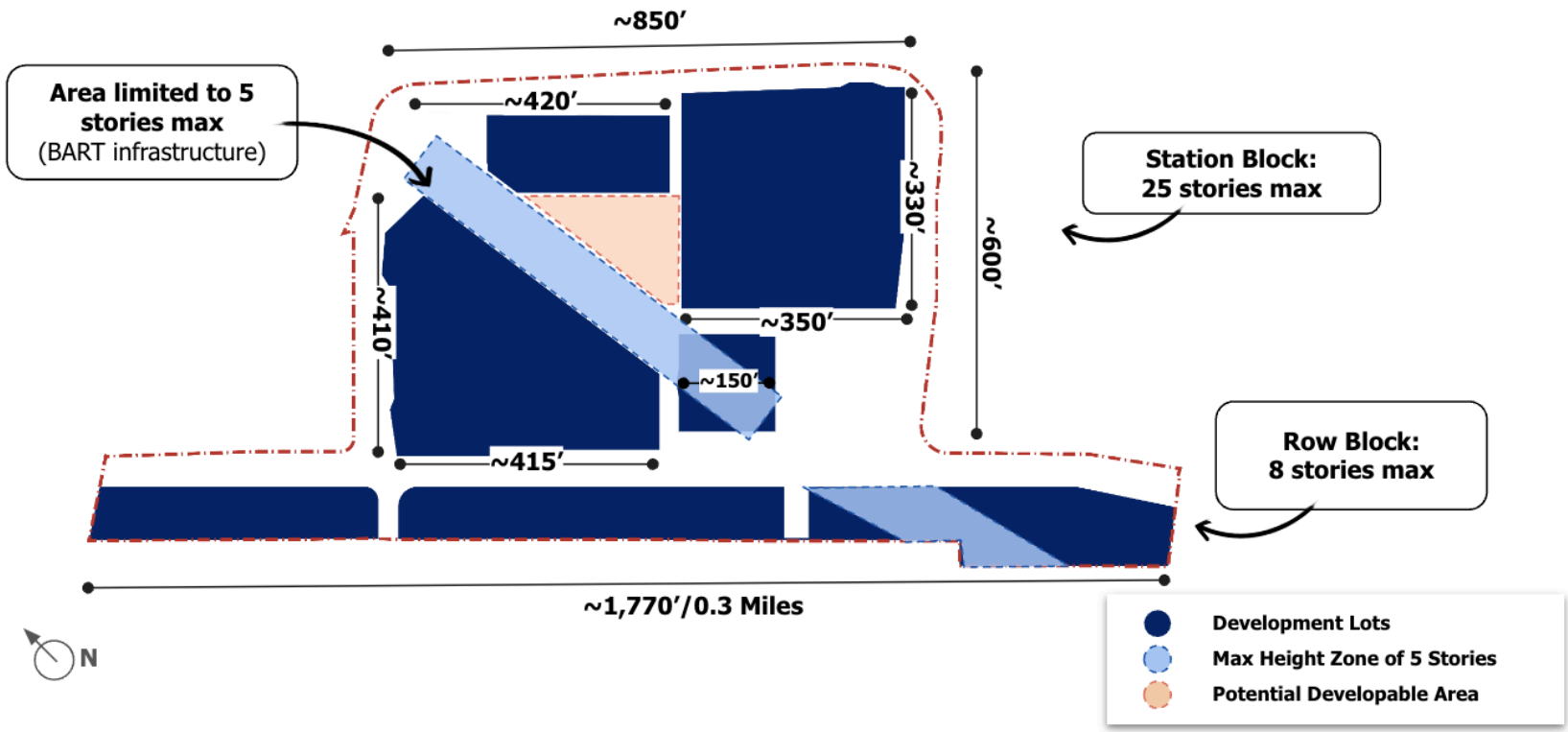


Figure 10. Conceptual TOD developable lots

Comparisons to other cities reveal considerations and opportunities (Figure 11):

- **Portland** is one of the most walkable cities in the US due to block dimensions measuring approximately 200 feet square or 40,000 square feet. This shortens the distance between intersections, creates finer grain pedestrian circulation, and facilitates greater variety in which entire blocks may range between a single building or park and a collection of eight or more buildings of varying scale and use.
- **Downtown San José** generally has larger blocks, measuring approximately 300 feet by 700 feet. This requires mid-block connections to increase pedestrian connectivity via paseos and ensure buildings can be serviced via alleys.
- The previous planning effort by **CommUniverCity** suggested a range of smaller block sizes that create a walkable core immediately surrounding the station. Block sizes averaged under 18,000 square feet across 15 parcels on the Station Block, often reflecting a single building per block. Parcels ranged in size from as small as 7,000 up to 30,000 square feet and were limited to under 200 feet on a side. This was made possible by exercising a district parking strategy—locating parking outside the DDF study area—whereas building-integrated parking typically increases parcel size.

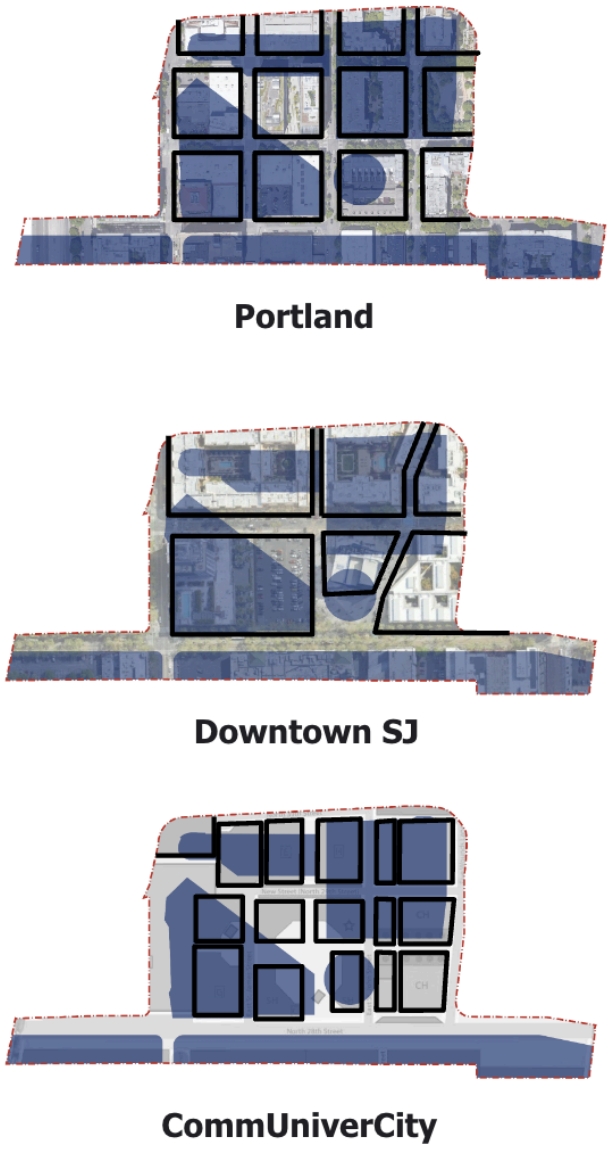


Figure 11. Conceptual block structure scale comparison

Building on opportunities identified in these examples, the concept vision prioritizes walkability, limiting blocks to 320 feet or less in any direction between the nearest street, paseo, or open space—with most measuring under 200 feet long. This increases the number of intersections to improve walkability, adds variety, and increases building frontage to engage the public realm. Blocks are scaled in relation to their context with larger blocks buffering the public realm and uses from Highway 101, and smaller blocks oriented towards the Station Entrance, open spaces, N. 28th Street, and the Five Wounds Parish—a frontage that was specifically identified in the CommUniverCity Plan for smaller scale buildings to mediate the scale of new development and the historic building. The concept vision prioritizes flexibility and efficiency through parcel sizes enabling rectilinear buildings.

To optimize building performance and environmental comfort throughout the year, block orientation should consider wind direction and solar aspect (Figure 12). The concept vision captures summer winds from the north for cooling, with streets, paseos, courtyards, and open spaces arranged where possible to the north (NNW). Simultaneously, the concept vision diverts cool winter winds from the south (SSE) in plaza design by avoiding public realm oriented to the south (SSE). Additional landscape elements and passive design strategies such as canopies for summer sun and planting coniferous trees to block winter winds may offer additional protection—although sightlines should be maintained where possible. Finally, building height should transition from the tallest buildings on the north side of the site (near Highway 101) to lower buildings near the neighborhood, Cristo Rey High School, and Five Wounds Parish to the south in order to optimize solar access for renewable energy production and transition massing to context. As required by the Five Wounds Urban Village Plan, parcels E4, E7 and W6 are limited to 60 feet in height within 60 feet of Five Wounds Lane and E. Santa Clara Street given their proximity to the Five Wounds Parish. Refer to Appendix C: Sustainability Memo for additional strategies on optimizing performance and the Massing Drawings Package for more information about height and density.

In total there are 13-14 parcels ranging in size from 5,000 square feet to 44,000 square feet with an average of approximately 22,000 square feet. Of the 14 possible parcels, six are located on the Row Block averaging 14,000 square feet and 7-8 are located on the Station Block averaging 28,000 square feet.

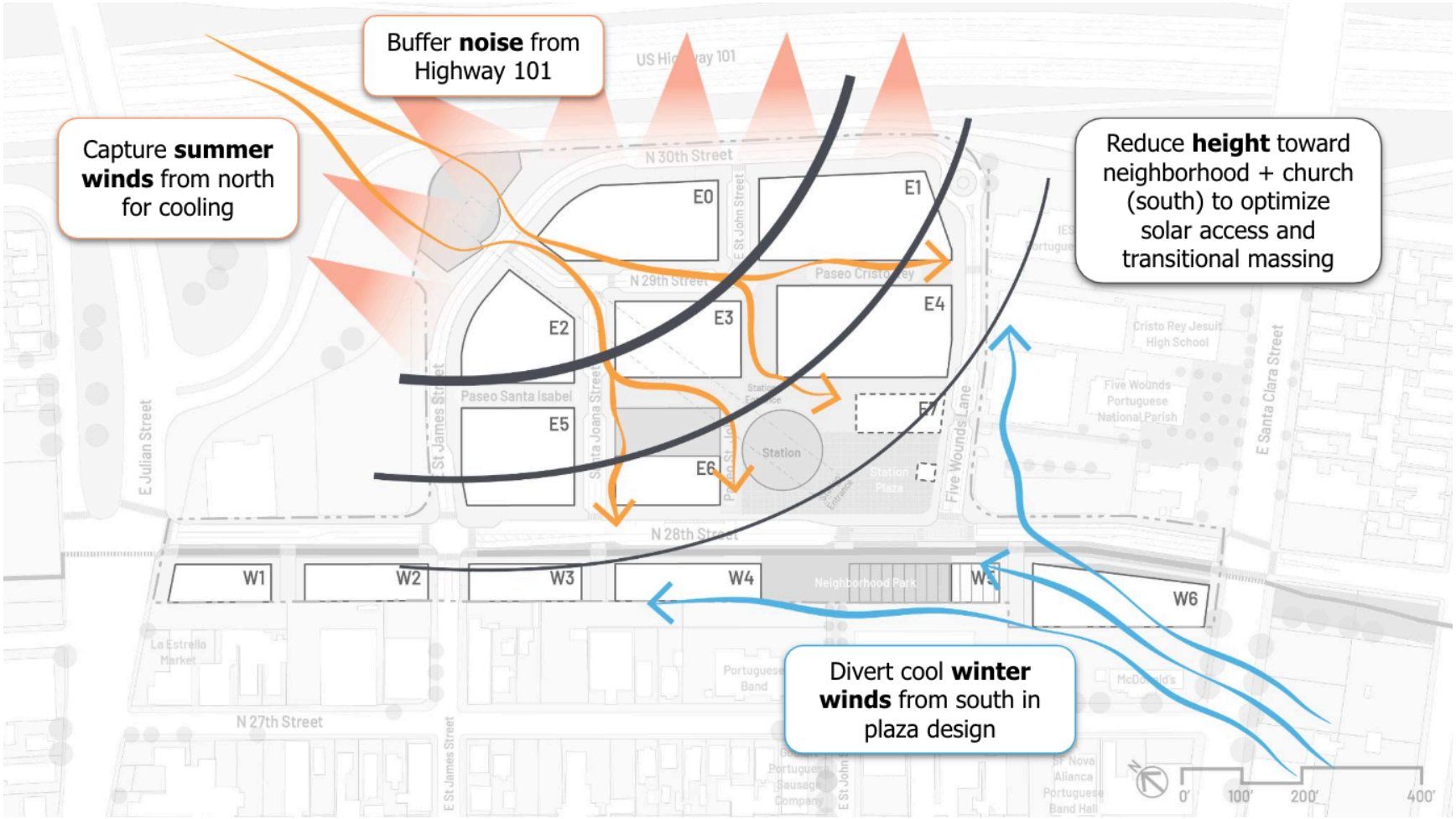


Figure 12. Conceptual TOD orientation opportunities informed by local climate

As noted in Section 4.1.1, BART infrastructure—above and below grade—roughly divides the Station Block in half diagonally. The resulting concept vision has a minimum of three parcels on each side of the underground station platform, with one parcel atop the platform (Figure 13).

Parcels along the Row Block are also subject to constraints, with most of the six blocks limited in depth to approximately 60 feet between the back of sidewalk/trail on the west side of N. 28th Street and the rear property line. The length of these parcels are limited to less than 300 feet to ensure that a 150 feet maximum fire hose length can reach the entire building from either side of the parcel. The length of parcels along the Row Block are aligned with property lines on the east side of N. 27th Street to enable the potential for assembled parcels/joint development projects to improve flexibility and enable future passages between N. 27th Street and N. 28th Street.

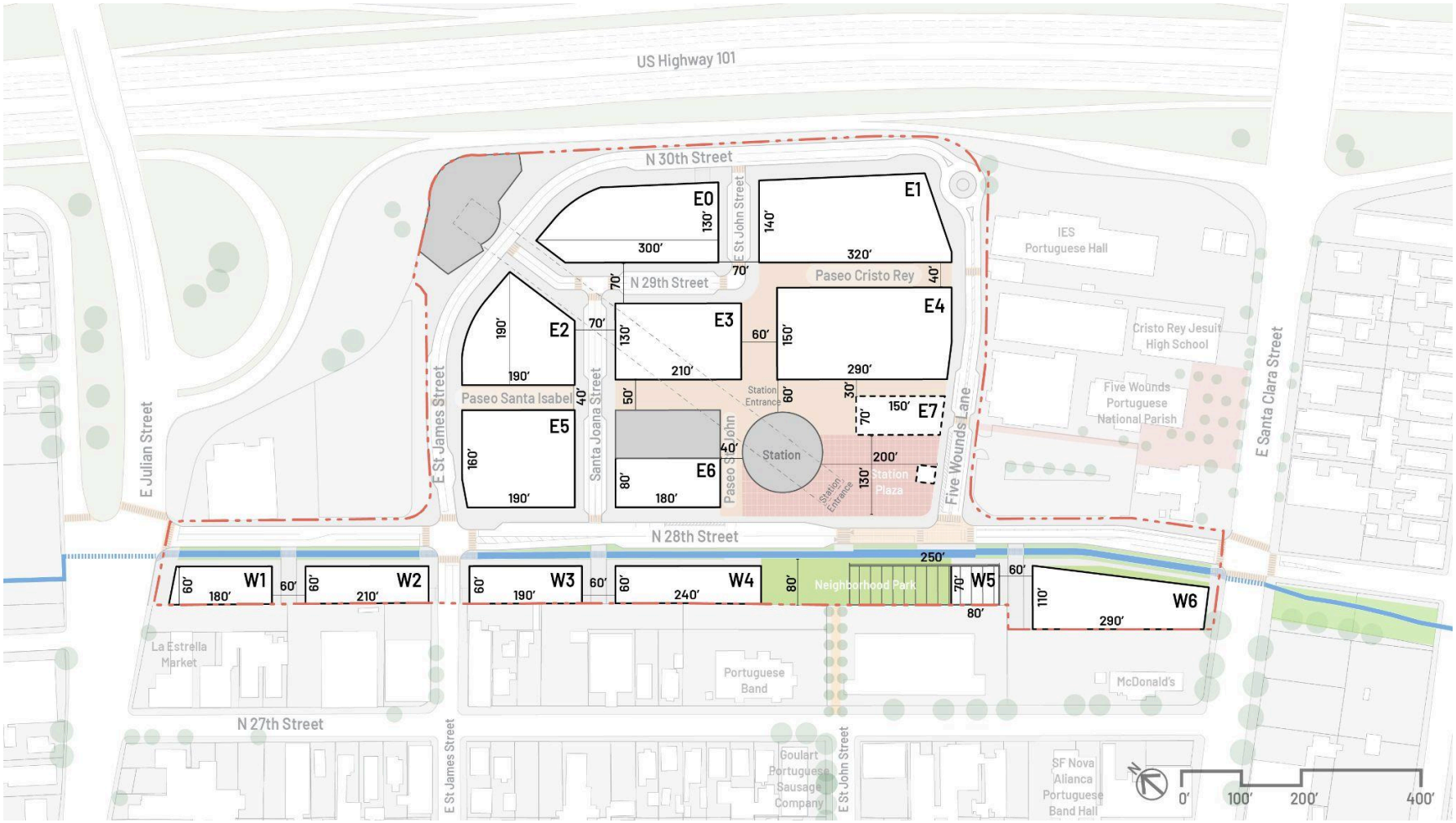


Figure 13. Conceptual dimensioned Transit-Oriented Development site plan

4.3.2 Land Use

Existing land uses on site include industrial, residential, and public/quasi-public uses. Surrounding parcels are designated public/quasi-public, open space/parklands/habitat, neighborhood/community commercial, and residential neighborhood. More detail on existing and planned land use and zoning for the half-mile surrounding the TOD can be found in the *Five Wounds Station Area Plan Existing Conditions Memorandum* (2022) and *Five Wounds Urban Village Plan* (Administrative Draft, September 2024), and in Figures 14 and 15.

From a land use perspective, TOD is most successful when it incorporates a mix of uses that support the overall transit ecosystem and the surrounding area, with greatest density occurring nearest the Station Entrance to make transit the most convenient mobility solution for the greatest number of riders. Benefits of increasing density near transit stations include increasing ridership, creating vibrant and walkable urban environments, generating more revenue for transit agencies that can be used to fund public benefits, and more. The station is anticipated to be active at rush hours (7-10am, 4-7pm), with office and institutional uses most active during working hours (8am-6pm) and residential uses most active in the morning (7am-9am) and afternoon-evening (4pm-9pm)—although these hours are evolving with the prominence of hybrid work. Ground floor commercial or community-serving active uses support this extended range of activity, supporting hybrid employees working from home, small business operators, and office workers during the day, serving local residents in the morning and evening, and supporting activity in adjacent open spaces.

The concept vision represents the potential for 800-1000 residential units, 400,000 to 600,000 square feet for large format office or institutional uses, and 50,000-100,000 square feet of active uses—a balanced mixed-use program, subject to further market analysis. The concept vision includes 8-9 residential parcels across the Station and Row Blocks, including E7, shown as tentative. W5 and the potential kiosk provide standalone active uses in the neighborhood park and station block, respectively. E0 is a priority office location, with E1, E2, and E3 arranged to be flexible as either office/institutional or residential use (Figure 16). Office/institutional/residential land use flexibility is important given the myriad challenges to attracting large office tenants—including long-term buildout, the shift to widespread adoption of hybrid work, current office vacancy rates across the Bay Area, and the general lack of office use in the area to support industry agglomeration or expansion. However, substantial completion of BSVII construction will take over a decade, during which time there may be new demand for office square footage upon completion of the BART extension project connecting the East Bay and broader BAy Area directly to the core of San José and Santa Clara.

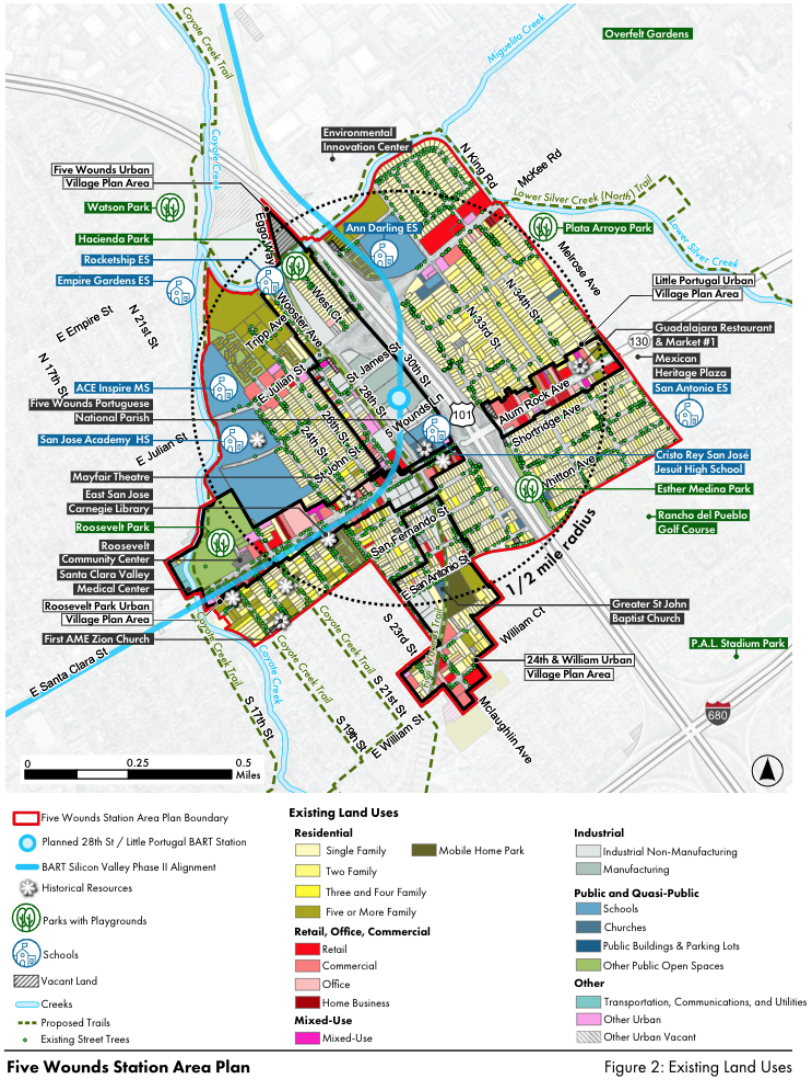


Figure 14. *Five Wounds Station Area Plan Existing Conditions Memorandum:* existing land uses

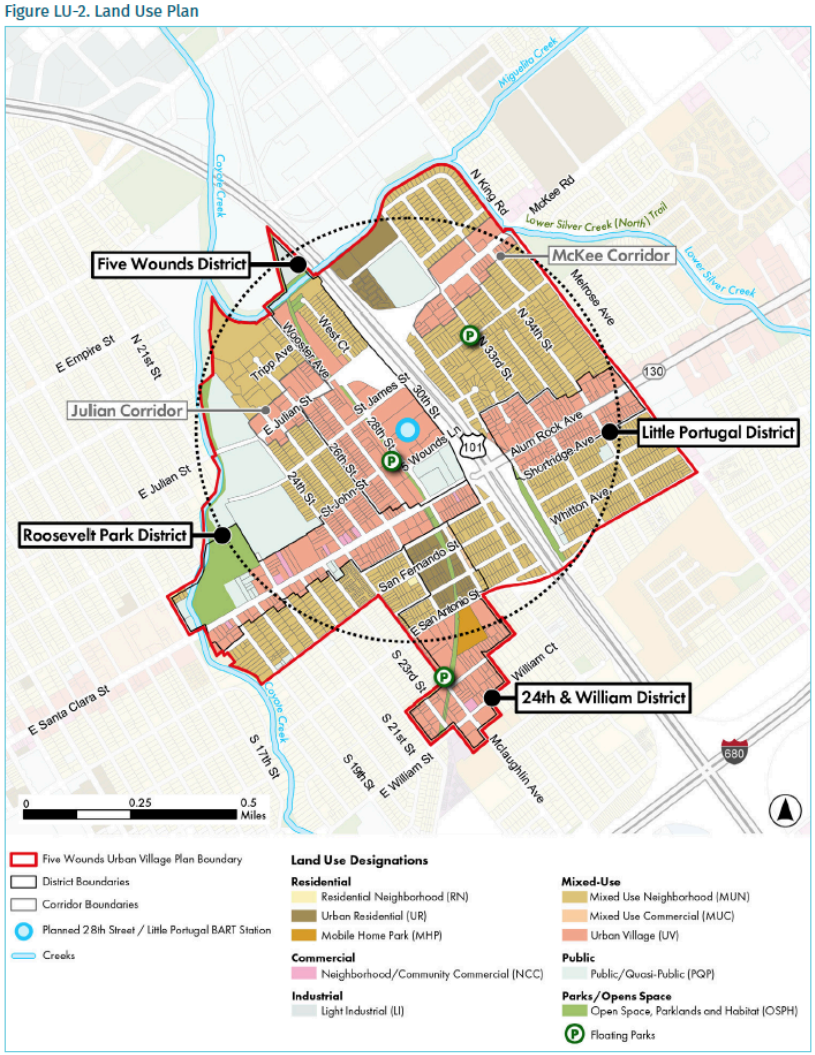


Figure 15. *Five Wounds Urban Village Plan:* proposed land use designations

Within the Station Block, residential uses are oriented towards the Five Wounds Parish and the neighborhood, within smaller footprint parcels located near the Station Entrance—consistent with the CommUniverCity Plan vision. Office and institutional uses are oriented towards Highway 101 and E. Julian Street on-ramp. This access to northern ambient light is well suited for workspace, and enables potential views of the nearby mountains and the Bay. The location offers great visibility from the highway for signage to improve leasing potential, yet the proximity to the highway does not impact indoor air quality due to modern office buildings generally having centralized HVAC systems and limited operable windows. In addition, adjacent to the highway is the least impactful location for taller buildings, and can also help to limit impacts from noise and air quality on other areas of the site. For these reasons, E1 was identified as the most likely candidate as a second office/institutional building to pair with E0. While anchor office/institutional tenants might prefer two buildings in closer proximity to each other, the short distance between the towers encourages tenants who are committed to being part of a neighborhood instead of a private campus. VTA has had early conversations with potential institutional tenants such as higher education and government agencies.

Parcels along the Row Block support mid-rise residential—transitioning from the high density Station Block to the adjacent neighborhood. The Row Block frames the arrival to the station—establishing a streetwall along the west side of N. 28th Street as well as the Neighborhood Park. Residential typologies that are suitable for parcels with limited depth should be considered, including single-loaded multi-family buildings with east-facing units and multi-story walk-ups. Additionally, creative accommodation of parking and back-of-house facilities may be required to maintain activating the streetscape with direct unit access, commercial space, lofts, or flex units.

State legislation may also be a factor affecting what transit agencies are able to develop on their land. Considerations include limited or no parking (particularly near the station), partially submerged parking with stoops above, and connected underground parking. Townhomes were dismissed as a typology due to low density and VTA's Transit-Oriented Communities Policy which aims for a minimum density of 75 du/ac at VTA TOD sites. For reference, examples of multi-family building layouts on parcels of a similar size are common along the east side of Octavia Boulevard in San Francisco along land that was previously occupied by the Central Freeway.[1]

[1] "Octavia Boulevard Central Freeway Parcels". San Francisco Office of Economic and Workforce Development (OEWD). Presentation to Market Octavia CAC August 17, 2020. https://sfplanning.org/sites/default/files/documents/cac/MOCAC_Presentation03-20200817.pdf

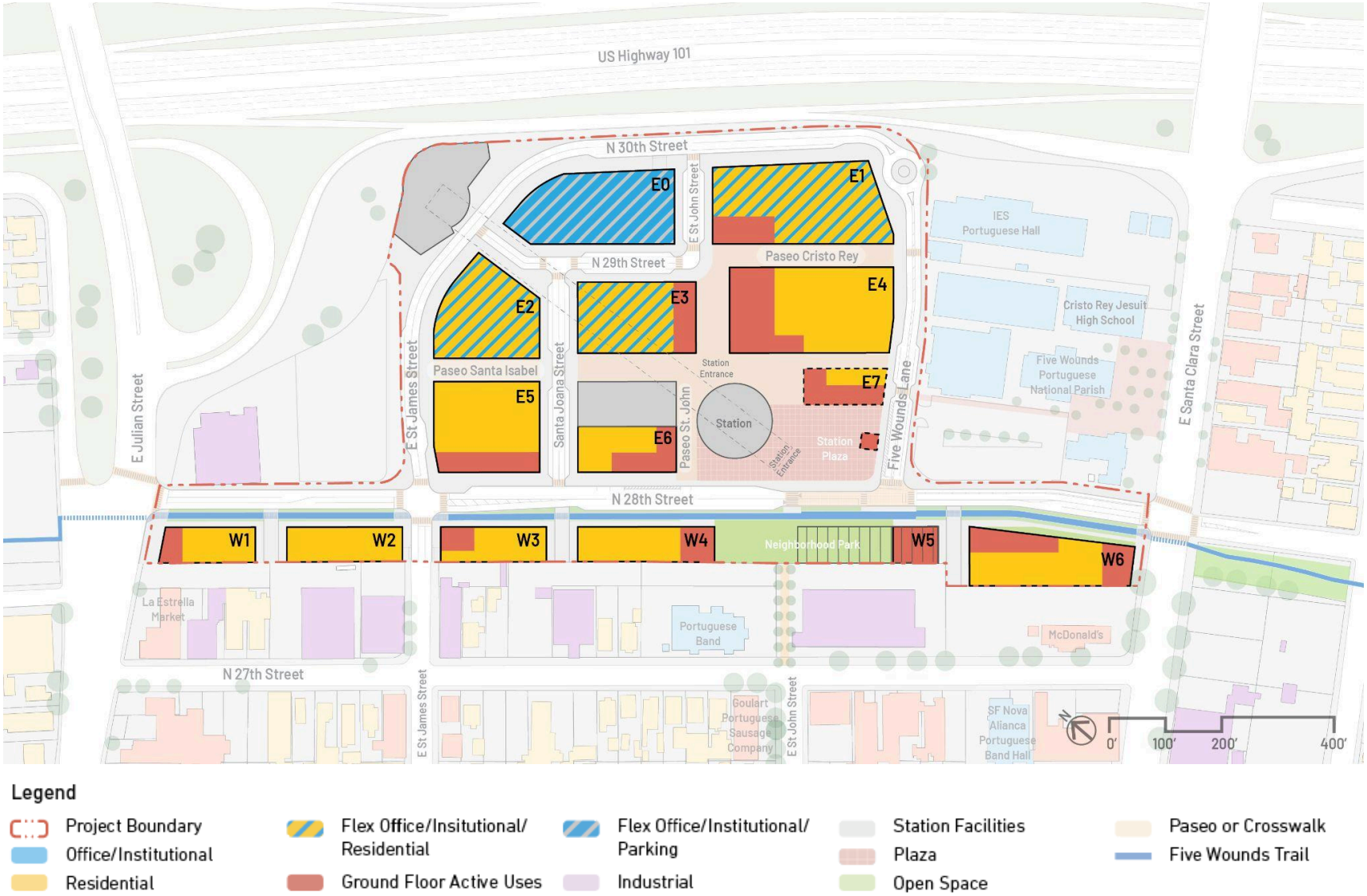


Figure 16. Conceptual land use

A mix of ground floor commercial or community-serving active uses—those that encourage foot traffic and engage the public realm with activity—are prioritized framing the Station Plaza, and along N. 28th Street between E. Santa Clara Street and E. St. James Street. These locations are anticipated to have high pedestrian volumes, high visibility from transit, and/or the potential to anchor and activate open space (such as W5 adjacent to the Neighborhood Park). At the intersection of N. 28th Street and E. Santa Clara Street, W6 defines a "first impression" of the area, where an identifiable gateway monument is anticipated by the Five Wounds Urban Village Plan. This is a priority location for ground floor activation that frames the gateway to the Station Entrance, the Five Wounds Trail, and the project area. Appendix F: Placemaking Memo expands upon these active edges.

4.3.3 Land Allocation

Of the roughly 12 acre site—which excludes existing public streets and BART infrastructure such as the Station Entrance and facilities building—one-third (5 acres) is located on the Row Block and two-thirds (7 acres) is located on the Station Block. The concept vision results in approximately half the site allocated to buildable area for new uses, with open space and paseos making up about a quarter of the site.

The concept vision's distribution of land allocation (Figure 17) is very typical of an urban setting. Downtown West—an approximately 80 acre site developed by Google on the west side of Highway 87 around the BSVII Diridon BART station—has a similar breakdown with approximately 55% buildable area, 20% open space and paseos, and 25% circulation and transit. Another example with a similar program, Cityline Sunnyvale—a 36 acre site developed by STC Venture LLC in downtown Sunnyvale—includes approximately one million square feet of office, 1,100 residential units, and 500K square feet of retail and services. However, with only a 1-acre plaza, there is less open space allocated than in the DDF.

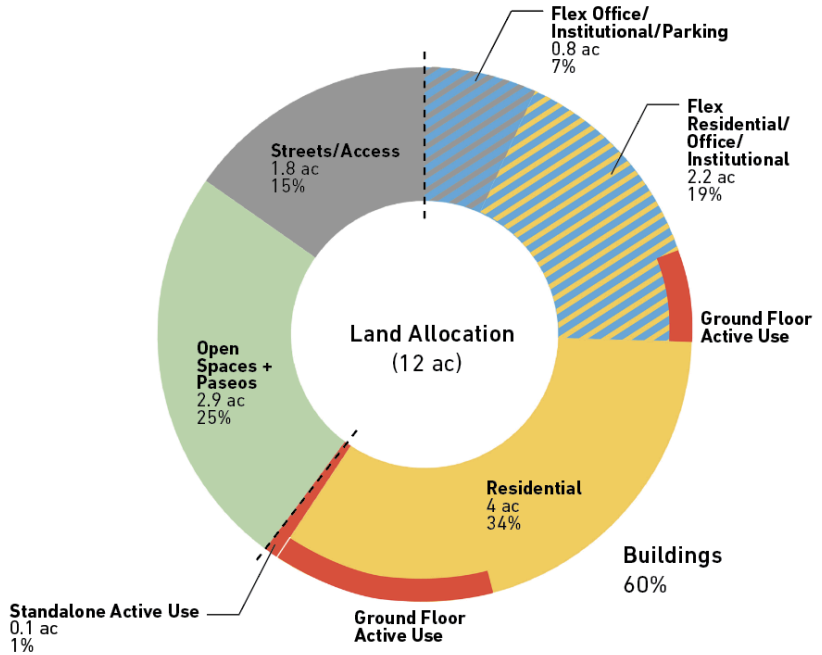


Figure 17. Conceptual land allocation in acres (ac)

4.3.4 Phasing

The development phasing of the 28th Street/Little Portugal TOD requires careful consideration of context, technical site constraints, development program, and market conditions. Construction activity needs to be carefully coordinated with consideration for neighboring institutions and homes to mitigate impacts. Phasing should also consider planned transportation improvements for station access and within the larger Five Wounds Urban Village Plan Area.

The timeline of the TOD assumes that it will take place over three phases over a 10-15 year buildout, following the substantial completion of BSVII construction and after VTA controls the land. These three phases were chosen as an approximate division of the number of buildings, total building program, and open space across each phase while balancing the need for the TOD construction staging, maintaining station access, and the transition of the TOD surface parking into the TOD. Additional phases may result if multiple developers are involved, whereas a single developer may have an interest in further consolidating to two phases to limit the time during which the site is under construction.

- Phase 1 (Years 0-5)
- Phase 2 (Years 5-9)
- Phase 3 (Years 9-13)

Figure 18. Conceptual phasing diagram

5 Circulation + Access

5.1 Context Analysis

A number of key takeaways and opportunities informed circulation within the Mobility + Connectivity section of Appendix D: Project Context Memo:

- Position the station access priority around pedestrians, bikes, micro-mobility devices, and transit to reduce emissions in line with Envision 2040 and Climate Smart goals.
- Introduce a walkable grid, by extending E. St. John Street to N. 28th Street along with other improvements identified in East San José Multimodal Transportation Improvement Plan (or En Movimiento Plan) to close gaps for access and safety.
- Connect the Five Wounds Trail prominently to the Station Entrance and E. St. John Street.
- Improve connections between the Station Entrance, VTA rapid and local bus routes, paratransit, and other multimodal connectivity options.

All streets in the plan area are not presently compliant with San José Complete Streets Standards and Guidelines[2] and significant improvements have already been suggested through the En Movimiento Plan and as part of the Federal Transportation Authority-funded BSVII site improvements that support station access. Streetscape improvements should calibrate facilities to prioritize access to walking, biking, and transit—keeping the distance between buildings and between curbs as narrow as possible, while maximizing space for sidewalks, bikeways, and transit stops as the most comfortable and enjoyable mode of travel.[3]

Overall, priority emphasis is placed on the station arrival experience and opportunities to enable greater connectivity (Figure 19). This includes:

- Demarcating a gateway on E. Santa Clara Street that facilitates a sense of arrival as well as neighborhood identity. Refer to Appendix F: Placemaking Memo for further information on design elements that define a gateway.
- Prioritizing transit-to-transit experience along the Five Wounds Trail and N. 28th Street to/from the Station Entrance.
- Supporting intuitive sightlines and desire lines to the Station Entrance from multiple vantage points.
- Improve access to community landmarks such as Five Wounds Parish and Cristo Rey High School from the TOD.

[2] "San José Complete Streets Design Standards and Guidelines", City of San José, May 2018

[3] "Five Wounds Urban Village Plan: Walk Audit #2 Preliminary Street Section Design Alternatives", CHS Consulting Group, May 2023

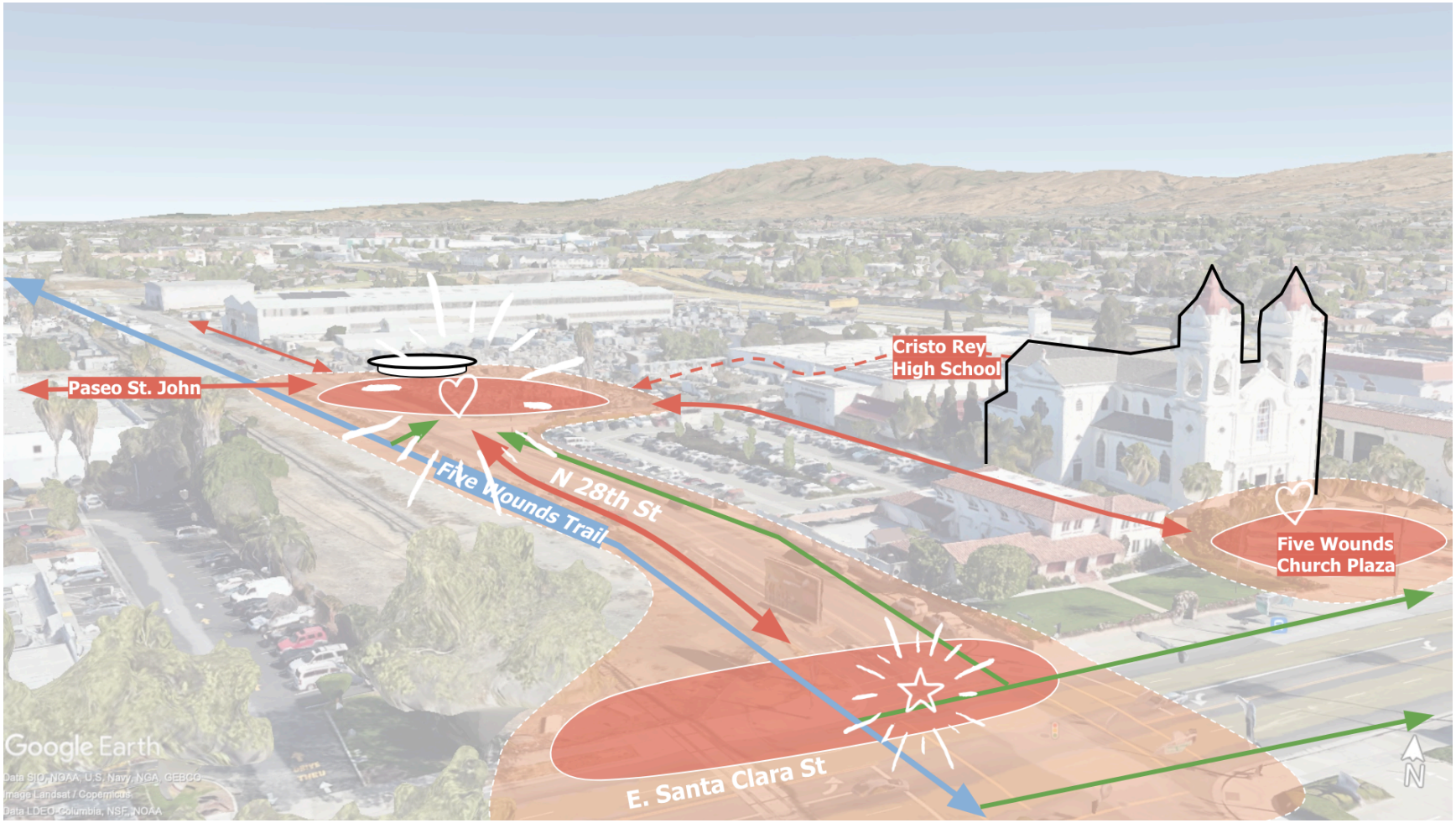


Figure 19. Conceptual station arrival experience

5.1.1 VTA's Station Access Policy + Hierarchy

VTA's Station Access Policy includes guiding principles to support VTA's station planning and design, with attention toward increasing ridership, prioritizing sustainable travel behavior, building effective partnerships, supporting sustainable development patterns, and promoting productivity and cost effectiveness.[4] Notably, both VTA and BART prioritize pedestrian access and safety above other modes at the station (Figure 20). This is followed by bicycle access and transit services, with vehicle access—including pick-up and drop-off and parking—as the lowest priority modes.

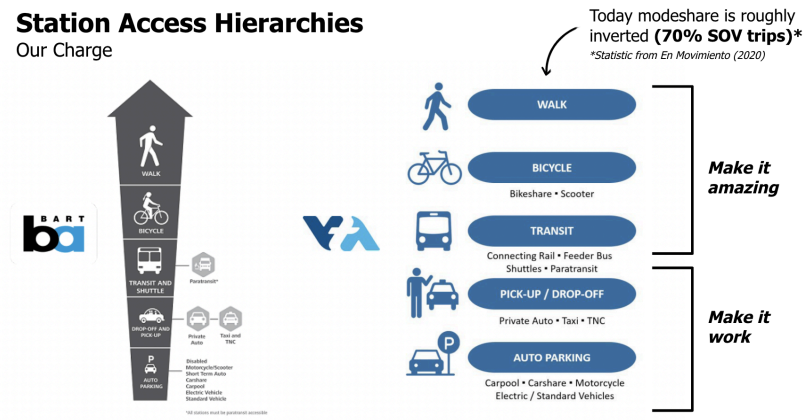


Figure 20. VTA and BART station access policy and hierarchies

5.1.2 BSVII Preliminary Access Study

A 2021 BSVII preliminary access study for AM peak ingress and egress indicates how transit riders are expected to be using the Station Entrance in 2040 during peak hours.[5] Approximately 43% of total riders are anticipated to arrive at the station via active mobility (walking, scooters, bicycles) and public transit (buses, paratransit) in 2040:

- 22% are expected to walk, roll, or use a personal mobility device
- 7% are expected to bike
- 14% are expected to take the bus

The remainder of riders are anticipated to arrive at the station by car—21% arriving at pick-up/drop-off locations and 36% arriving at park-and-ride.

The study suggests that the majority of people who bike are expected to arrive from the west of the Station Entrance, reaffirming the importance of safe and intuitive wayfinding from E. St. John Street and E. St. James Street across N. 28th Street. Nearly twice as many people who walk, bike, and take transit are expected to arrive from the south of the Station Entrance (from E. Santa Clara Street) vs. the north of the Station Entrance (from E. Julian Street)—reaffirming the importance of a gateway in this location. Finally, the anticipated high volume of pick-up/drop-off underscores the importance of vehicular wayfinding from E. Julian Street, as well as convenient pick-up/drop-off on E. Santa Clara Street to reduce car traffic on N. 28th Street.

[4] "Station Access Policy", Santa Clara Valley Transportation Authority, October 10 2018, https://www.vta.org/sites/default/files/2019-05/Station%20Access%20Policy.pdf

[5] "AM Peak Hour Ingress + Egress Directionality, 28th Street/Little Portugal Station" Fehr & Peers, 2021.

5.2 Active Mobility: Walking, Rolling, Cycling, and Micro-Mobility

Reinforcing the intuitive, non-motorized paths of travel to and from the station—"desire lines" as shown in Figure 21—guide connectivity improvements and priority active frontage as noted in the previous chapter. There is already strong multimodal activity along E. Santa Clara Street, and improvements to N. 28th Street and the Five Wounds Trail provides the primary station access. The intersection of these corridors will become the gateway to the Station Entrance and TOD, creating a priority location to establish markers of community identity and active uses that draw people to the area, which is further articulated in Appendix F: Placemaking Memo.

Additional desire lines toward the Station Entrance extend from the Five Wounds Parish plaza along E. Santa Clara Street via the parking lot and the Cristo Rey High School gymnasium, as well as the new pedestrian and bicycle connection to N. 27th Street along the alignment of E. St. John Street. Unobstructed views toward the bell towers of the Five Wounds Parish from the Station Plaza should be prioritized to support wayfinding and honor the local landmark. Intuitive access to local schools, businesses, and institutions are also important to support students and staff using the Station Plaza and commuting by transit.

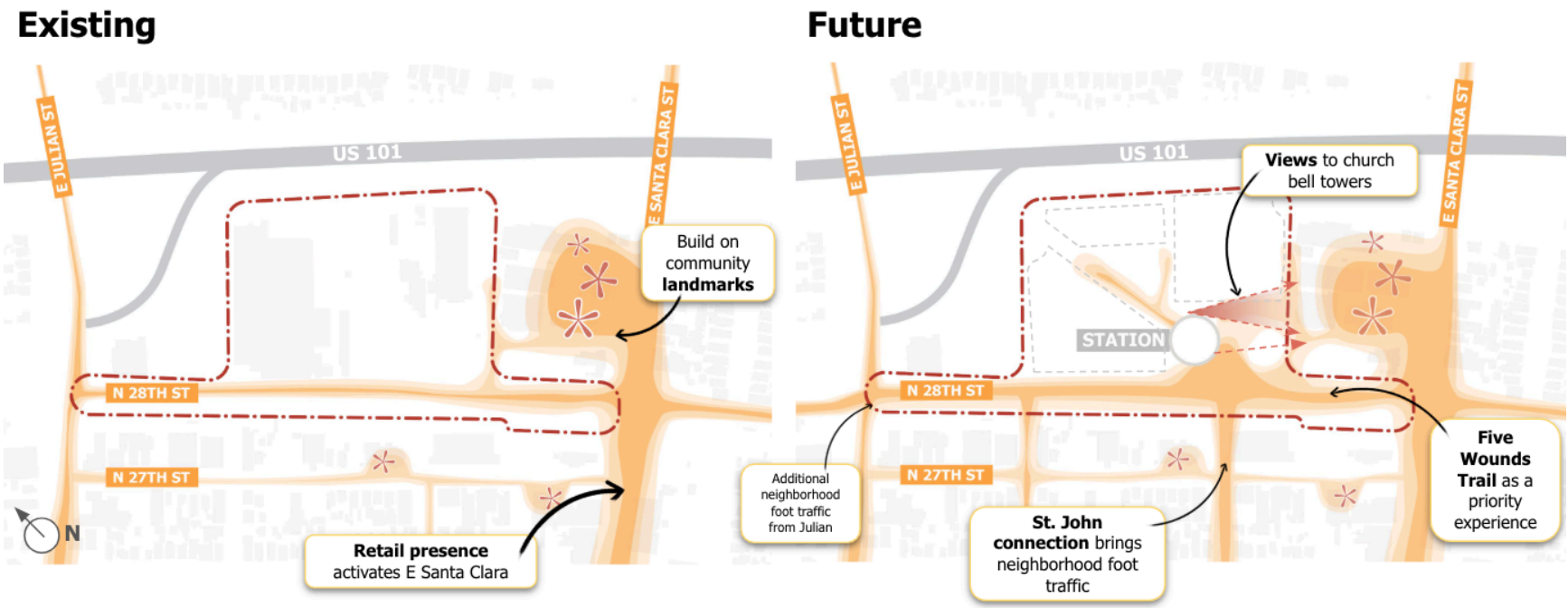


Figure 21. Existing and conceptual future desire lines

5.2.1 Opportunities

Opportunities within the pedestrian network focus on safe crossings and comfortable sidewalks, bikeways, and trails along existing streets while also introducing a new network of streets and pedestrian-only paseos within the Station Block. However, most existing streets surrounding the TOD are controlled by VTA on only one side. Where VTA controls only one side of the street, improvements not already completed by FTA-funded BSVII construction on the opposite side of the street will be improved by the adjacent property owner.

Existing modeshare data from 2020, shared by the City of San José's Department of Transportation (CSJDOT) in Five Wounds Urban Village Plan Workshop 4, indicates that more people in the Five Wounds Urban Village Plan Area walk (21%) when compared to Citywide data (2%). This provides further support for creating safe crossings to prioritize the visibility of active mode users while also reducing vehicle speeds. Pedestrian and bicycle flow analysis shown in Figures 24 and 25 identified the intersection with the highest volume of transit riders arriving by walking or biking at peak commute is likely to be between Five Wounds Lane and the paseo extension of E. St. John Street, where the Station Plaza, Five Wounds Trail, and Neighborhood Park meet—herein referred to as the "Neighborhood Crossing" (Figure 22). This high volume active mobility intersection is a priority to get right for safety, to support transit ridership, and to reinforce transportation mode shift toward active modes. The Neighborhood Crossing was discussed in detail during a series of interagency workshops in 2023 including VTA, BART, the City of San José's Department of Transportation (CSJDOT), Parks, Recreation & Neighborhood Services (PRNS), and Office of Economic Development (OED). Consensus developed around principles as shown in Figure 23 and shared street and crossing strategies shared by the BART access planning team shown in Figure 26.

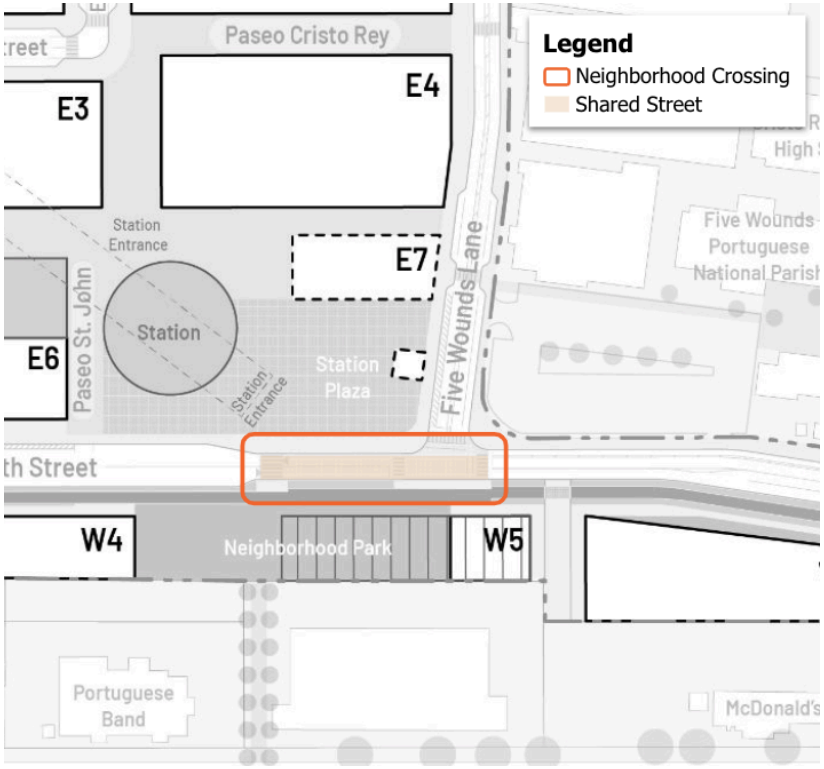


Figure 22. Conceptual Neighborhood Crossing and shared street zone

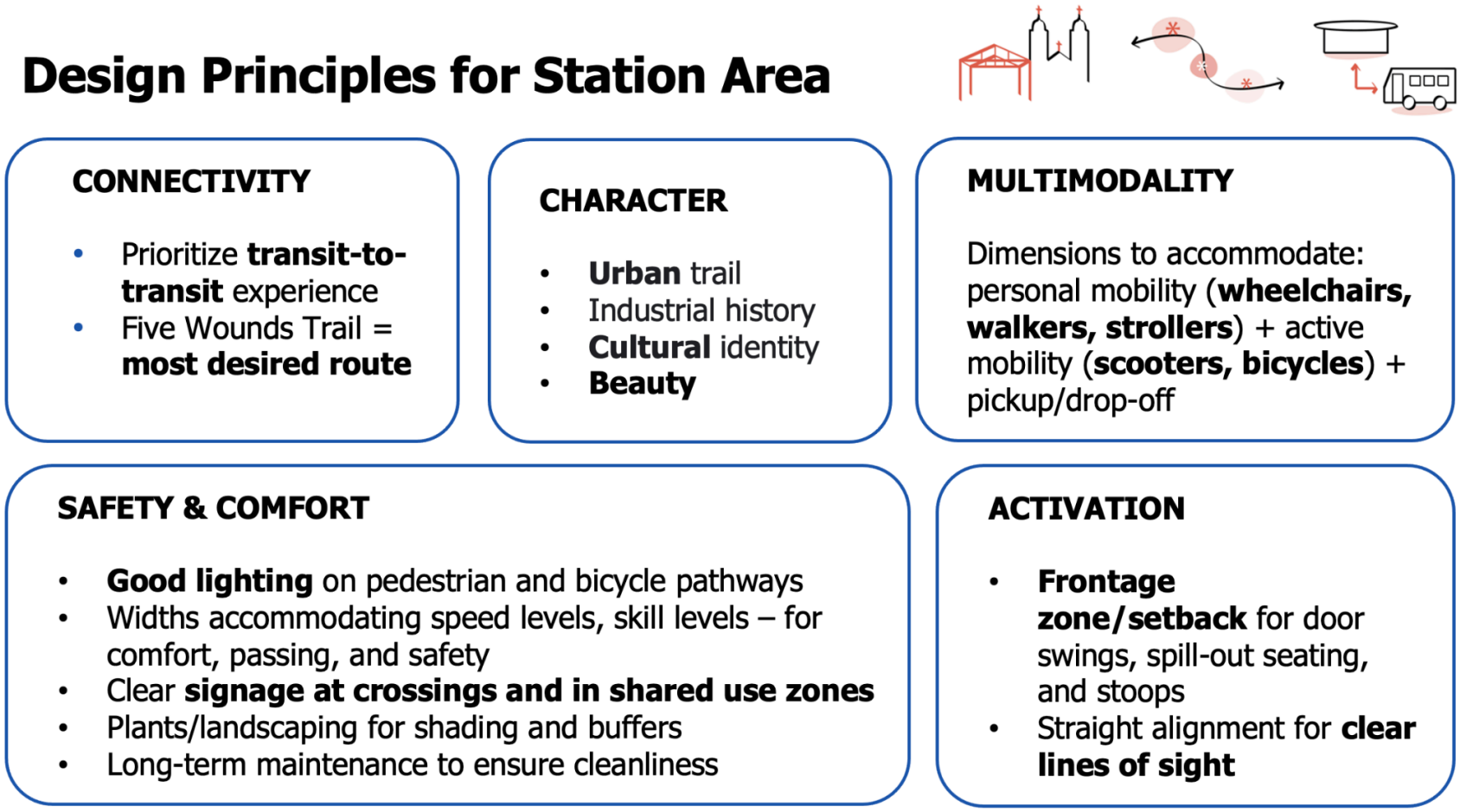


Figure 23. Design Principles for Station Area developed around interagency discussions from August - October 2023

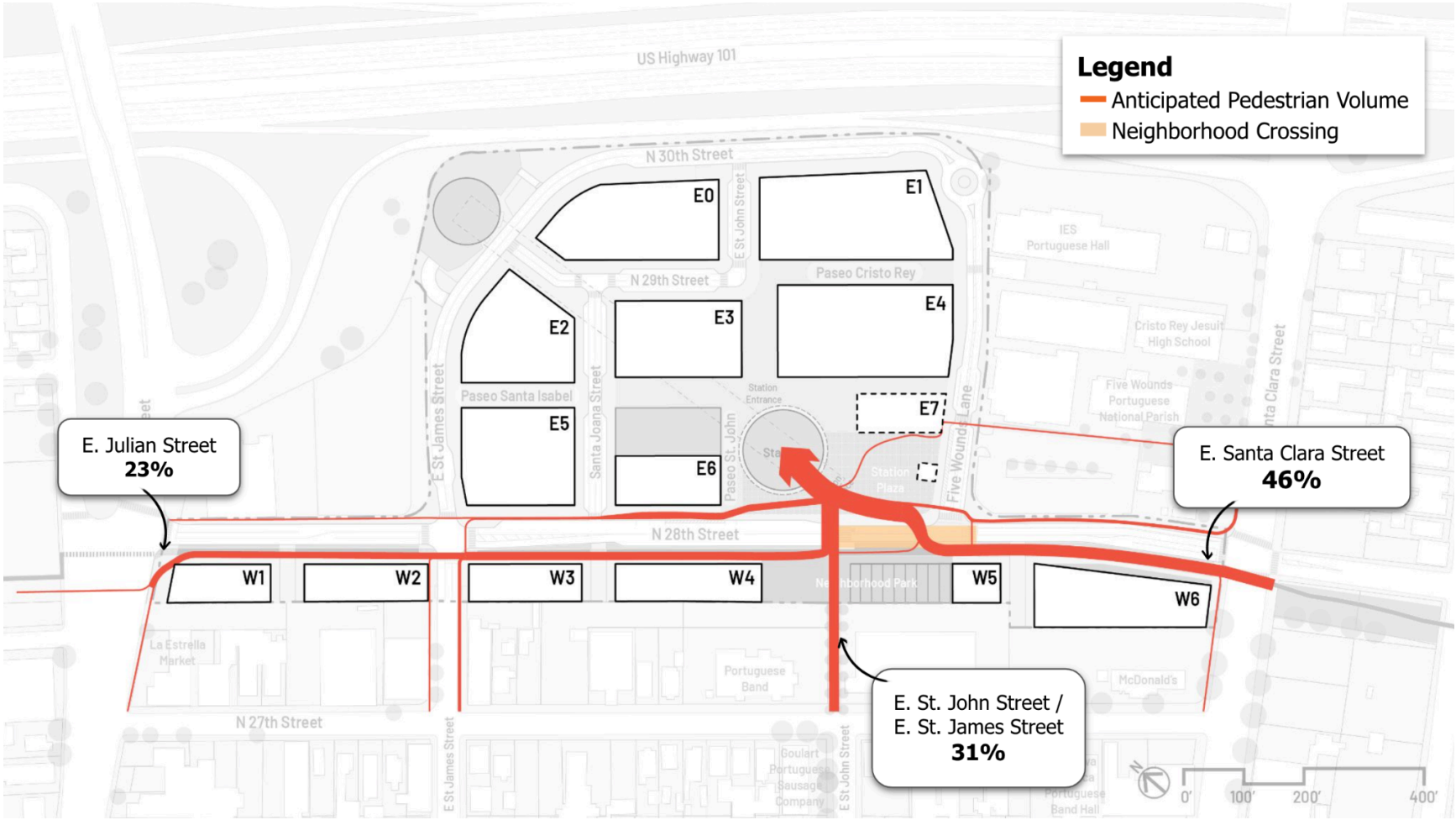


Figure 24. Conceptual anticipated pedestrian access to the Station Entrance. Figure represents SITELAB urban studio interpretation of Fehr & Peers analysis ("AM Peak Hour Ingress + Egress Directionality," 2021), which excludes bike, pick-up/drop-off, park-and-ride, transit, and TOD uses

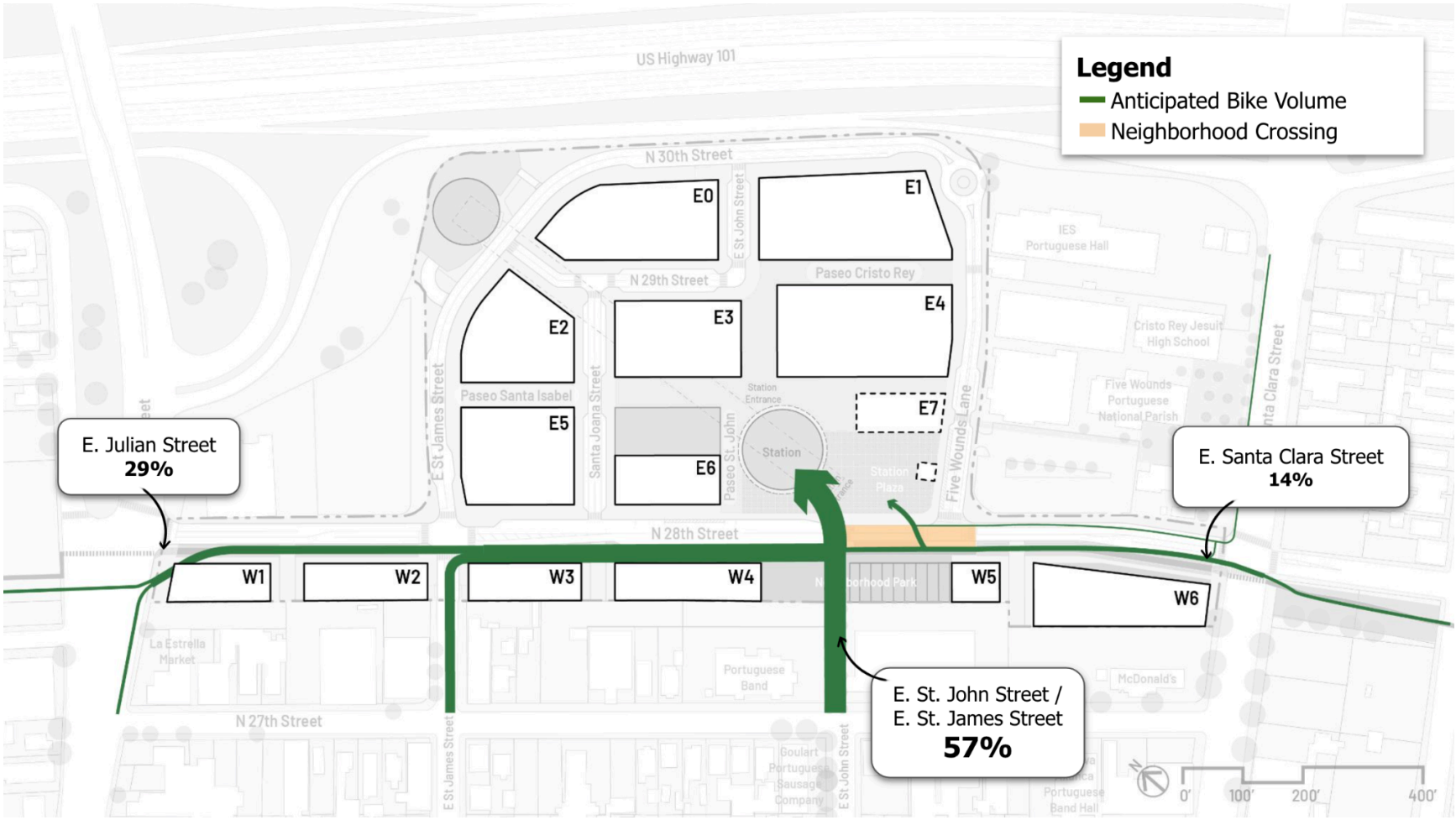


Figure 25. Conceptual anticipated bike access to the Station Entrance. Figure represents SITELAB urban studio interpretation of Fehr & Peers analysis ("AM Peak Hour Ingress + Egress Directionality," 2021), which excludes regional trips along the trail beyond the station

Figure 26. Example shared street and pick-up/drop-off strategies shared by the BART access planning team. Left: El Cerrito Del Norte Station. Right: Warm Springs/South Fremont Station shared street area (Source: Jumana Nabti and Susan Poliwka, Received November 2023)

The concept vision incorporates a shared street zone on N. 28th Street between E. St. John Street and Five Wounds Lane (refer to Figure 22) including high visibility crosswalks, raised/tabletop crossings, and a curbless shared street. Establishing a curbless street as shown in Figure 26—where materials are more akin to a plaza than a drive lane—slows vehicle speeds and signals to drivers that pedestrian and bike safety comes first. These strategies may also be considered in other locations within the station area to further improve pedestrian and bike safety throughout the TOD.

Opportunities within the bike network focus on creating safe, intuitive and enjoyable connections locally and regionally through a combination of commuter bikeways as well as low-stress, off-street connections that expand bike ridership to more diverse skill levels. While protected bike lanes on E. Santa Clara Street and E. Julian Street offer commuter facilities, they are located on busy streets and may not be comfortable for all users. Additionally, while the bikeway along E. Santa Clara Street is expected to extend along N. 28th Street to Five Wounds Lane for direct Station Entrance access, it is not currently planned to continue west from N. 28th Street towards downtown San José. Improved connections along the neighborhood streets of E. St. James and E. St. John Street—including an off-street connection from N. 27th Street to N. 28th Street along E. St. John Street alignment—are key to ensuring safe riding to and from the Station Entrance given anticipated bicycle volumes. Traffic calming and clear signage along these corridors is critical to support the En Movimiento Plan "Bikeways to BART" projects, so that vehicles travel at slow speeds through the neighborhood and it is clear to all that cyclists share the roadway with cars.

The existing Highway 101 overpasses at E. Julian Street and E. Santa Clara Street present significant barriers for communities east of Highway 101 to access the Station Entrance by bike. Even with proposed improvements on the overcrossings, interchanges are notoriously dangerous places to ride. CSJDOT is considering creating a much needed low stress connection to the Station Entrance such as through closure of either one of the local freeway on-/off-ramps (E. Santa Clara Street or Julian Street exits). This requires further study and analysis.

On opening day, bike parking is proposed in the Station Plaza either near or within the Station Entrance and adjacent to future TOD. More may be added or relocated as TOD is built outPublic off-street bike rooms should be incorporated within new development nearest to the Station Entrance and Station Plaza, with ample outdoor bike racks along open spaces and the Five Wounds Trail. Consideration for at least one bikeshare station and scooter corral, as well as generous bike facilities that accommodate cargo bikes and e-bikes near the Station Entrance and rapid transit stops, are also important to facilitate transit access, support the evolving transportation preferences, and expand active mobility ridership.

5.2.2 Five Wounds Trail

The Design Development Framework focuses on the urban segment of the Five Wounds Trail that connects from E. Julian Street to the north to E. Santa Clara Street to the south, to support varied bicycle and micro-mobility adjacent to transit. The trail is envisioned to be located along the west side of N. 28th Street between the vehicle travel lanes of N. 28th Street and the adjacent proposed development. As part of the 2023 interagency workshops, consensus was reached on some design and experiential ambitions of the Five Wounds Trail, including:

- Reinforce the Five Wounds Trail as the most desirable place to move through the neighborhood
- Facilitate safe, low-stress movement for pedestrians and cyclists along the trail as a regional connector, and enhance first mile/last mile connections
- Honor the industrial heritage of the corridor by incorporating artifacts and design characteristics
- Organize sidewalk through zones and frontage zones closer to building frontage to buffer pedestrians from N. 28th Street. Locate faster moving active mobility for bikes and scooters closer to the vehicle travel lanes.

Where high pedestrian and bike volumes are anticipated, the trail should maintain separate bikeways from sidewalks to support varying travel speeds. Where slow speed and crossings are anticipated, shared-use paths may be appropriate. Figure 27 represents a conceptual scenario that implements separated facilities in high traffic areas and a clearly marked segment of shared-use path at The Neighborhood Crossing, across from the Station Entrance and Station Plaza. The Cultural Trail in Indianapolis serves as a precedent that combines shared-use paths and separated cycle tracks throughout the city, and utilizes planted areas, surface treatment, wayfinding, and signage in design.

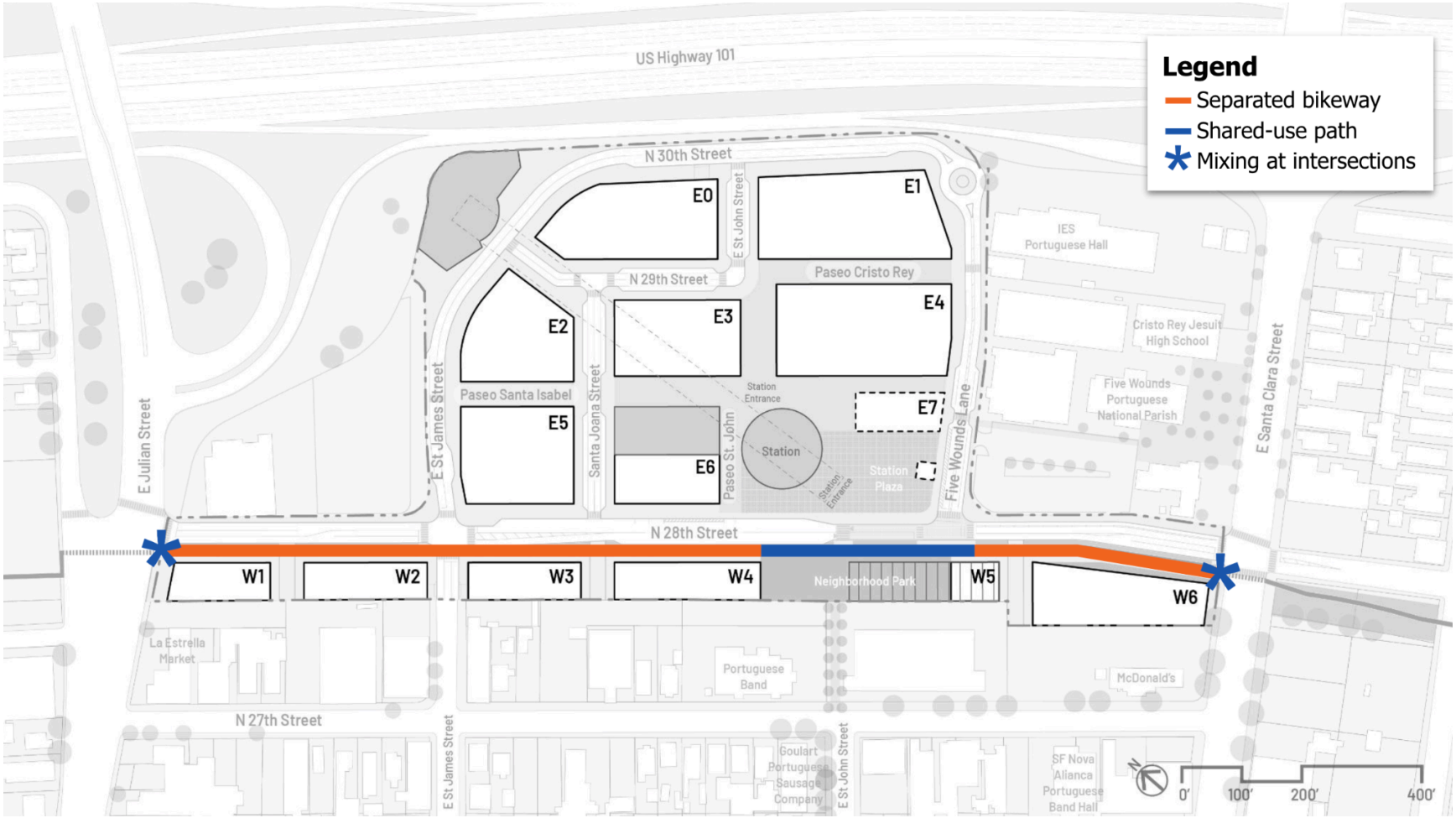


Figure 27. Conceptual scenario representing the type of urban trail segments

To ensure a safe and intuitive trail experience with clear wayfinding, the following design of N. 28th Street and the Five Wounds Trail were informed by conversations from interagency workshops as well as published guidance from the National Association of City Transportation Officials (NACTO), San José Complete Streets Design Standards and Guidelines, and San José Trail Network Planning & Design Toolkit.[6,7,8]

- Size trail infrastructure to be comfortable for the anticipated ridership, to accommodate ever-evolving active mobility vehicles (from scooters to cargo bikes), and to support adjacent building or open space function (enabling spill out in frontage zones or setbacks for stoops where appropriate). A 14' shared-use path OR 12' two-way bikeway is recommended.
- Clearly articulate locations of perpendicular movement intersecting the trail—at intersections, pick-up and drop-off locations, and near crosswalks—through high-visibility markings, signage, and change in color or material to slow speeds and raise awareness.
- Limit shifts in alignment of both the trail and sidewalk through zone in order to maintain a clear path of travel for each mode and reduce distractions that could cause a collision.
- Maintain a minimum six-foot sidewalk through zones along building frontage or sidewalk frontage zone to allow pedestrians, wheelchair users and strollers to pass comfortably. Where a shared-use path is provided, a separate sidewalk through zone may not be required.
- Utilize furnishing zones—six feet wide where possible—as a buffer between travel modes that are generously sized. Where possible, include trees, planting, lighting, bike racks, art, and signage. This width can support mature tree canopy and allow for flexibility in the design of trail edges. In areas where dimensions are constrained by pick-up/drop-off or adjacent development, furnishing zones may be reduced to three feet. Where a separated bikeway is implemented, a minimum one-foot buffer to the sidewalk should be provided, that may include a change in material or vertical elements such as a furnishing zone with landscape planting.

Figures 28-31 illustrate three different segments along the Five Wounds Trail with varying conditions.

[6] "Designing for Small Things with Wheels", NACTO, February 2023, https://nacto.org/publication/designing-for-small-things-with-wheels/
[7] "San José Complete Streets Design Standards and Guidelines", City of San José, May 2018
[8] "San José Trail Network Planning & Design Toolkit", City of San José Department of Parks Recreation and Neighborhood Services, May 2018

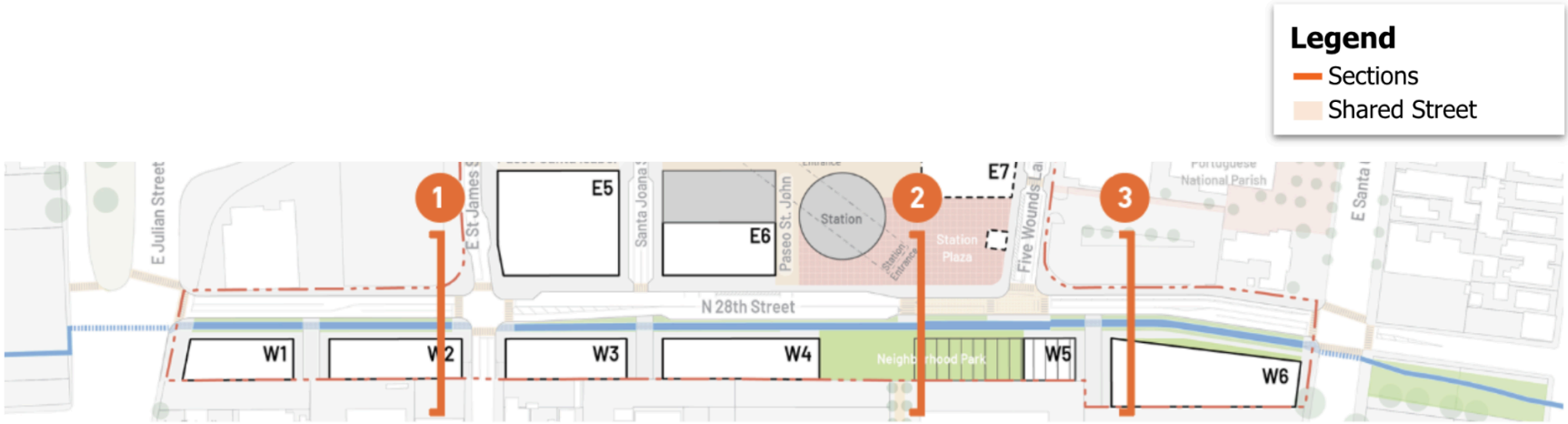


Figure 28. Conceptual N. 28th Street sections key plan

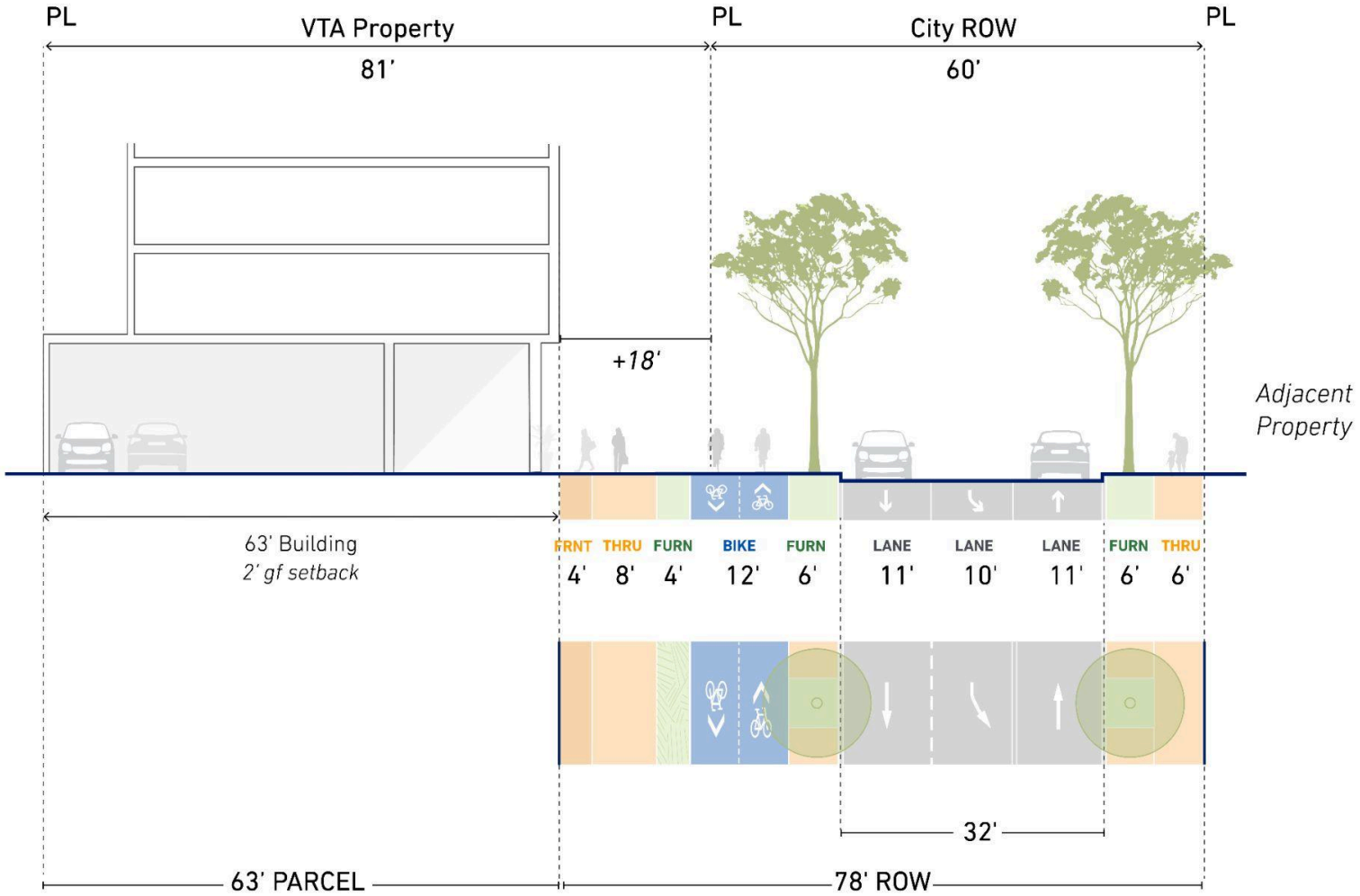


Figure 29. Conceptual N. 28th Street section #1 near E. Julian Street with separated sidewalk and bikeway (section 1)

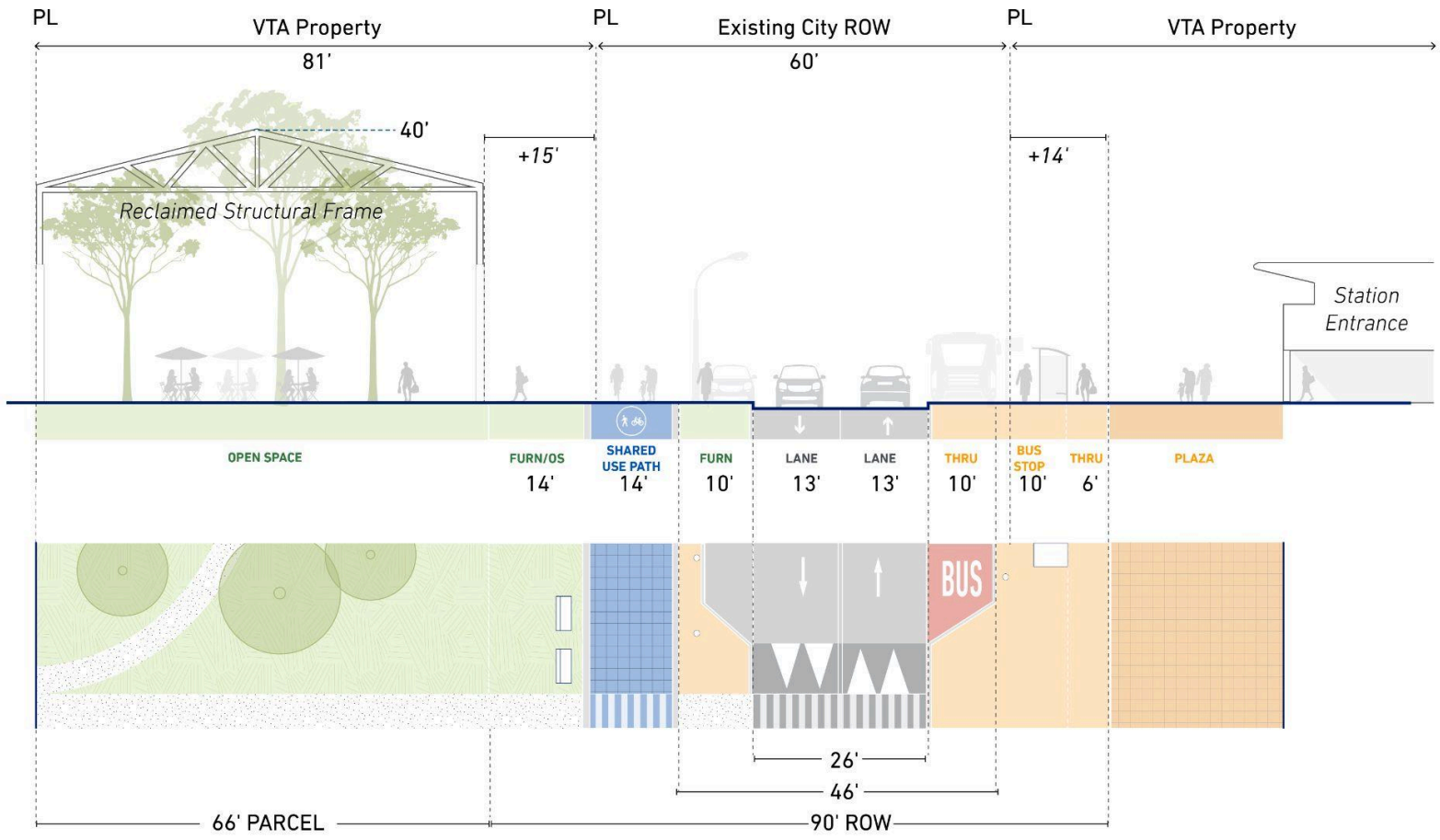


Figure 30. Conceptual N. 28th Street section #2 across from Station Entrance with shared-use path (section 2)

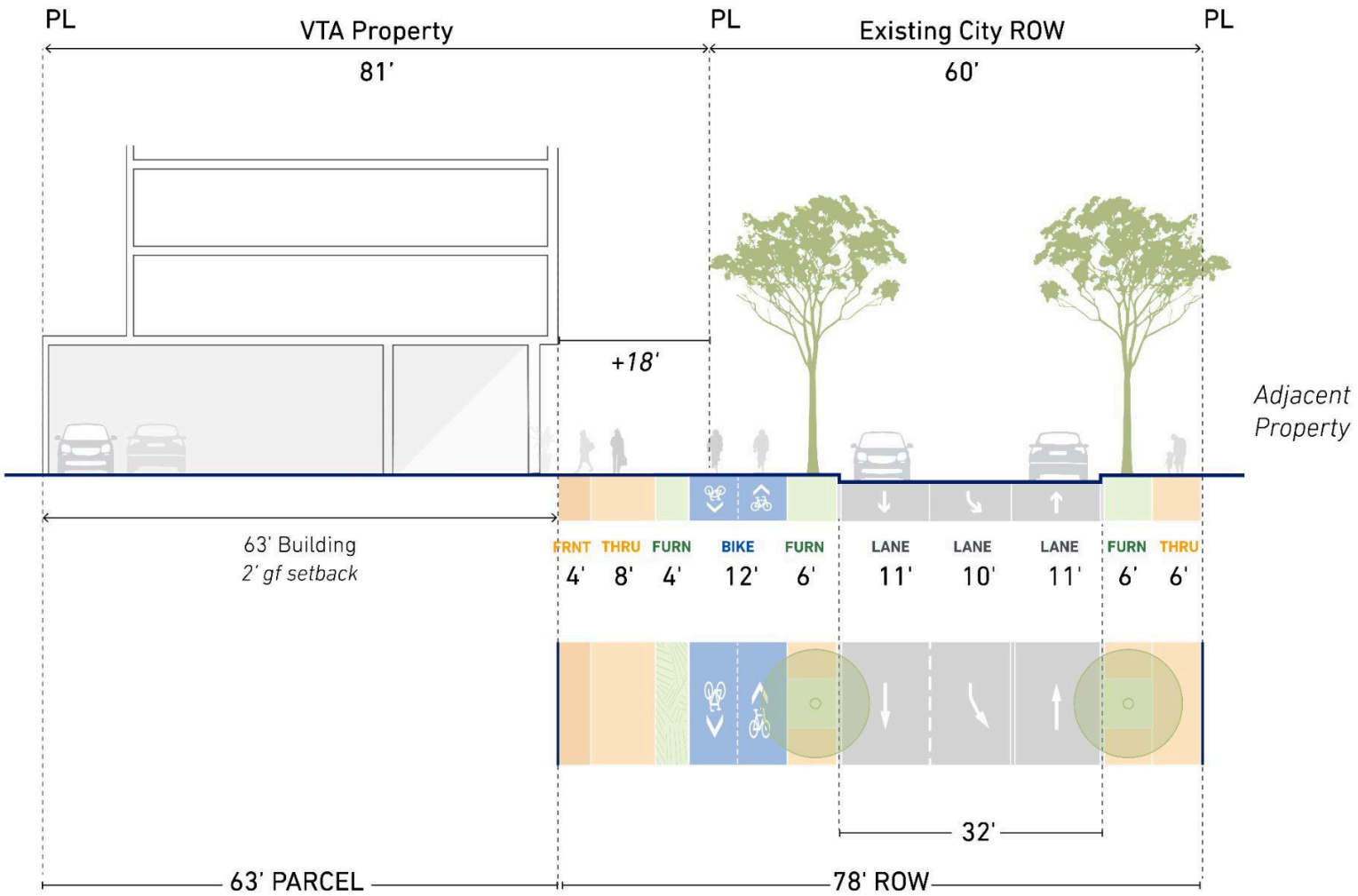


Figure 31. Conceptual N. 28th Street section #3 near E. Santa Clara Street with separated sidewalk and bikeway (section 3)

5.3 Bus Access

E. Santa Clara Street/Alum Rock Avenue hosts routes 22, 23, and Rapid 522, which will include stops at E. Santa Clara Street on the west side of the street N. 28th Street, adjacent to the Five Wounds Trail—relocated from the current location at the Five Wounds Parish plaza. 87% of transit-to-transit transfers are anticipated to occur here during the peak AM hour.[9]

E. Julian Street/McKee Road hosts route 64B, and the stop will be relocated from its current location at the corner of N. 26th Street to the west side of N. 28th Street adjacent to the Five Wounds Trail. Route 72 does not presently serve the area surrounding the station, but will be rerouted to include a terminal stop directly in front of the Station Entrance on N. 28th Street, and provide a route extending to neighborhoods south of the station area. A curb-separated bus stop for route 72—and potential future local bus routes—in front of the Station Entrance is critical for VTA operations, which aims to improve accessibility and ease transit connections throughout Santa Clara County.

A driver rest area is required within the TOD because the station is a route terminus. It would include a dedicated restroom and small waiting area used exclusively by VTA operators between trips and should be located within a block of the designated bus layover space.

5.3.1 Opportunities

The concept vision's internal street network is sized with minimum 11-foot lanes to enable local buses to loop within the Station Block, returning southbound on N. 28th Street towards E. Santa Clara Street. From N. 28th Street, buses will be able to turn onto Santa Joana Street and exit onto E. St. James Street (Figure 32). Alternative routing options through the street circulation network are required for resilience during construction periods or bus bridges during BART service disruptions. Intersection design will require consideration for turning movements at intersections as well as stop controls.

A future southbound local bus stop may be located on the west side of N. 28th Street near The Neighborhood Crossing as close to the Station Entrance as possible with a clear line of sight for intuitive transfer. Further analysis and discussion is needed regarding future-proofing street layouts and dimensions to accommodate a potential southbound stop.

Paratransit may be located adjacent to the northbound or southbound bus stops, or along Five Wounds Lane, with either option ensuring intuitive access and sightlines to the Station Entrance.

[9] "AM Peak Hour Ingress + Egress Directionality, 28th Street/Little Portugal Station" Fehr & Peers, 2021.

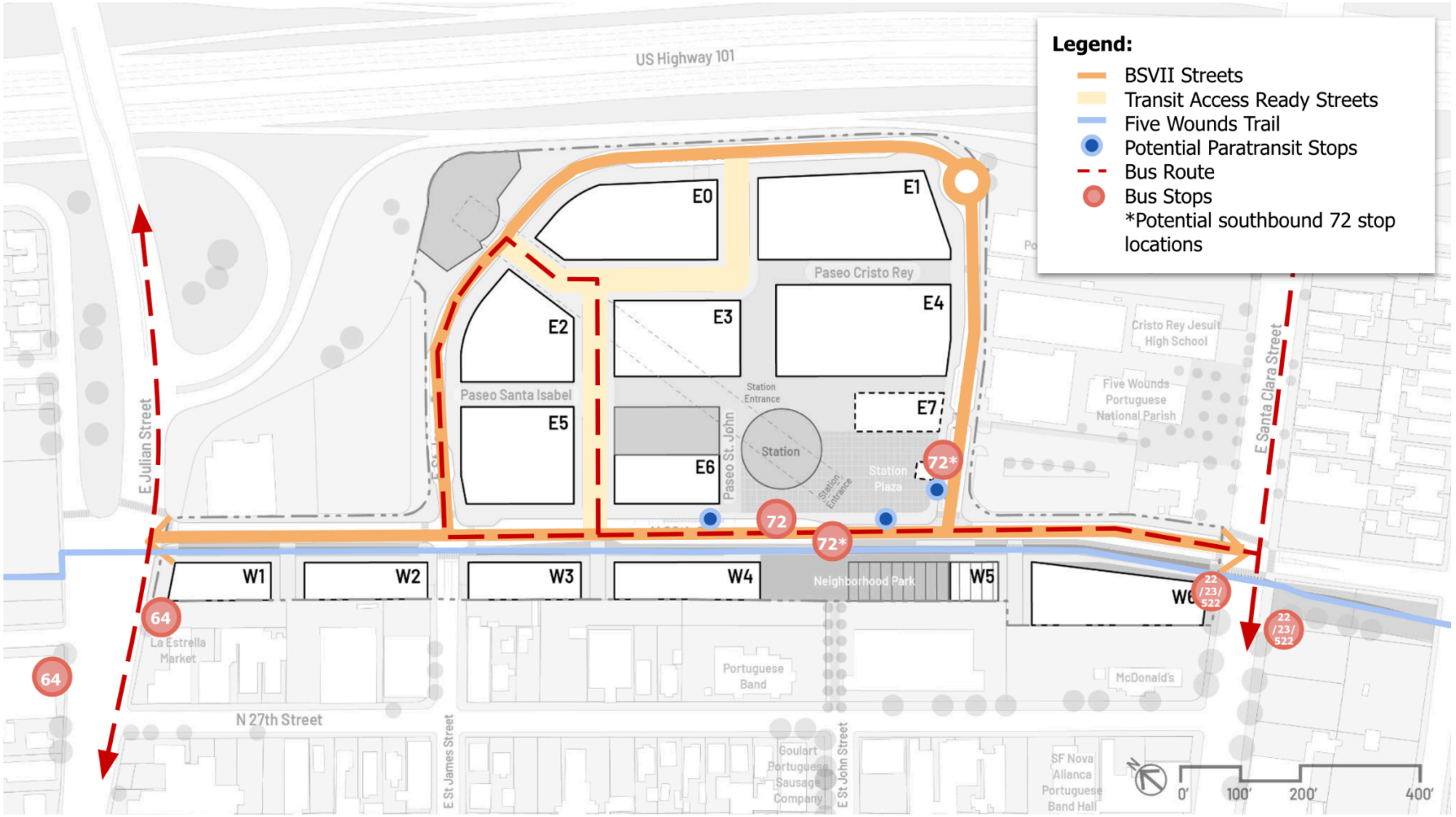


Figure 32. Conceptual transit circulation framework

5.4 Vehicular Access

As noted in Section 5.1.2, vehicular traffic is anticipated to initially have the highest modeshare of BART riders at an anticipated 57% of total trips at the AM peak hour.[10] Internal streets are critical to facilitate circulation of these vehicles, support commercial and residential uses, supply additional pick-up/drop-off locations, enable servicing and loading access, and alleviate congestion on Five Wounds Lane—especially important for neighbors Cristo Rey High School, Five Wounds Parish, and IES Hall who have high-demand drop-off times.

5.4.1 Opportunities

Internal streets are imagined with a narrow, two-lane 60-70-foot right-of-way that supports vehicle access yet prioritizes comfortable walkability, including raised crossings or segments of shared streets where pedestrian crossing is a priority (Figure 33). When designed optimally, narrow urban streets support public life and building function without creating significant barriers to walkability and access. 11- to 13- foot wide travel lanes—from centerline to curb—are encouraged where possible with narrower turn lanes to enable transit, while reducing vehicle speeds and illegal parking. Travel lanes narrower than 13 feet are encouraged where aerial staging zones are not required by the San José Fire Department. Figure 34 represents proposed internal streets within the concept vision, which includes Santa Joana Street as a east/west connection, N. 29th Street as a north/south connection, and the continuation of E. St. John Street connecting N. 29th Street to N. 30th Street.

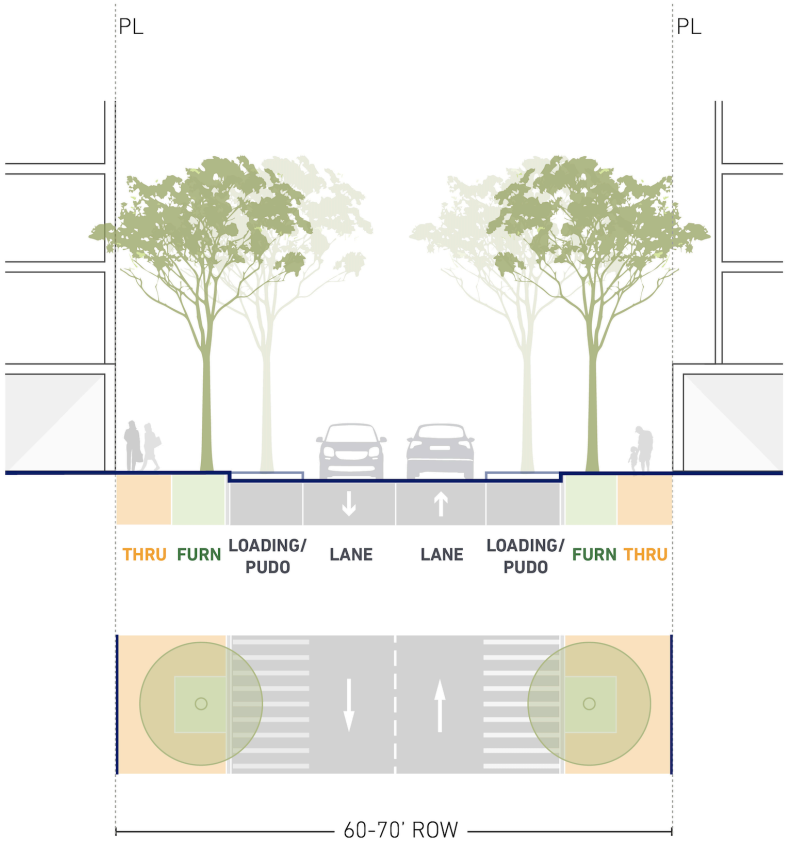


Figure 33. Conceptual typical street section for proposed new streets within the Station Block

[10] "AM Peak Hour Ingress + Egress Directionality, 28th Street/Little Portugal Station" Fehr & Peers, 2021.

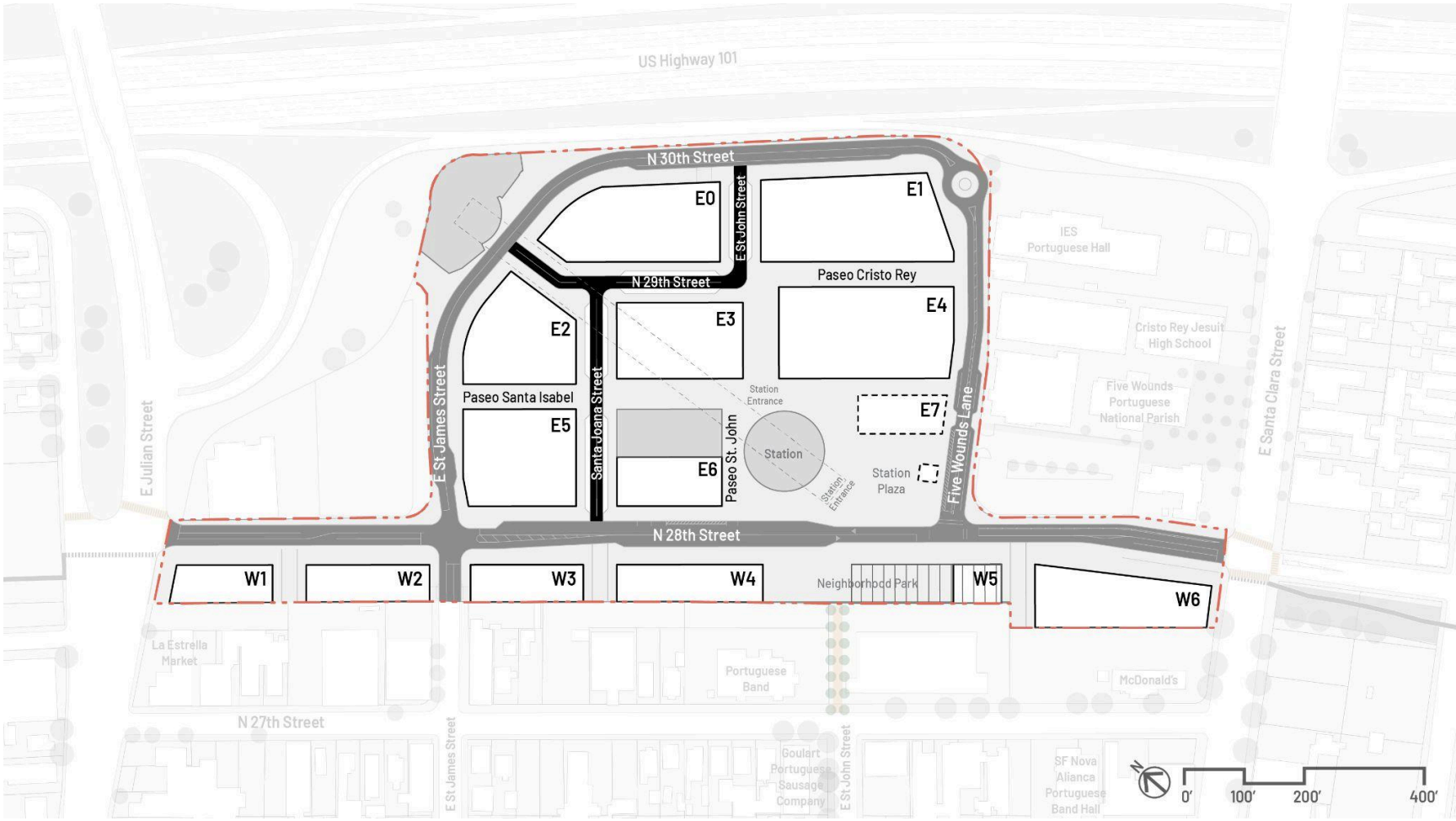


Figure 34. Conceptual street network. Refer to Appendix G: Parcel Plan Evolution for alternative circulation network strategies

N. 28th Street is a multi-functional street that plays a critical role in connecting pedestrians and cyclists to transit—therefore limiting interruptions to the sidewalk, bikeways, and trail is important. However, vehicular and emergency access may be required along the rear yard of most new buildings along the Row Block given the limited curb space and narrow lot depth. Curb cuts along N. 28th Street should be limited to the extent possible to avoid conflicts between active modes and vehicles. N. 28th Street is likely not needed for the proposed aerial access route of EVA. Rather, mid-block access drives on the Row Block as well as E. St. James Street and E. Julian Street provide aerial access routes. No off-street loading and service access is permitted along the east side of N. 28th Street, and up to three curb cuts between E. Julian Street and E. Santa Clara Street should be permitted on the west side of N. 28th Street (one per block) and should be limited in width to the extent possible in alignment with the Five Wounds Urban Village Plan. Refer to Figure 35 below for specific locations of emergency vehicular access on the Row Block.

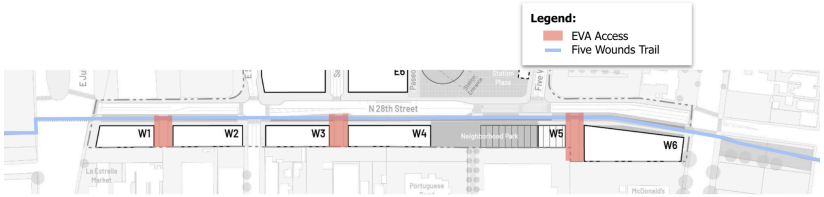


Figure 35. Limited locations where access drives may be permitted along the west side of N. 28th Street

5.5 Curb Management

Managing curb space—for transit users, adjacent uses, and new TOD uses—is critical to maintain a functioning network and prioritize the experience of accessing the Station Entrance and TOD for pedestrians, cyclists, and transit riders. The incorporation of new streets within the Station Block adds over 1,000 linear feet of curb space to support the range of demands on the station area. Prioritization and balance across managed curb uses should reinforce the modal hierarchy while supporting station and TOD access. Refer to the 28th Street/Little Portugal TOD Access Study (VTA, 2025).

The local bus stop (110 linear feet minimum) and ADA-accessible paratransit stop (100 linear feet) are located immediately in front of the Station Entrance along northbound N. 28th Street as noted in Section 5.3.2. Additionally, an ADA-accessible paratransit stop (140 linear feet) is located on Five Wounds Lane adjacent to the Station Plaza. To prioritize accessibility and arrival by transit, these zones require dedicated space to avoid delivery trucks or cars double parking immediately in front of the Station Entrance through clear signage and active management.

An estimated 210 car trips will pick-up or drop-off at the station during peak AM hour (21% of total trips to the station)—a rate of approximately four vehicles per minute—which suggests the need for significant curb space to reduce circling and double parking. The BSVII plans suggest roughly 1,200 linear feet of curb space on the streets surrounding the Station Block as a minimum requirement.

Intuitively, drivers look to drop-off passengers as close to the Station Entrance as possible, therefore clear wayfinding is needed to guide drivers to a designated area and subsequently route them back to primary corridors and Highway 101 via E. Julian Street. The proposed concept vision retains the same approximate curb space, shifting some of the areas on N. 28th Street and Five Wounds Lane into the internal streets near the Station Entrance following direct coordination with the BART Access Planning, VTA Planning, and the Station Access Study team.

The curb space on N. 28th Street between future Santa Joana Street and Five Wounds Lane is identified solely for buses, paratransit, and public or private shuttles, eliminating the need for through traffic of personal vehicles in that segment.

Additionally, there are existing challenges with the configuration of pick-up and drop-off at Cristo Rey High School along Five Wounds Lane. Though more students are likely to arrive at school by transit, enabling a safe pick-up/drop-off location before and after school is critical given it potentially aligns with morning and afternoon commute windows—suggesting curb space for Cristo Rey High School pick-up/drop-off should be separate from transit riders. Therefore, the curbs along the south side of Five Wounds Lane east of the church parking lot should be designed to accommodate Cristo Rey High School and the Five Wounds Parish, to clarify prioritization of school and church use with design elements that include surface treatment, mural, and graphics on the adjacent wall. The concept vision includes approximately 300 linear feet of curb space along eastbound Five Wounds Lane prioritizing use by Cristo Rey High School and Five Wounds National Parish. Further coordination is needed with administrators from Cristo Rey High School to ensure access, parking, security, and visibility are appropriately addressed.

Residential and commercial uses require on-street spaces for the loading of passengers and deliveries to support viability. Where possible, each building should have at least one frontage with reserved space for these uses—ideally located near the front door, loading access, or parking entrance of the building but positioned away from the Station Entrance to the extent possible. Accommodation for commercial loading, garbage service, moving trucks, and vehicular parking should occur off-street within buildings. To the extent possible, commercial loading and moving vehicles should be limited to pre-dawn, midday, or overnight hours to reduce congestion. The concept vision includes a total of approximately 800-1,000 linear feet of curb space for residential and commercial uses (Figure 36). Additional loading and service for buildings on the Row Block may be provided by a rear yard alley.

New streets within the Station Block enable more capacity for pick-up and drop-off in the station area, for enhancement of the experience for pedestrians/cyclists and local residents accessing the area car-free, and for managing spill out after large major events and festivals. An option is still provided for those who must drive in and park. With the full BSVII extension buildout, there is also a hub-network effect where

large parking garages at Berryessa BART and Milpitas BART will only be a one- or two-stop ride away from the 28th Street/Little Portugal Station for those needing additional parking accommodations.

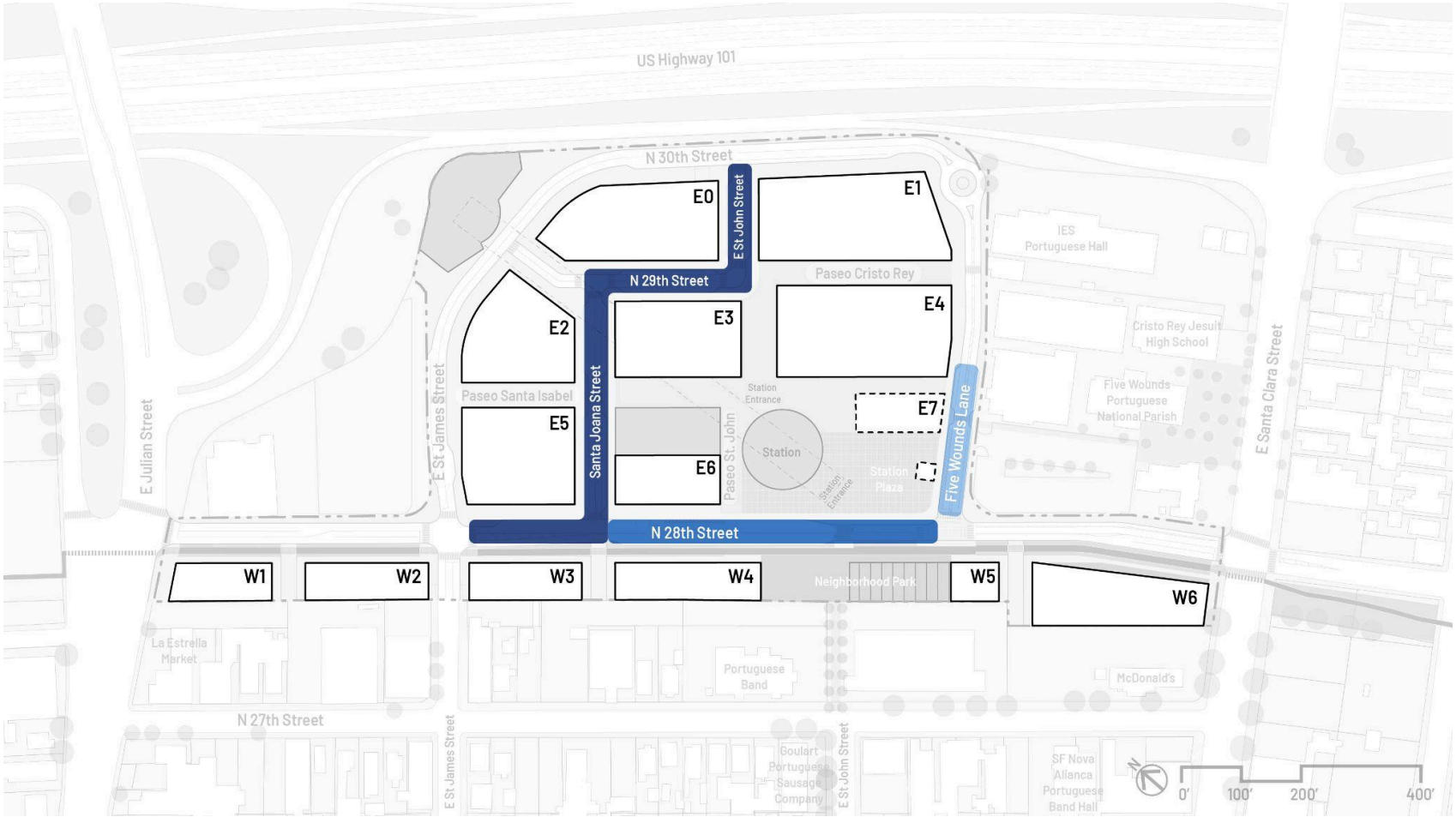


Figure 36. Conceptual curb management plan