

NORTH BAYSHORE AREA PLAN

OCT. 26

NORTH BAYSHORE AREA PLAN

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- ADOPTED BY CITY COUNCIL BY RESOLUTION No. 11421 ON MARCH 14, 1977
- ADOPTED BY SHORELINE REGIONAL PARK COMMUNITY BOARD BY RESOLUTION No. S-33 ON DECEMBER 15, 1977
- AMENDED BY CITY COUNCIL BY RESOLUTION 11863 ON DECEMBER 15, 1977

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RECOMMENDED FOR ADOPTION BY THE ENVIRONMENTAL PLANNING COMMISSION ON
OCTOBER 6, 1976

PREPARED BY THE STAFF OF MOUNTAIN VIEW PLANNING DEPARTMENT;

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SPECIAL THANKS TO THE STAFF OF THE WORD PROCESSING CENTER

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CITY OF MOUNTAIN VIEW
RESOLUTION NO. 11421
SERIES 1977

A RESOLUTION APPROVING NORTH BAYSHORE AREA PLAN
AS RECOMMENDED BY ENVIRONMENTAL PLANNING COMMISSION

WHEREAS, the City Council has received and considered a report dated March 9, 1977 from the City Attorney recommending approval of the North Bayshore Area Plan as submitted by the Environmental Planning Commission;

NOW, THEREFORE, BE IT RESOLVED by the City Council of the City of Mountain View:

1. That the proposed North Bayshore Area Plan as recommended by the Environmental Planning Commission is hereby approved, but amended to remove the proposed recreational vehicle park from the L'Avenida location.

2. That an amendment is added that the provision for tax increment financing is not being adopted.

3. That a further analysis be made to determine whether there is a viable plan without tax increment financing.

The foregoing Resolution was regularly introduced and adopted at a Regular Meeting of the City Council of the City of Mountain View duly held on the 14th day of March, 1977, by the following vote:

AYES:	Councilmembers Allen, Frosolone, Gordon, Lyon, Moss and Mayor Perez
NOES:	Councilmember Wilmuth
ABSENT:	None
NOT VOTING:	None

ATTEST:

Alice Roylance
ALICE ROYLANCE
CITY CLERK

APPROVED:

Joseph R. Perez
JOSEPH R. PEREZ
MAYOR

CITY OF MOUNTAIN VIEW
 RESOLUTION NO. 11420
 SERIES 1977

A RESOLUTION APPROVING PROPOSED AMENDMENTS TO
 CHAPTER 4 OF THE GENERAL PLAN PERTAINING TO
 THE NORTH BAYSHORE AREA

WHEREAS, the City Council has received and considered a report dated March 9, 1977 from the City Attorney recommending approval of the proposed amendments to Chapter 4 of the General Plan pertaining to the North Bayshore Area;

NOW, THEREFORE, BE IT RESOLVED by the City Council of the City of Mountain View:

1. That the proposed amendments to Chapter 4 of the General Plan pertaining to the North Bayshore Area are hereby approved and further amended to remove the proposed recreational vehicle park from the L'Avenida location.
2. That the tax increment financing is not being adopted.
3. That a further analysis be made to determine whether there is a viable plan without tax increment financing.

The foregoing Resolution was regularly introduced and adopted at a Regular Meeting of the City Council of the City of Mountain View duly held on the 14th day of March, 1977, by the following vote:

AYES:	Councilmembers Allen, Frosolone, Gordon, Lyon, Moss and Mayor Perez
NOES:	Councilmember Wilmuth
ABSENT:	None
NOT VOTING:	None

ATTEST:

Alice Roylance
 ALICE ROYLANCE
 CITY CLERK

APPROVED:

Joseph R. Perez
 JOSEPH R. PEREZ
 MAYOR

NORTH BAYSHORE AREA PLAN

INTRODUCTION

The North Bayshore Area Plan is a document providing guidance to the overall policies and programs which will affect the future of the North Bayshore Area. It is based upon adopted City-wide and North Bayshore Area goals as delineated in the revised General Plan, Resolution No. 9475, adopted August 28, 1972, and the provisions of the Mountain View Shoreline Regional Park Community Act, Assembly Bill 1027, August 29, 1969.

The Plan emphasizes the need for rational improvement within natural, social, and financial limits. While this area retains various negative constraints, e.g., flooding, subsidence, and noise pollution, these need not dictate a negative response but rather a recognition that the area is unique. The Area Plan tries to capitalize on the area's positive aspects while removing, controlling or, when appropriate, accepting its negative features.

The Area Plan is divided into three main sections--Land Use, Public Facilities and Services, and Implementation Program. Urban design, social, and financial concerns underlie the policies of each section. Although land use serves as a focus for consideration of the other needs, development of the land use policy was based extensively on the feasibility and limits of circulation, public facilities, and financing. A major modification of any one aspect of the policy could require changes throughout the Area Plan.

A separate Environmental Impact Report (EIR) was also prepared for the draft North Bayshore Area Plan. The final North Bayshore Area Plan incorporates additions to eliminate or mitigate problems identified by the EIR.

Purpose of an Area Plan

The Area Plan is a means for the City to bridge the gap between the broad policies of the General Plan and the means for implementing those policies-- zoning, capital improvements, phasing, and budgeting. Based on detailed study, the Area Plan provides a comprehensive plan of the study area, linking physical, social, environmental, design and economic considerations together. The Area Plan is primarily a short and mid-range plan, laying the foundation for long-range policies. Finally, the Area Plan involves people, the residents and owners of an area, in defining specific needs and policy.

The North Bayshore Area Plan is an important step leading to the development of the area. Like other plans which span several years, the Area Plan should be considered flexible, subject to periodic review and updating as new information, potentials or constraints emerge. It does not and cannot answer every question which might arise about the future of the North Bayshore Area.

A. AREA PLAN POLICIES

The Area Plan and particularly the Land Use Policy, is based on the following general policies already set forth in the General Plan, Amendment No. 5, Resolution No. 9475, Series 1972.

1. The development shall respect the physical, economic and social constraints of the area.
2. The use of the area shall have a benign impact on the basic natural environment of the shoreline area north of the Park.
3. The area shall be designed to be an integral part and complimentary to the rest of the City of Mountain View.
4. Uses shall be complimentary to, and create the proper environment for the Shoreline Regional Park.
5. Plans and implementation shall ensure quality development but such development shall not be a burden on the rest of the City.
6. Planning and implementation changes in the area shall result in improvements to the physical environment of the residents of the area. The social impact of any development shall be considered.
7. Life and property shall not be put in jeopardy through development which does not properly take into consideration the flood prone and geological hazards of the area.
8. Commercial development in the area shall be kept at a minimum mainly related to the Shoreline Regional Park patrons, the area's residents and employees.
9. Restoration and conservation of existing housing stock shall be actively pursued.
10. The mobile home park, Santiago Villa, may be preserved as long as the high quality of this residential area is maintained and the housing need is effectively served.
11. Industrial and commercial uses in the area shall be limited and of relatively low intensity because of a) the limited access to the area and b) growth-inducing impact of employment.

These general policies also meet the purposes outlined in the Shoreline Regional Park Community Act (AB1027) which was enacted in 1969 to develop the recreational potential of the natural resources of the area.

B. DESCRIPTION OF AREA

The North Bayshore Area Plan covers approximately 950 acres of the total 1,500 acres of land located north of the Bayshore Freeway (U.S. 101). This Plan does not include the development and operation of 544 acres now under the Shoreline Regional Park jurisdiction, but does take it into careful consideration. The area (see Figure A-1) is bound on the south by the Bayshore Freeway, on the north by Shoreline Regional Park, on the west by San Antonio Road, and on the east by Stevens Creek.

EXISTING ENVIRONMENTAL CONDITIONS

1. Physical Conditions

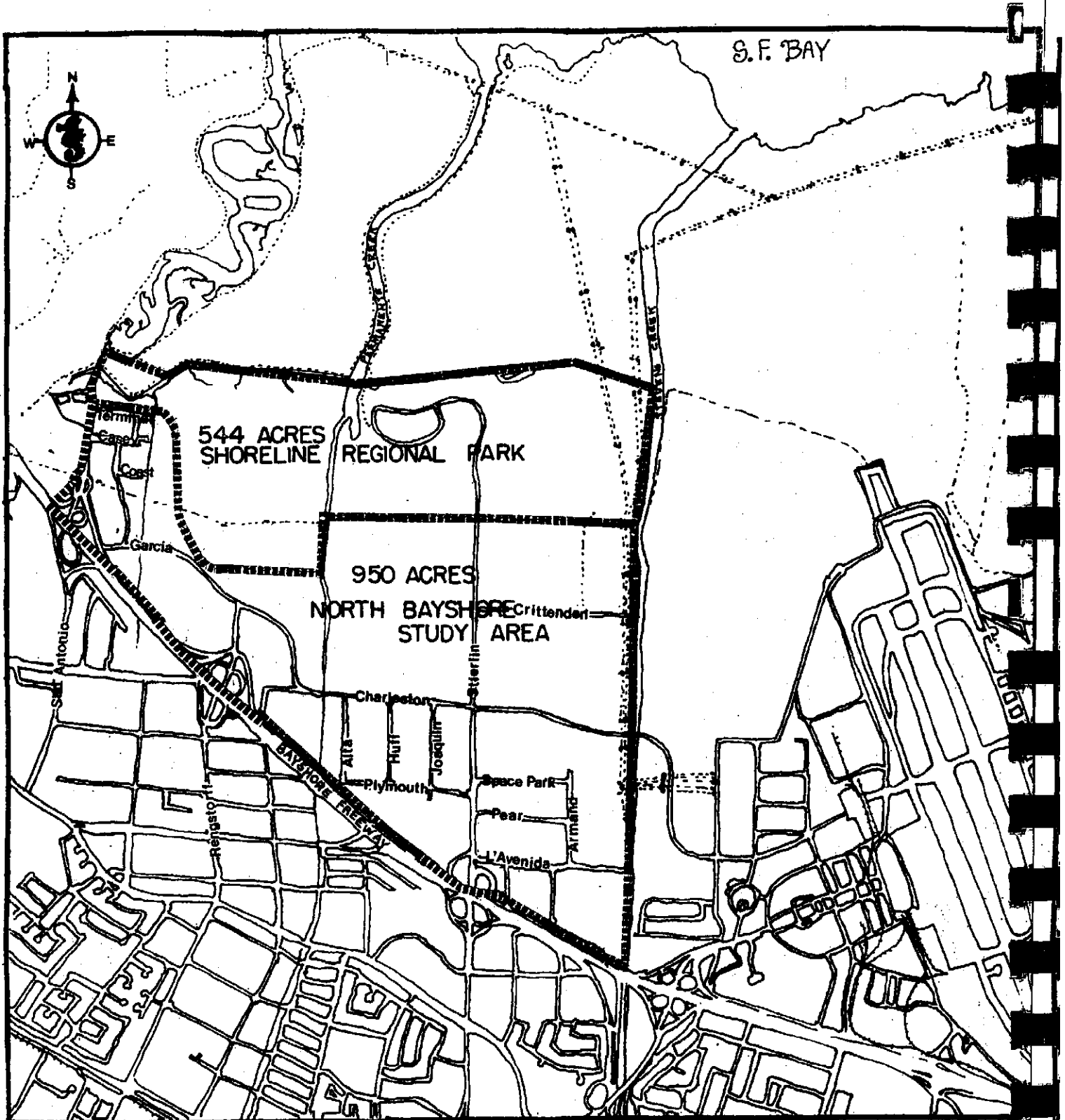
The principal physical constraints which influence the area have been well documented over the past decade. The following is a summation of these major factors:

- a. Land Area - The current land uses in the North Bayshore Area consist of a mixture of industrial, residential and open uses (see Figure A-2). Excluding the park, approximately 12% of the area is devoted to industrial uses, 15% to residential and over 50% consists of vacant land or open uses such as agriculture, stables and commercial recreation facilities.

The land is low and flat; existing ground-surface elevations range from approximately 30 feet to 0 feet (mean sea level). Lands are marginally suited for agriculture because of the Sunnyvale clay and mocho loam soil.

Patterns of ownership in the North Bayshore Area range from numerous small parcels of one to two acres to major land holdings ranging to 140 acres. All the land dedicated to the Shoreline Regional Park is in public ownership.

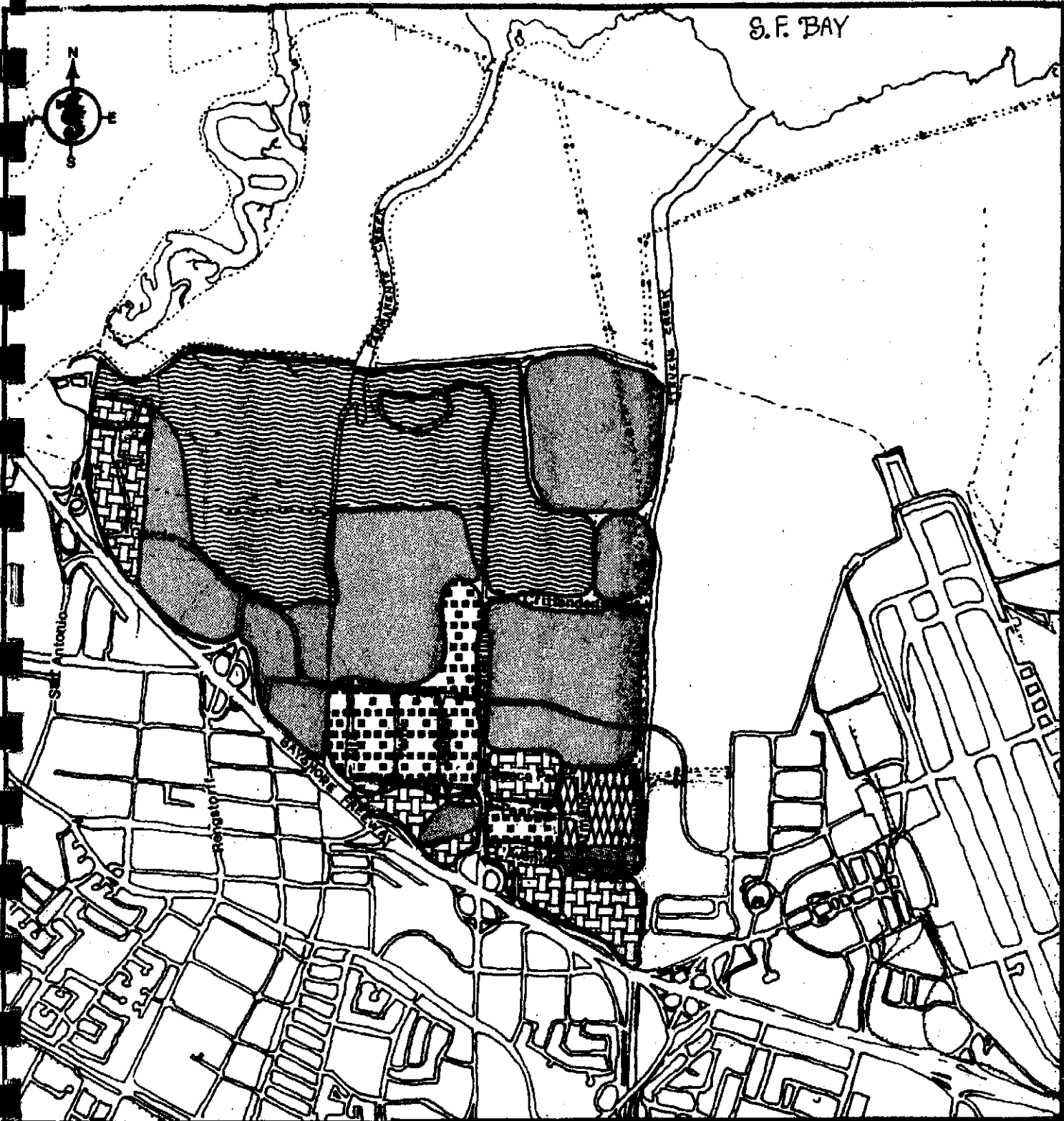
- b. Access - The area is isolated and has limited public access, being adjacent to the Bay on the north, Charleston Slough on the west, Stevens Creek and the U.S. Government facilities on the east, and Bayshore Freeway on the south. These, and particularly the freeway, isolate the area. Access to the area is afforded from or over interchanges in the Bayshore Freeway at Stierlin Road, Rengstorff Avenue, and San Antonio Road. The two-lane overpasses and incomplete interchange are a serious constraint to future development.
- c. Utilities - Existing utility service systems are extensive only in the southeast portion of the study area. In spite of the availability of the City water supply, the residential portion of the area is still predominately served by wells. Approximately 180 wells exist within the area; and some of these are polluted from salt water intrusion and septic tanks.








NORTH BAYSHORE PLAN

STUDY AREA

S. F. BAY



-  OPEN USES/VACANT
-  INDUSTRIAL
-  SANITARY LANDFILL
-  MIXED USE AREA
-  MOBILE HOME PARK

NORTH BAYSHORE PLAN

EXISTING LAND USE

Sanitary sewers serve Space Park Way and L'Avenida Avenue. The central residential portion of the area, however, does not contain sanitary sewer lines. There are two major trunk sewers through Shoreline Park which carry flows to the Tri-City Treatment Plant in Palo Alto. A 24-inch gas transmission main exists immediately west of Rengstorff Avenue, running to the north.

- d. Roads - The only improved roadways are located in the vicinity of San Antonio Road and L'Avenida Avenue. Many of the others are too narrow for today's traffic use and are poorly paved. Above the Bayshore Freeway corridor, no continuity and east/west access exists across Stevens Creek or between San Antonio terminal industrial complex and site. In addition, distances between the San Antonio Road and Rengstorff Avenue interchanges, and between Stierlin Road and Moffett Boulevard interchanges are too close to handle traffic movements effectively. These two-lane overpasses are serious constraints to access into the study area if increased development is to occur.
- e. Noise - Noise emanating from the freeway, Moffett Field aircraft, and the NASA installations (wind tunnels) across Stevens Creek is a major constraint. Freeway noise is continuous and at levels which are clearly detrimental to some urban uses.
- f. Flooding - Much of the area is subject to flooding, being maintained free from normal inundation by the salt pond dikes, the park, and the dikes along both Permanente and Stevens Creek. However, most of the area could be inundated by a storm producing a flood with a 100-year reoccurrence along Stevens Creek.
- g. Subsidence - The area is subject to subsidence, having experienced 31 inches of subsidence over the last 11 years. Subsidence aggravates the flood hazard for the area. Water supply for the area is obtained mainly from pumping wells which tap shallow underground aquifers. This has little effect on subsidence. The principal cause of subsidence in North Bayshore is excessive pumping from deep aquifers by major users, the largest users being the Cities of Mountain View and Sunnyvale.
- h. Drainage - Local drainage is also a problem since dikes protecting against Bay waters trap local waters and there is currently no comprehensive drainage system in the area.
- i. Seismic Hazard - Much of the area presents higher than normal earthquake risk for structures because of liquefaction of water saturated, loose sand layers, isolated by clays within 50 feet of the earth's surface.

- j. Air Quality - Sources of air pollution in the immediate area are primary from trucks and automobiles along the Bayshore Freeway, with minor input from the model testing at Ames Research Laboratory and Navy turboprop traffic patterns. The State recommended oxidant, nitrogen dioxide, and visibility standards have been exceeded, particularly during windless periods. However, the problem is regional in scope, not local.

Physical constraints also include persistent winds from the Bay having unimpaired movement over the flatlands along the shore. While these winds are beneficial to the rest of the valley in maintaining cool temperatures in the summer and dispensing pollutants, they can constitute a discomfort to people living in the study area.

- k. Water Supply - Much of the area is still served by wells. Water from these wells is often below accepted standards due to contamination from septic tanks and other pollutants in the aquifers.

2. Social Conditions

Social constraints in the existing Study Area concern approximately 570 households and the 1,420 (1971) resident population.

- a. People - Table 1 (Appendix I) shows the racial distribution of persons living in the study area. Almost all the residents of Santiago Villa are white. Thirty-three percent of the residents in the remaining area belong to minority groups. The 1970 census indicates the median age is 25.3 years, and a median 12.1 years of schooling completed--both the lowest of any city census track.

Table 2 (Appendix I) shows the distribution of family sizes in 1971. This data indicates that the dwellers of Santiago Villa Mobile Home Park are primarily small families. No family group within the Villa is reported with more than three members. The family sizes of those living in the remaining study area are considerably larger than the rest of the City. Twenty-five percent of these families have five or more members. Table 3 (Appendix I) indicates (1971) the tenure of the families.

According to the 1971 data, approximately 75% of the residents lived in the area less than three years indicating high mobility; however, that includes the relatively new mobile home park which is expected, in time to have very low mobility. The few homeowners outside of the mobile home park have relatively high tenure with approximately 72% residing in the area more than five years and 30% more than 20 years. The renter's tenure averages approximately two years.

Table 4 (Appendix I) shows the complaints indicated by the people in a survey conducted in 1971. Although not asked specifically, 10% of the residents outside of Santiago Villa indicated that the water had a bad taste. Many persons in the area obtain water from their neighbor's well, and some acquired water from a nearby service station. From the responses on this table and conversations with interviewers, the following problems of living in this area were defined:

1. Most residences in the area appear to be bothered by mosquitos, particularly during the summer months.
2. The odor from the septic tanks and the fertilizers used in the adjacent farm lands irritated many of the residences.
3. Noise from Moffett Field, Bayshore Freeway and trucking activities annoyed many of the dwellers.
4. Many of the dwelling units in the area do not provide all the conveniences normally associated with modern living. Complaints about the heating, lack of sewerage lines, and plumbing and electrical wiring were quite frequent.
5. The water quality is poor, frequently having bad taste and color.

In spite of these drawbacks, many of the residents of the area indicated in the survey that they enjoyed and were comfortable living there, indicating the following positive aspects of the area:

1. The area provides an open, rural living atmosphere, different than the surrounding suburban areas.
2. The area provides the residents an opportunity to keep horses, farm their own property, and maintain their own business.
3. Many people felt the area cost less than other places to live.

These overall social and economic conditions in the study area have not appreciatively changed since this data was collected in 1971.

- b. **Housing** - In 1969 a windshield survey of the area determined that about 67% of the housing units in the area were substandard, and 20% on the borderline. These figures exclude Santiago Villa. The housing falls into two categories: some 350 units located within Santiago Villa Mobile Home Park adjacent to Stevens Creek; and 190 conventional housing units are occupying the area primarily west of Stierlin Road. About 50% of the units in the area were rentals; and median rent at the time was \$110 a month, lowest in the City. The median value of the owner-occupied units was \$25,000; 32% of the housing was built before 1950.

- c. **Residential Services and Facilities** - The area also lacks many of the traditional social amenities that attract and hold families. There are no schools or parks. There is only one small grocery store. There are no medical or welfare facilities. There is no regular public transit service to the area. Due to the heavy truck traffic throughout the area, the narrow unpaved roads are unsafe for walking or bicycle riding.

With the exception of L'Avenida and Space Park Way, all the streets are in need of repair; they are inadequate for present traffic needs. In addition, the people living there are limited to the automobile for their mobility. There is no county-wide or local transit service into the area.

3. Urban Design and Development Features

The immediate skyline along the eastern and northern edges is dominated by high voltage power line towers. The major structures of Ames Research and Moffett Field and the turbo takeoff patterns, from Moffett Field, visually dominate the eastern and northern skies. Views to the north from the elevated Shoreline Park take in the Dumbarton Bridge, Bay and East Bay mountains; to the west they take in Hoover Tower, and the Palo Alto skyline, and West Bay foothills.

No single land use characterizes the general area. Beginning at the interchange of the Bayshore Freeway and Stierlin Road going northward, one sees a drive-in theater, a greenhouse, light industry, and some single-family residences.

At the end of Space Park Way is the entrance to Santiago Villa Mobile Home Park. The Park is separated from the southeastern part of the Newhall property (142 acres) by a six-foot wooden fence. Santiago Villa is a quality mobile home park, providing pads for 358 mobile homes up to 24 by 60 feet in size and numerous recreational features. Although the Park conveys a rather cramped and paved impression, it is very well maintained and all the mobile homes are skirted and landscaped. Residents have expressed dissatisfaction with nearby industrial uses on L'Avenida. Industrial buildings, such as those along Space Park Way, apparently do not generate problems for these residents because the area is zoned and developed with limited industrial uses, keeping most of the activities inside of the buildings.

To the east of the Ferrari landfill project, north of Crittenden Lane, is the agricultural land and further east, the PG&E towers, stables for horses, and facilities for other farm animals. On the PG&E easement directly to the east of the Newhall property and adjacent to Stevens Creek is the Mountain View Christmas Tree Farm, a large, densely planted strip of land. Stevens Creek is to the east of the PG&E towers. At this location, the creek has been channelized and in the winter months is often a muddy slough. Going further north on Stierlin beyond Crittenden, is a dumping site for use by the public and, beyond that, the site of the future Shoreline Regional Park, now a solid waste disposal site.

The northern and eastern boundaries of the Shoreline Regional Park and along Stevens Creek and Permanente Creek are perimeter dikes. Dikes also enclose two salt ponds utilized by Leslie Salt Company for extraction of salt through evaporation. Wildlife inhabit the ponds along the marsh areas and water courses. The salt ponds in particular provide feeding opportunities for aquatic birds. Cord grass, pickle weed, and other indigenous flora occur generally in this area. Land east of Stevens Creek, north of Crittenden has recently been acquired by the Mid-Peninsula Regional Park District for open space use.

The uses west along Stierlin consist of a mixture of housing (much in disrepair) and minor industrial and commercial uses. The rest of the area is devoted to agricultural uses and consists of major land holdings ranging from 5 to 140 acres.

The land uses west of Stierlin Road, south of Charleston Road are representative of most of the North Bayshore Area west of Stierlin and along Charleston Road. There is housing (190 units), most in various states of disrepair. Some of the houses are devoted to commercial uses; some are vacant. There is small scale truck farming and vacant lots overgrown with vegetation. There is some industrial development south of Plymouth Road inter-mixed with single-family units.

Going west along Charleston, there are a number of commercial ventures; riding stables, contractor's yards, firewood and fill operations, and fence stake business and more truck farms. The southern portions of the area are occupied by light industrial uses and the drive-in theater. The far western portion of the study area is occupied by light industrial uses along San Antonio Road.

4. Economic Conditions

The economic situation of the area is complicated because of many physical and social constraints in the area.

- a. Land Development - The economics of land development in some areas involve great cost for fill in addition to normal development cost. Much of the land is marginally suited for agriculture because of the soils, high land cost and taxes, and the limited relationships to agricultural support such as labor, processing and market.
- b. Employment - Most of the major employment centers adjacent or near the study area are electronic activity and research and development firms. Many depend to a large extent on federal defense/space expenditures and are particularly sensitive to changes in these expenditures. The area's population may have an age and educational limitation for such occupations.

- c. Household Data - The Tables 5 and 6 (Appendix I) indicate the annual income of the households as of 1971. There are 37 households that receive an annual income of less than \$4,000. Forty-nine households in the area pay monthly rent charges of less than \$100. These dwellings provide inexpensive housing which is close to many job opportunities and convenience to modern urban living. A 1971 study determined that 59% of the families in the area are classified as being low income. Median income in the study area was \$7,686 (1970 U.S. Census). The unemployment rate for males, 16 years or older in 1970, was 12.9% and 2.9% for females.

For a detailed analysis of how the North Bayshore Area compares with other planning areas of the City, see General Plan Data Book, Mountain View Planning Department, 1974.

C. CITIZEN INVOLVEMENT AND INFORMATION PROGRAM

A conscious effort was made to have formal as well as informal citizen input into the development of the Area Plan. This included mailouts, telephone calls, public meetings, visits to homes, and numerous auto and walking tours of the area.

During the last six years, there have been several planning activities in the area. Many of the property owners were confused and apprehensive, not knowing whether to try and develop their land, sell it, or wait to see what would occur in the near future.

On October 8 and October 29, 1975, informal public meetings were held in the area by a subcommittee of the Environmental Planning Commission and staff. Each meeting helped to familiarize the Planning Commission and citizens of the area of the planning issues and concerns as seen by both. Preliminary land use proposals were presented at this time for reaction by the citizens. A citizens' advisory group was formed by the citizens themselves during the first meeting to work with the staff to assure residents of the area that their concerns were considered. The meetings also offered the opportunity to discuss questions related to annexation.

The EPC held several study sessions prior to hearings. In December 1975, the Environmental Planning Commission began holding a series of public hearings on the draft Plan and EIR.

SECTION 1

PROPOSED LAND USE

This section presents the overall, as well as the detailed land use controls needed to implement the development policies for the planning area. It discussed the existing land use conditions, basis for policy, available options, and recommended changes.

SECTION 1. LAND USE

A. INTRODUCTION

The proposed Land Use Map, Figure 1-1, and Table 1-1, depict the overall future land uses for the 1,490-acre North Bayshore Area. Approximately 50 percent of the area will be maintained in public open space, with 11 percent designated for low-intensity, open space/commercial uses in the low-lying areas near the Shoreline Regional Park. Twenty-three percent of the land, adjacent to the Bayshore Freeway, is designated for low-intensity industrial/office use with an additional five percent being devoted to the mixed-use area. One percent of the area is designated to provide commercial services.

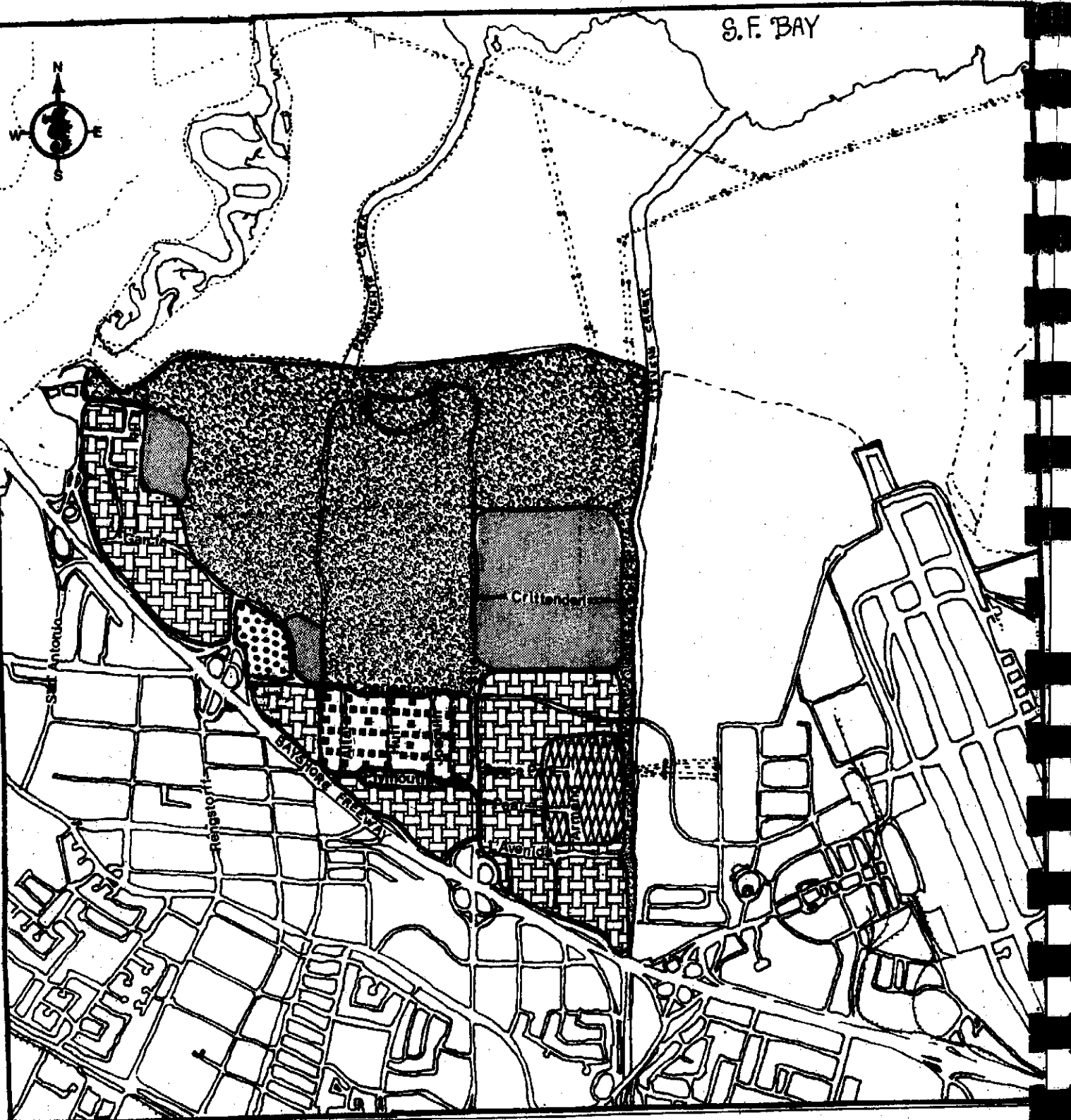
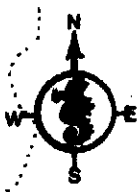
Basis for Land Use Policy







The area has been divided into 16 smaller areas, as defined in Figures 2-2 through 2-5 for detailed review of the land use policy. Preferred zoning designations have been recommended where possible; however, alternative land use guidance mechanisms are also offered as options in many instances. Use of the P District with detailed development Precise Plans is recommended where necessary because of the unusual circumstances inherent in the land and to enable an effective mixture of uses. Specific zoning designations are intended for tentative policy guidance only. Actual rezoning will occur as a separate process, according to established notification and hearing procedures and based on merit, using this Plan as a policy framework. Appendix II, the Stierlin-Charleston Industrial Area Precise Plan, has already been adopted for one major parcel and serves as a means to merge industrial and open space/commercial uses. Appendix VIII is a recreation area Precise Plan.

The proposed land use policy is predicated on a combination of factors, foremost of which are the adopted General Plan Policies for the North Bayshore Area. The following guidelines were followed:

1. The combination of uses must be limited by identified constraints. Because of traffic and access limits as well as the need to consider the employment and housing balance, lower-than-normal intensity uses in terms of employment and traffic generation are encouraged. Coupled with these factors are the relationships to Shoreline Regional Park, potential for flooding, cost of fill and policy for a sense of openness which lead to less intensive development on the lands.
2. The land use policies should build on the existing structure of the area. The diverse lot sizes, ownership patterns, and uses are the basis for establishing development controls. The Planned Community, (P) District is used for large properties where it can most logically aid in developers, and the City specifically, in defining development. A new zone is proposed for preservation and enhancement of the present low-intensity, mixed-use area, and guidelines are established for blending the variety of uses.

S. F. BAY



-  PUBLIC PARK
-  MOBILE HOME PARK
-  COMMERCIAL
-  MIXED USES
-  OPEN SPACE-COMMERCIAL
-  INDUSTRIAL

NORTH BAYSHORE PLAN

PROPOSED LAND USE

Fig. 1-1

3. The land use policies are dependent on and oriented to private market implementation. The policies strive to provide a framework for individual property owners to develop their lands efficiently. Timing and phasing of development will largely be dependent on the private market and is not limited except where it might overstep established constraints, as defined in the Public Facilities and Implementation sections.

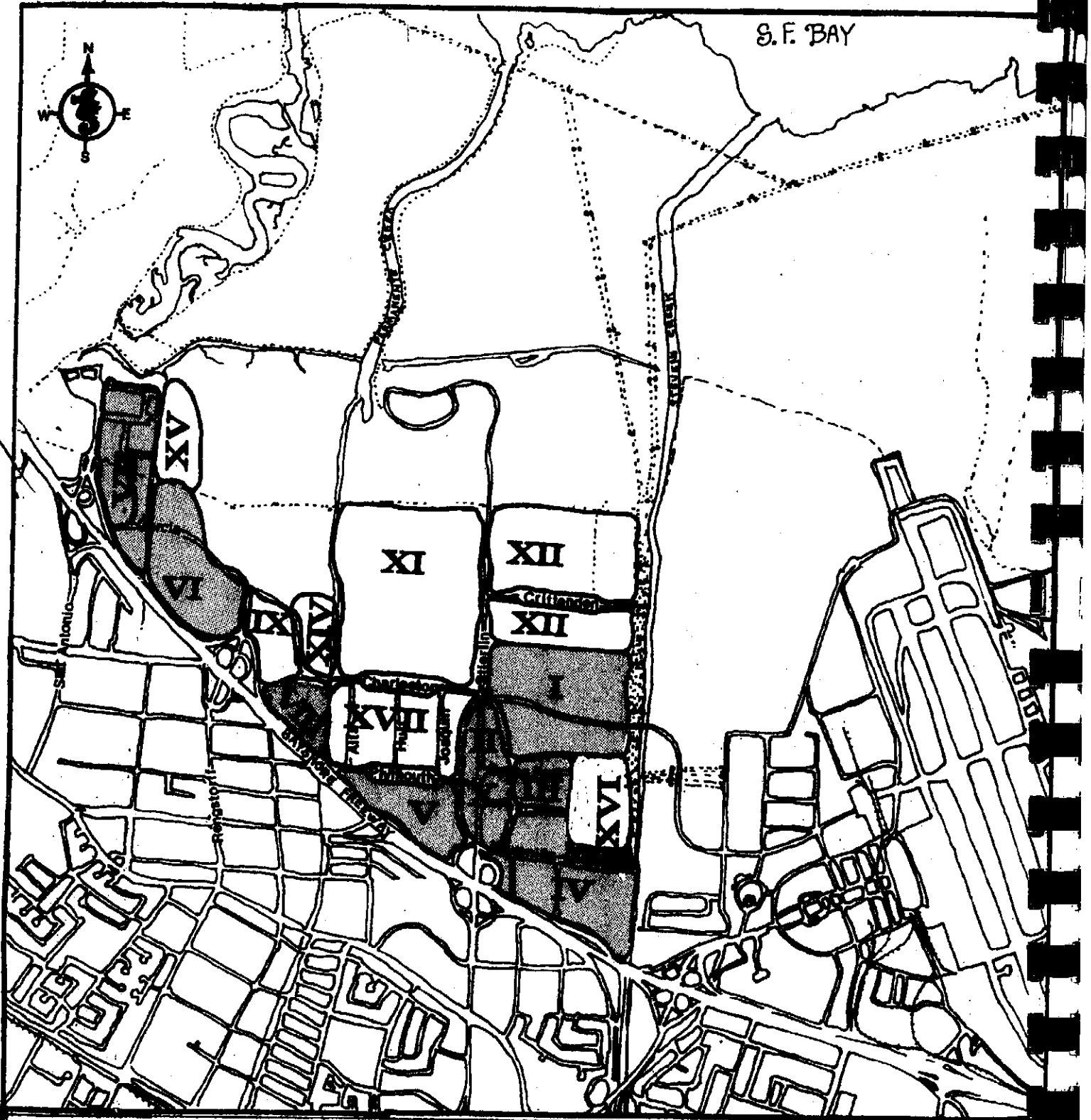
TABLE 1-1 - LAND USE DATA

Land Use Categories	EXISTING			PROPOSED		
	Approximate Acres	% Total	% Excluding Parks	Approximate Acres	% Total Area	% Excluding Parks
Residential						
mobile homes	40	3	4	40	3	5
single-family	90	6	10	*		
Commercial						
open space/commercial	30	2	3	170**	11	21
commercial with residential	5	--	1	*		
commercial without residential	5	--	1	15	1	2
Agriculture						
agricultural	415***	28	43	30***	2	4
agricultural with residential	35	2	4	*		
Industrial/Office	105	7	11	350	23	43
Contractors Yard & Storage						
with residential	5	--	1	*		
without residential	40	3	4	*		
Proposed Mixed-Use District	--			70	5	9
Vacant Land	65	4	7	--		
Streets	110	7	11	125	8	16
Public Parks	545	37	4	690	47	
TOTALS	1,490			1,490		

*This use category will be covered by the mixed-use District, approximately 60-70 total acres.

**Open space/commercial uses.

***This figure includes public utility lands being used for agricultural purposes.



NORTH BAYSHORE PLAN

THE SHADED AREA IS

**INDUSTRIAL AND OFFICE
LAND USE**

B. INDUSTRIAL AND OFFICE LAND USES

The land designated for industrial and office uses covers approximately 350 acres extending along the southern portion of the Study Area from San Antonio Road to Stevens Creek. Of this, approximately 250 acres, or 70 percent, remains for development. The 350 acres has been divided into seven areas delineated in Figure 1-2.

The adopted General Plan states that the "feeling" of Shoreline Regional Park must extend to encompass the entire area, including this industrial area. This best can be expressed through project design and landscaping as well as through the type and intensity of industrial activity which occurs.

The Area Plan provides for such low-intensity industrial and office use, mainly along the southern portion of the Study Area, from San Antonio Road to Stevens Creek. This area is heavily impacted by freeway noise and air pollution. Industrial uses and office buildings are best capable of dealing with these factors in construction.

In order to minimize traffic problems and the growth-inducing effect, industrial development with a low proportion of employment to acreage is being encouraged through proposed changes in development regulation, options for warehousing and the use of P-zoned Precise Plans. Further control on the intensity of development may be necessary should the private development outstrip the traffic capabilities or other constraints. The Plan provides benchmarks for measurement of traffic impacts relative to development. Additionally, continuous periodic review of the process of implementation shall also take place.

AREA I - NEWHALL LAND AND FARMING COMPANY PROPERTY

DESCRIPTION: The area consists of approximately 142 total acres of undeveloped land located on the east side of Stierlin Road between Space Park Way and Crittenden Lane, occupied by two dwellings, including the Rengstorff House, with a majority of the land devoted to row crop farming.

The geographic location of the subarea dictates important environmental constraints in its development:

1. It consists of lands lying along Stierlin Road, the primary entrance to Shoreline Regional Park;
2. Its eastern edge is generally more susceptible to liquefaction in the event of an earthquake;
3. It is located primarily below the ten-foot elevation contour, thereby subject to flooding from inundation; and
4. It is located immediately south of Shoreline Regional Park, and proposed extensions of the same.

ADAPTED LAND USE CONTROL: The area was zoned P, Planned Community, and has a Precise Plan adopted September 29, 1975, the Stierlin-Charleston Industrial Area Plan. Under the Plan, approximately 80 acres will be devoted to industrial use and the remainder to open space/commercial uses, merging the

open space uses with an industrial park. The Precise Plan provides control of the intensity and design of development scheduled for this area.

AREA II - STIERLIN ROAD FRONTAGE BETWEEN CHARLESTON ROAD AND L'AVENIDA

DESCRIPTION: The area consists of 20 acres of partially developed land lying along Stierlin Road to a depth of one lot. It presently contains 16 dwelling units, some of which are used for minor industrial and commercial purposes. The development criteria within this area must place emphasis on the assurance of design compatibility with Stierlin Road as a primary entrance to Shoreline Regional Park.

As a major arterial into the Study Area, Stierlin Road will be a source of increased noise and air pollution, and pedestrian activity which would affect adjacent land uses. The assessed cost of improving Stierlin Road to the required standards will place a heavy economic burden on the City, developers, and individual property owners. In addition, because of their location next to this arterial, land values and assessed value will rise. The existing uses may not be able to absorb these costs.

ADAPTED LAND USE CONTROL: The land shall be zoned to the P, Planned Community, District and incorporate all uses listed as principal permitted uses within "Area I" of the adopted Stierlin-Charleston Precise Plan, which sets special design criteria along Stierlin Road, (Appendix II) with the added provision for uses permitted in the proposed mixed-use area.

AREA III - INDUSTRIAL AREA ALONG SPACE PARK WAY

DESCRIPTION: The area consists of approximately ten acres of land located along Space Park Way, presently zoned ML. Space Park Way is one of the two entrances to Santiago Villa Mobile Home Park, located immediately east of the area.

ADAPTED LAND USE CONTROL: Retain ML zoning.

AREA IV - GENERAL INDUSTRIAL AREA

DESCRIPTION: The area consists of approximately 90 acres of partially developed land located along Pear Avenue and L'Avenida adjacent to the existing mobile home park, the PG&E right-of-way, Stevens Creek and the Bayshore Freeway. The eastern edge of the land is generally susceptible to liquefaction in the event of an earthquake. The southern portion is impacted by noise from the Bayshore Freeway and gravel trucks from the various businesses in the area.

There are approximately 22 dwelling units remaining, though the area is the location of most of the Study Area's general industrial uses, e.g., Kaiser Sand and Gravel, Santa Clara County Transit District yard, contractor's yards, auto wrecking yards, truck storage.

AREA V - INDUSTRIAL AREA SOUTH OF PLYMOUTH STREET ADJACENT TO BAYSHORE
FREEWAY

DESCRIPTION: The area consists of approximately 40 acres of partially developed land south of Plymouth Street. The land which is impacted by noise from the Bayshore Freeway is presently zoned ML and consists of a mixture of industrial and residential uses. Existing outside storage is nonconforming. The uses in this area impact the adjacent residential concentration with its truck traffic and on-street parking by employees of the various businesses.

ADAPTED LAND USE CONTROL: The area shall be rezoned to the MM-40 District because of dominant industrial land uses already existing and because of noise generated from the freeway. Leave P Zone for the theatre until such time as an alternative use is sought.

AREA VI - GARCIA/CHARLESTON AREA

DESCRIPTION: This area consists of approximately 50 acres of vacant undeveloped land east of the Coast Casey Canal and west of the Rengstorff freeway interchange, extending from the Bayshore Freeway north to the western edge of Shoreline Regional Park. A golf driving range occupies the land near the freeway interchange.

The area is heavily impacted by noise and air pollution from the Bayshore Freeway. It is located below the ten-foot elevation contour, subjecting it to potential flooding and inundation. Any development of the area will have a visual impact on Shoreline Regional Park to the north.

ADAPTED LAND USE CONTROL: Because of the low elevation, potential fill requirements, prominent location relative to the Park and potential for overdevelopment, the area shall be zoned to the P District and a Precise Plan prepared specifying the types and extent of industrial and office use, a grading plan, employment, and phasing. In general, the area shall be devoted to a use or combination of office and industrial uses, which are designed compatibly with the open park-like nature of the area, and which result in a balance of low traffic demands and employment. Because of the low elevation of much of the area and fill needs, strong consideration should be comparable to the Stierlin-Charleston Industrial Area Precise Plan.

AREA VII - INDUSTRIAL AREA EAST OF SAN ANTONIO ROAD

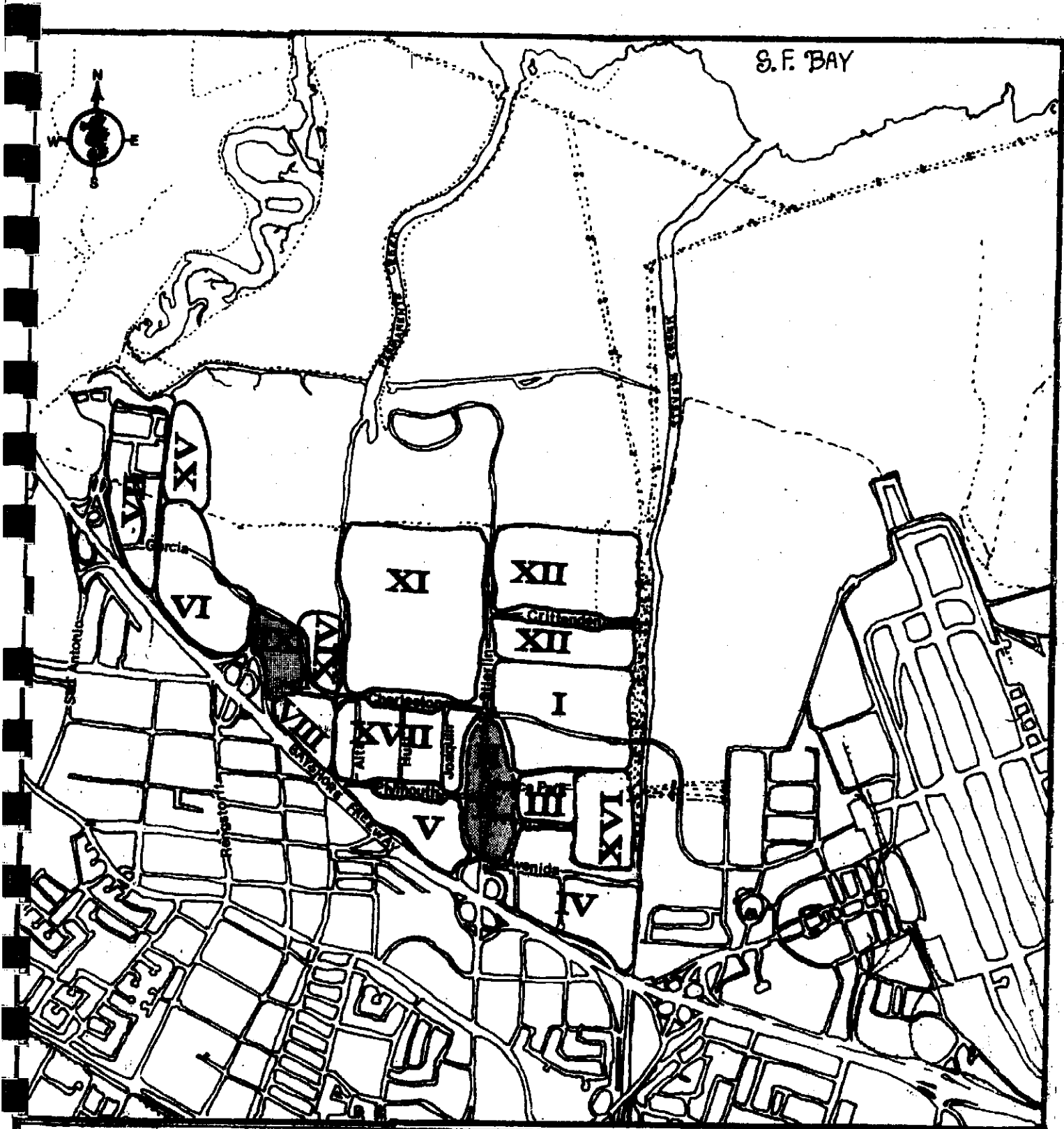
DESCRIPTION: A partially developed industrial area consisting of approximately 45 acres. Most of the area has already been developed under the ML zone, with a few vacant lots remaining.

ADAPTED LAND USE CONTROL: Maintain the existing ML zoning.

AREA VIII - SOUTH OF CHARLESTON ROAD WEST OF PERMANENTE CREEK

DESCRIPTION: A partially developed residential and agricultural area consisting of approximately 22 acres. The area is sandwiched between the Rengstorff freeway interchange and Permanente Creek, with the Bayshore Freeway immediately south. The geographical location has serious environmental problems: flooding, freeway noise, and air pollution. Part of the area has already been rezoned to the P district for recreational use.

ADAPTED LAND USE CONTROL: The P (Planned Community) District shall be applied with a Precise Plan to allow development of low-intensity office, limited industrial, warehouse, and/or commercial recreation uses. The area, because of limited access and limited area needs, shall not be developed to retail-oriented commercial uses. The Precise Plan could be combined with a recommended Precise Plan for the commercial area north of Charleston Road.



NORTH BAYSHORE PLAN

THE SHADED AREA IS

COMMERCIAL LAND USE

C. COMMERCIAL USES

There are approximately 15 acres (Areas IX and X, Fig. 1-3) designated for commercial uses that are mainly related to the Shoreline Regional Park patrons, the area residents and employees, and travelers along the Bayshore Freeway. The following list is representative of the kinds of uses that will be appropriate for these areas:

Area IX

Recreational Uses
Restaurants
Open-air Markets

Conference Facilities Auxiliary
to Other Uses.
Recreational Vehicle Parks
Hotel/Motel

Area X

Delicatessens
Cleaners
Art and Craft Shops/Schools
Plant Shops
Equestrian Shops
Music Shops/Studios
Photo Shops/Schools
Bicycle Shops
Pharmacies

Sport Shops
Book Stores
Gasoline Stations
Pet Stores
Medical and Dental Offices
Hardware/Variety Stores
Garden and Lawn Equipment
and Supplies
Banks

Area IX would mainly serve patrons seeking temporary lodging in the area. It would also serve visitors to the Park who may wish to participate in special recreation activities expected in Shoreline Regional Park. In addition, the motel area could accommodate a major restaurant and conference facilities for the industrial area abutting it, as well as the rest of Mountain View.

No ordinary roadside motel complex is sought here. The project should be characterized by open spaces consistent with the landscaped open space concept of the Park and substantial structures capable of dealing with the noise and congestion of the freeway for inhabitants so as to create a first-class accommodation in every respect.

The uses recommended for Area X represent the type of retail commercial uses needed in the Study to serve Park patrons, area residents, and abutting industrial areas. These are day-to-day type services which are completely lacking in the area, except for one small neighborhood market. These should be located along Stierlin Road to best serve the residents of the area and patrons of the Park.

AREA IX - RENGSTORFF/CHARLESTON COMMERCIAL AREA

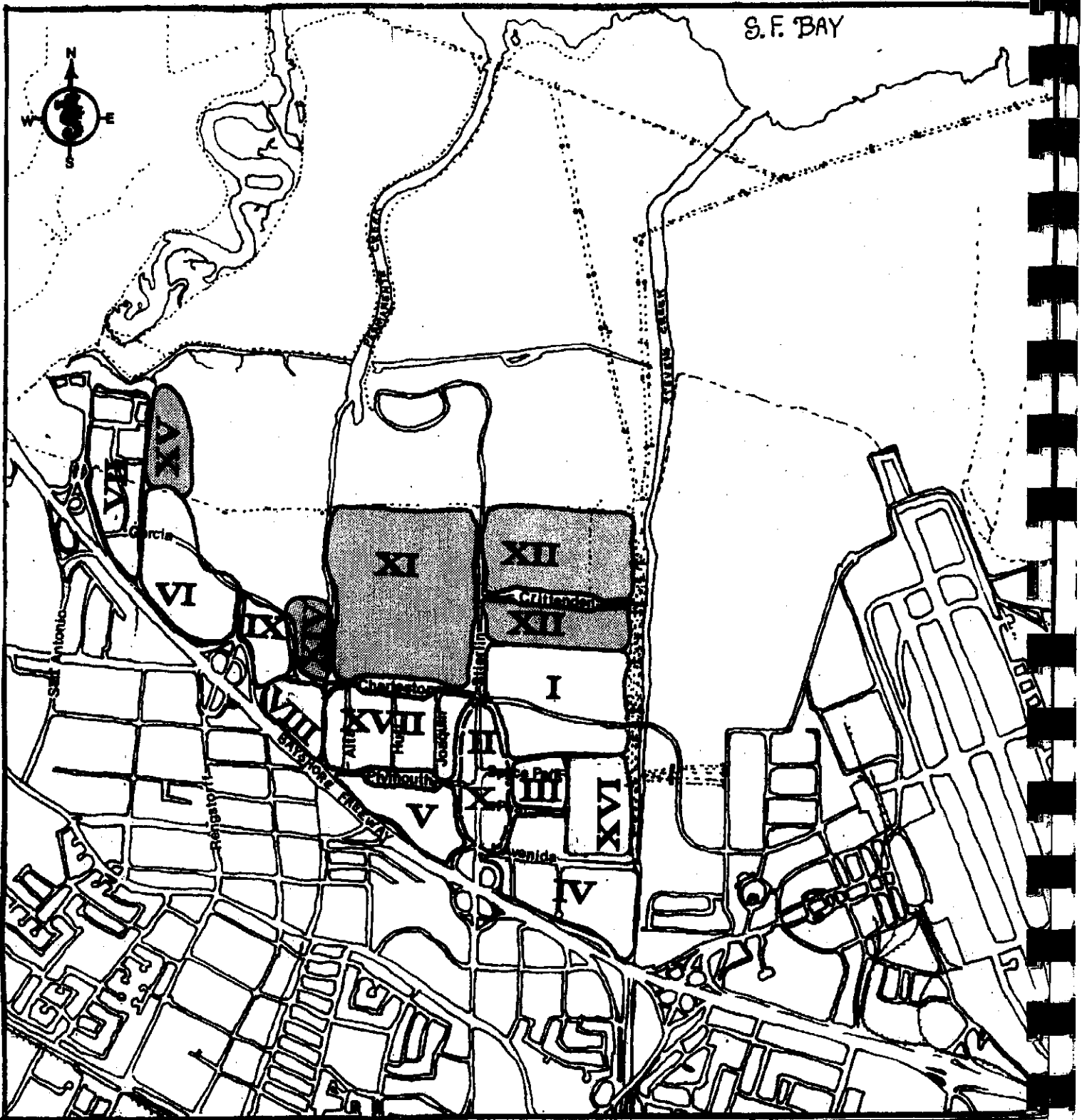
DESCRIPTION: This is approximately 12 to 13 acres of farm land located in the northeast quadrant of the Rengstorff freeway interchange, above Charleston Road. The area is below the 10-foot elevation and subject to potential flooding and inundation.

ADAPTED LAND USE CONTROL: Application of the P District with eventual development of a detailed Precise Plan which will ensure extensive open space, limited coverage and specifics of use, in conjunction with a specific development proposal. The development as outlined above must respect the traffic intensity needs of the area. A moderate-size hotel/motel (75 to 150 rooms) complex is recommended, with conference facilities and private meeting rooms. The complex should also include a major restaurant, but limited related retail commercial space.

AREA X - WITHIN THE P-ZONED AREA ALONG STIERLIN ROAD, SOUTH OF CHARLESTON

DESCRIPTION: This area is the same designated Area II found on page 18; lands in the area were designated primarily for industrial use.

ADAPTED LAND USE CONTROL: The lands in which commercial use will be considered are recommended for industrial use under P District zoning. The total land area shall be limited to three acres and 50,000 square feet of retail commercial space. The commercial uses will be concentrated in a single development unit near Plymouth Street not distributed in a strip along Stierlin Road.



NORTH BAYSHORE PLAN

THE SHADED AREA IS

**OPEN SPACE COMMERCIAL
LAND USE**

D. OPEN SPACE/COMMERCIAL USES

Northerly of the east-west arterial road (Charleston Road) and running more or less along the 10-foot contour is the area proposed for open space/commercial uses. It is intended that this low-lying land remain permanently in uses that are essentially open in character, such as agriculture and commercial/recreation, even though the lands may be filled. The chief characteristics of the latter, however, must be that the uses would be low-intensity in nature and complementary to the Shoreline Regional Park.

The land designated for privately-owned open space/commercial uses covers approximately 300 acres of vacant, residential, and agricultural lands. The uses permitted within the four designated areas would respect private property rights by allowing private uses consistent with the environmental status in the area and the general welfare.

AREA XI - AREA NORTHWEST OF THE CHARLESTON/STIERLIN INTERSECTION

DESCRIPTION: The area consists of approximately 150 acres of agricultural and residential lands lying west of Stierlin Road to Permanente Creek and north of Charleston Road. Incorporated areas are zoned R3P. The area is proposed to be publicly acquired and used as a sanitary landfill, later becoming part of Shoreline Regional Park. It is below the 10-foot elevation and subject to potential flooding and inundation.

ADAPTED LAND USE CONTROL: The area shall be rezoned and pre-zoned to C10; Open Space/Commercial, District in accord with the General Plan policies. Upon public acquisition, a detailed plan for expansion of Shoreline Regional Park shall be prepared and are zoned to the PF District.

AREA XII - NORTHERN SECTION OF NEWHALL LAND AND FARMING COMPANY PROPERTY

DESCRIPTION: This is approximately 60 acres of agricultural land located just south of Crittenden Lane. It is the lowest portion of the property and subject to flooding from inundation and liquefaction in the event of an earthquake.

ADAPTED LAND USE CONTROL: The land is presently zoned P and covered by an adopted Precise Plan which incorporates the C10 zone provisions.

AREA XIII - OPEN SPACE AREA NORTH OF CRITTENDEN LANE

DESCRIPTION: This is approximately 70 acres of vacant land and landfill area (presently zoned F, Flood Plain, and Agricultural). The eastern half of the area is not elevated above the 10-foot elevation, thereby making it subject to flooding and inundation.

ADAPTED LAND USE CONTROL: This area shall be zoned to the C10, Open Space/Commercial, District. Because of its location, immediately adjacent to Shoreline Regional Park, close review should be given to any proposed landscaping and development of this area.

AREA XIV - OPEN SPACE AREA WEST OF PERMANENTE CREEK

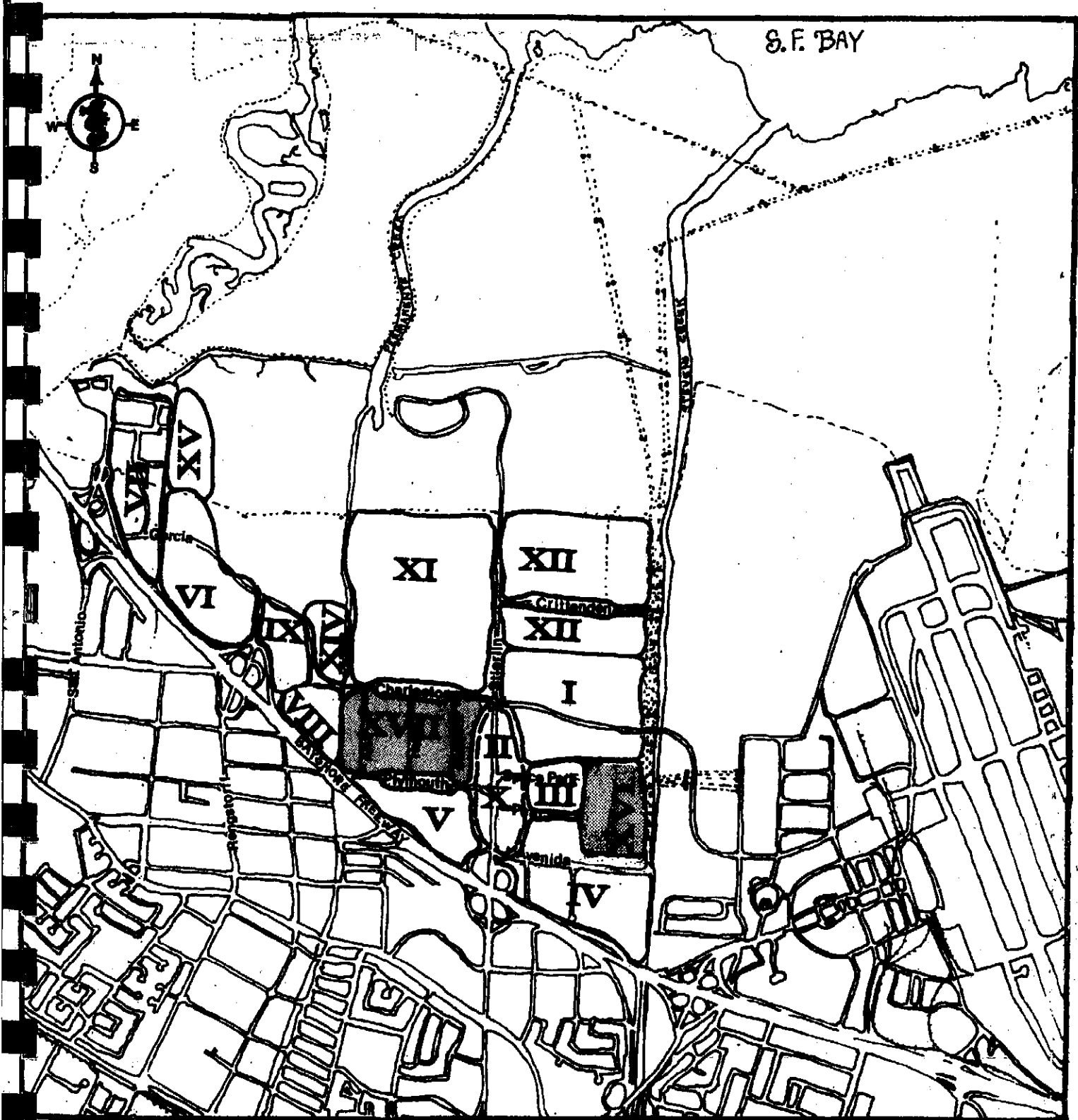
DESCRIPTION: This is approximately 25 acres of agricultural land west of Permanente Creek and north of Charleston Road. The area is subject to flooding, inundation, and liquefaction in the event of an earthquake. All of the land lies below the 7-foot elevation.

ADAPTED LAND USE CONTROL: The area shall be zoned to the P District and incorporate provisions of the C10 (Open Space/Commercial) District. The location and size of the area makes it ideal for recreational uses, such as an open-air market, playing fields or other recreation activities. Part of the area could be used as a recreational vehicle park. Planning for the area should be incorporated with other P-zoned land south of Charleston Road.

AREA XV - NORTHERN PORTION OF SOLADA PROPERTY

DESCRIPTION: This is approximately 15 acres of vacant low-lying land (at or below sea level) north of the proposed extension of Charleston/Garcia connection. In the rainy season, it is subject to inundation from the Coast Casey Canal.

ADAPTED LAND USE CONTROL: The area shall be zoned to the P District and incorporate provisions for this open area in accordance with a plan for the office and industrial development on the remainder of the Solada land.



NORTH BAYSHORE PLAN

RESIDENTIAL LAND USE

E. RESIDENTIAL USES

There are two areas designated for permanent residential use, the existing mobile home park and an area of mixed housing and business uses.

The General Plan specified that the industrial acreage be phased into use over a 20- to 30-year period, and that the residential area (excluding Santiago Villa) be phased out during the same period. Because of the need for housing in the community (especially low-cost housing), the Area Plan is recommending that these dwelling units be saved and upgraded when economically and structurally possible. This can be accomplished through the proposed "mixed-use" zone and supplemented by housing conservation programs and housing relocation policies. Changes in the nonconforming provisions of the Zoning Ordinance will enable existing housing to remain in the industrial areas.

The recommended public facilities and land use controls in the surrounding area will upgrade living conditions and the general environment for the residential uses, recognizing, however, that a full range of residential services will not be available.

AREA XVI - MOBILE HOME PARK

DESCRIPTION: The 37-acre, 358-unit Santiago Villa Mobile Home Park is located adjacent to Stevens Creek and surrounded by industrial lands. Originally, it was approved as an interim land use. The mobile home park is relatively self-contained, providing its own recreational facilities and drainage system. However, its location is not environmentally desirable because of surrounding industrial activity and the flooding potential of Stevens Creek and liquefaction during an earthquake. Part of the park exists on a P.G. & E. easement. When the flood control district improves the Stevens Creek levee at this location, it may have to require the park to move its fences and/or buildings further back from the creek's edge.

ADAPTED LAND USE CONTROL: Retain the existing R2M zoning. Design of adjacent industrial uses shall incorporate provisions to protect the residential nature of the park. The size and number of dwelling units should not be expanded beyond the present figures. (Area IV provides the potential for development of a recreational vehicle park along L'Avenida, south of the park.)

AREA XVII - PROPOSED "MIXED-USE" AREA

DESCRIPTION: Area XVII consists of approximately 70 acres of incorporated and unincorporated one-acre lots that combine single-family homes with other land uses, (e.g., minor industrial, open storage, contractor yards, farming, and retail sales). In some cases, this mixture of uses is haphazard. The area is influenced by uncontrolled development, poor roads, and overgrown vacant lots. The area is subject to flooding and inundation. The northern edge is below the 10-foot elevation contour.

Such a mixture of uses occurs in other locations of the planning area, particularly along Stierlin road, Pear Avenue and L'Avenida; however, the commitment to industrial use including facilities is more completely defined.

ADAPTED LAND USE CONTROL: Create a new zone which will incorporate use and development criteria to accommodate a citizen's desire to operate a small business which is more intensive than a home occupation, from their place of residence. This integration of two land uses could cause a visual problem if the industrial/commercial uses were allowed to dominate the lot which would detract from the residential character of the area. However, controlling measures could be developed to mitigate this potential problem.

The basic concepts for such a zone are as follows:

1. The front one-third of the lot would be reserved for use as a single-family residence area, thereby fostering a residential appearance to the street frontage. However, the zone would allow accessory uses within the dwelling unit for such uses as medical, dental, administrative, and other professional offices. Other types of accessory uses could include child-care facilities, photographic, art, music, and dance studios.
2. The rear two-thirds of the lot would be regulated to allow minor industrial and commercial uses, e.g., carpentry, household appliance repair, electrical and plumbing shops, bicycle repair, radio and television repairs, lithographic shops, furniture upholstery and repair. The rear area could also be used for gardening, tree farming, and greenhouses. Conditional uses could include contractor yards and auto repair.
3. No secondary structures or accessory buildings to be used for industrial or commercial uses would be allowed within the rear or side yard area of the single-family portion of the lot.
4. Signs would be minimized.

Under the mixed-use concept, the intensity of use would remain relatively constant with existing intensity. The concept would be in full accord with the General Plan, which calls for low-intensity industrial use, and yet avoids the need to eliminate the housing in the area. A change of the City's Grading Ordinance, which now requires 16 feet of fill for residential use, is recommended in this area for urban design and economic reasons.

The recommendation recognizes the potential problems of a mixed-use area:

1. Lack of normal residential services such as schools.
2. Potential for residential/commercial conflicts.
3. Conflicts of mixing heavy and light uses.

However, the overriding values of such a concept in the North Bayshore Area is assessed as follows:

1. It accommodates an existing land use situation.
2. It reduces the need for commuter trips to and from the area.
3. It protects a potential source of low-cost housing.
4. It minimizes the need for capital improvement in the area.
5. It reduces the potential dislocation of people living in the area.
6. It reduces the need for large capital investments for land and buildings to start a business.
7. It would provide a kind of desired living environment currently not found in the City.

A few successful arrangements of this type of "mixed-use" already exist in the study area.

Stevens Creek - Permanente Creek

Unique resources within the Study Area include two flood control channels which lead to the Bay. The channels and the levees lining them are under the jurisdiction of the County Flood Control District, with some easement rights held by P.G. & E.

Some areas of Stevens Creek are in a natural state with water carried much of the year. However, the channel and immediate area are unattractive, closed off from public access, and sections of the creek right-of-way are narrow.

The City has adopted the concept that a park chain should be developed along Stevens Creek, maintained in as natural a condition as possible. The Area Plan in its land use recommendations maintains this concept. In addition, improvement of the levees along both Stevens and Permanente Creeks for flood control purposes will make more right-of-way available for park chain development. Such development should be landscaped to be as natural as possible, with the introduction of bike paths, pedestrian trails and equestrian trails.

SECTION 2

PUBLIC FACILITIES AND SERVICES

This section outlines the basic public and private capital improvements needed to support the development described in the Land Use Section. It examines the circulation system, drainage, flood control, sanitary sewer, and water facilities needs.

SECTION 2 PUBLIC FACILITIES AND SERVICES

A. INTRODUCTION

The items addressed in this Public Facilities and Services Section provide the necessary framework for implementation of the land use plan. The programming of facilities is critical; for without substantial improvements in each of the public facilities areas, even minor changes in land use may be impossible. The cost for full public facilities improvement is high, in excess of \$14 million, and sources of revenue are uncertain. The ability to finance and construct the facilities will determine the proper rate and sequence of growth in the area more than any other factor.

B. CIRCULATION PLAN

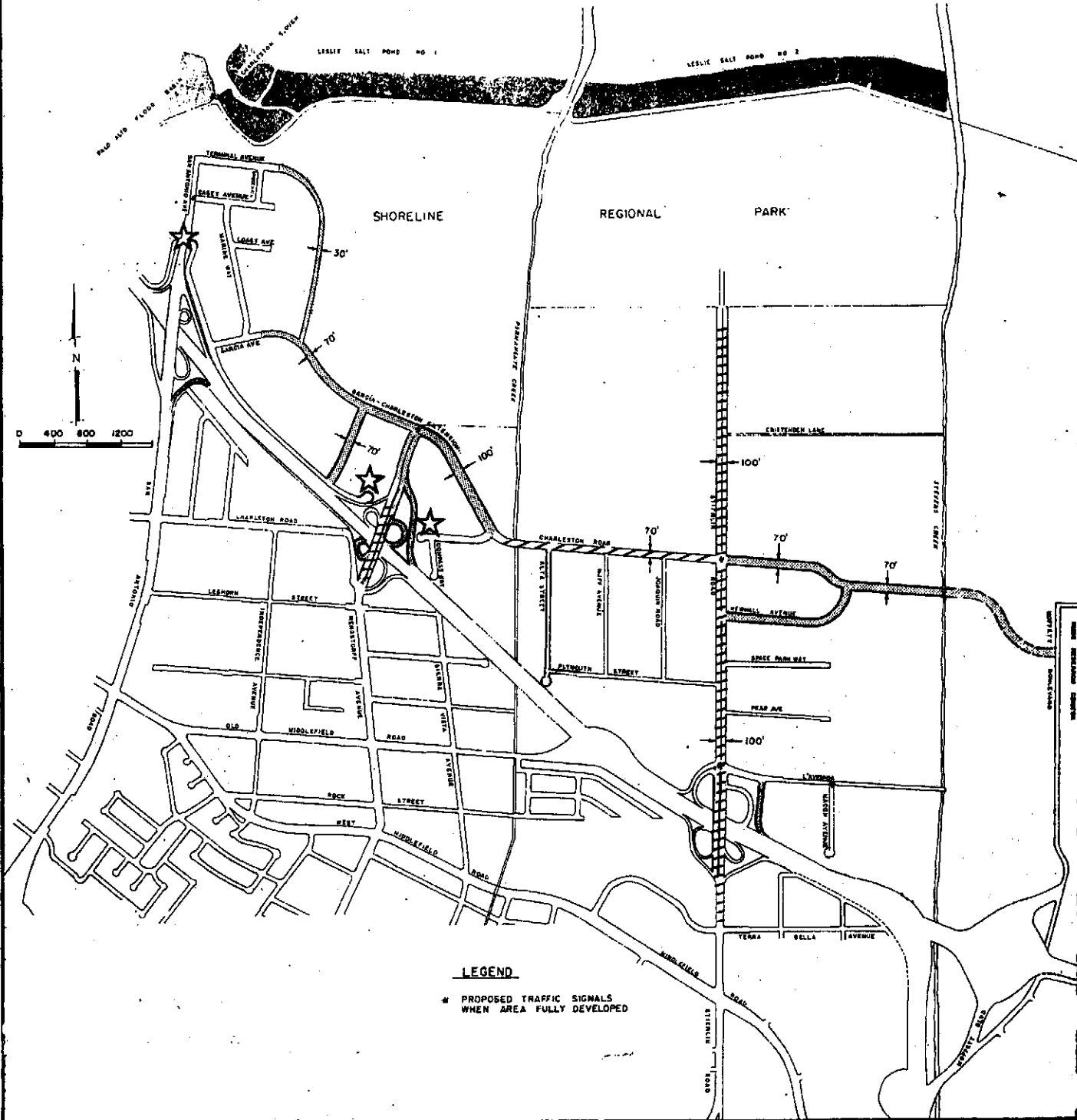
As depicted in Figure 2-1, the street network forms the basis for the North Bayshore Area circulation system. High priority is given to provisions for bicyclists, pedestrians, and equestrians in the street system and extending, where appropriate, into the Shoreline Regional Park, Stevens Creek park chain and private development. Additional right-of-way may be necessary to accommodate equestrian uses and paths should be included in the park and open areas. Because of the design orientation of the entire area to Shoreline Regional Park, special visual treatments are recommended along major streets, with the open landscaped feeling of the Park throughout the area.

At its present state of improvement, the street system is a serious constraint on further intensification of land use. Without major improvements, serious congestion and hazardous conditions will result, affecting not only the North Bayshore Area, but also the lands south of the Bayshore Freeway. The existing uses presently generate approximately 20,000 vehicle trips per day. The uses under the proposed plan, including Shoreline Regional Park, are expected to generate 75,000 to 100,000 trips at full development. The implementation section defines certain bench marks for evaluating development effects.

I. Freeway and Interchange Components

A review of the traffic assignments for the proposed North Bayshore zoning clearly shows that the capacity to/from and across the Bayshore Freeway will be the most serious traffic problem facing the North Bayshore Area upon full development. If the North Bayshore Area is permitted to develop to the full potential proposed in this Plan, severe congestion will occur on the freeway interchanges during peak level hours.

Modifications to the freeway facilities are recommended at the three major interchanges: San Antonio Road, Rengstorff Avenue, and Stierlin Road, Figure 2-2. Of these, the first priority chronologically and most critical is Stierlin Road.



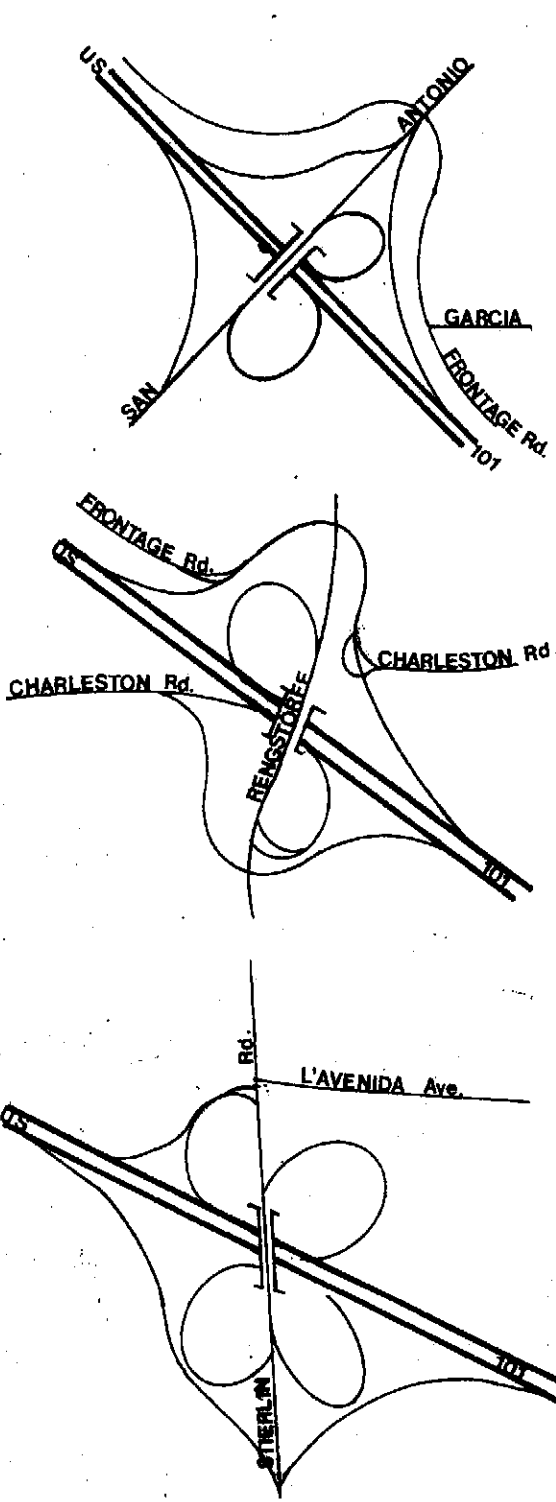
NORTH BAYSHORE PLAN

ROAD IMPROVEMENTS

FIGURE 2-1

EXISTING

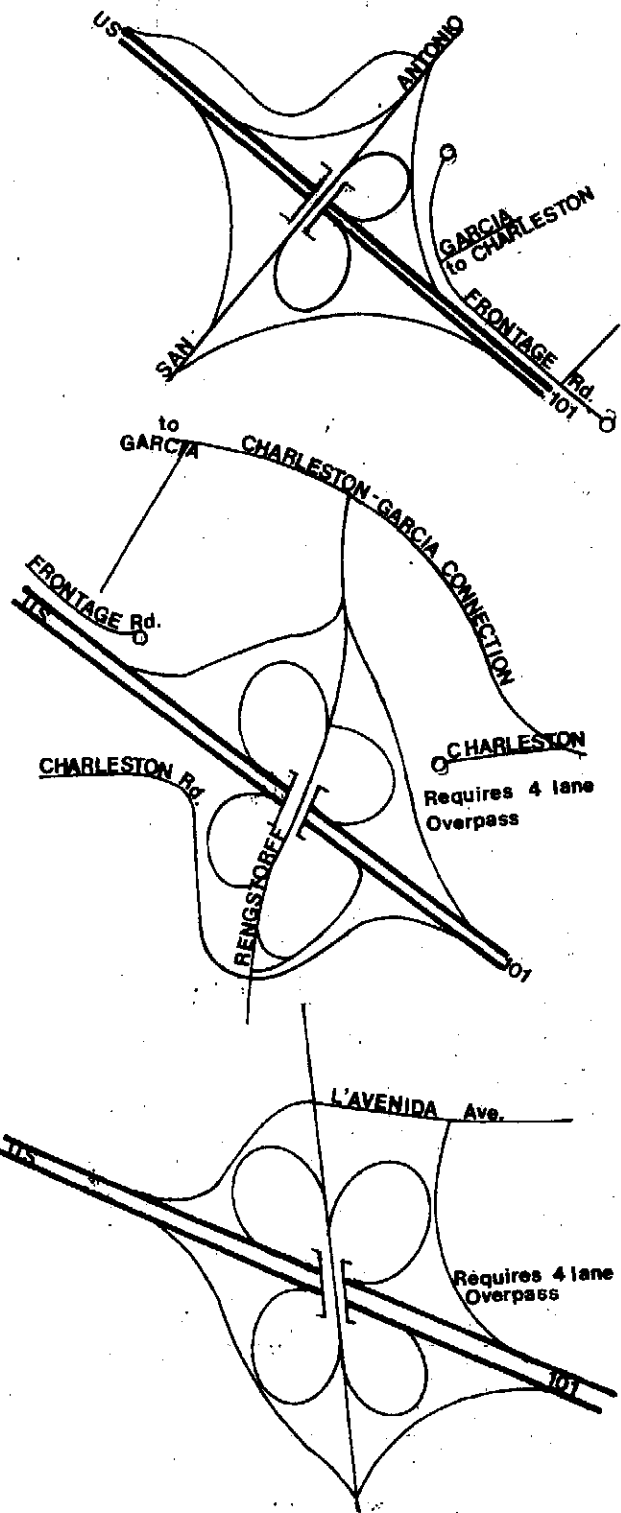
PROPOSED



A

B

C



NORTH BAYSHORE PLAN

A SAN ANTONIO ROAD

B RENGSTORFF AVENUE

C STIERLIN ROAD

Fig 2-2

SCHEMATIC OF INTER-CHANGE MODIFICATIONS

RECOMMENDED IMPROVEMENTS FOR THE SAN ANTONIO-BAYSHORE INTERCHANGE

The most important improvement to be made at this interchange is the addition of a northbound to eastbound on-ramp. This new ramp would allow elimination of the Charleston Road on-ramp at Rengstorff Avenue. The other improvement suggested for the San Antonio Road interchange is the closing of the Bayshore Frontage Road connection east of San Antonio Road and the rerouting of this traffic to Casey Avenue, relieving an overloading of the Rengstorff Avenue-Bayshore interchange.

RECOMMENDED IMPROVEMENTS FOR THE RENGSTORFF AVENUE-BAYSHORE INTERCHANGE

In order to eliminate the serious left-turn problems, loop ramps should be added in the southwest and northeast quadrants of the interchange. The addition of the loop ramp in the northwest quadrant will necessitate the closing of the Charleston Road southbound on-ramp, but this closing can be accomplished if the new southbound on-ramp is implemented at San Antonio Road as described above. On the east side of the interchange, access to Charleston Road should be closed and traffic routed to the extension of Garcia Avenue. Rengstorff Avenue itself should be extended northeasterly to intercept with the extension of Charleston Road. The overpass and Rengstorff Avenue should be widened to provide a four-lane facility from the present terminus of the four-lane roadway at Leghorn Street to its intersection with the Garcia-Charleston extension.

RECOMMENDED IMPROVEMENTS FOR THE STIERLIN ROAD-BAYSHORE INTERCHANGE

The overcrossing of Bayshore needs to be widened to a full four-lane facility to accommodate traffic along Stierlin Road and entering/exiting the freeway. As it now exists, the volume of traffic that must cross and weave between the on- and off-loops east and west of Stierlin Road also constitutes a major problem. To eliminate some of this weaving traffic, it is recommended that a new off-ramp be provided for westbound traffic destined for northbound Stierlin Road. This new diamond ramp could exit from the existing frontage road and intersect with L'Avenida Avenue east of Stierlin Road. A traffic signal would be required at L'Avenida Avenue.

A total cost to provide the above-described modifications at the San Antonio, Rengstorff and Stierlin Road interchanges is estimated at approximately \$5-\$6 million. Until recently, it has been assumed that all modifications to the State freeway interchanges would be made by the State at their expense whenever the need could be adequately demonstrated. Currently, State financing for the freeway system has been drastically cut back. It is, therefore, highly questionable that State financing will be available for these proposed modifications for the immediate future. If the entire North Bayshore Plan is ultimately adopted by the City, it is recommended that financing for the proposed freeway interchange modifications be pursued directly with the State of California Legislature via the City Council and alternate financing, including partial City funding options be pursued.

II. Internal Roadway Plan

Figure 2-1 depicts the proposed internal roadway network, delineating schematically where changes and improvements to the existing system should occur to serve full development. With the exception of Stierlin Road, Rengstorff Avenue and portions of the Garcia-Charleston connection, two-land roads will be adequate to serve future needs.

ARTERIAL AND COLLECTOR STREETS

Stierlin Road - A 100' right-of-way, four-lane divided arterial serving an extensive industrial area and Shoreline Regional Park. Cross-sections, Figures 2-3 A and B, show how pedestrians, bicyclists, and equestrians may be accommodated. Through the landscape design, the road should serve as a visual extension of Shoreline Regional Park. The roadway should meander within the right-of-way for visual relief. The landscaping should be informal, and serve to merge the roadway with adjacent uses, perhaps with curbs. Since the need for four (4) lanes, north of Charleston should consist of two (2) lanes divided roadway, but acquisition of the total right-of-way should take place. A 100' building setback provision should be added from the centerline of the road. APPROXIMATE COST - \$1,200,000.

Charleston Road - A 70', two-lane collector street extending from Ames Research Center to Permanente Road. Ames Research Center will provide an extension of Moffett Boulevard and bridge Stevens Creek to provide an east-west link across the entire area. Figure 2-3C, depicts the proposed modified 70' right-of-way in the industrial area east of Stierlin Road, and Figure 2-3D shows the modified 70' right-of-way which traverses the low intensity uses between Stierlin Road and Permanente Creek. The building setback shall be 75' from the centerline of the road. APPROXIMATE COST - \$720,000.

Charleston-Garcia Connection - A 100' right-of-way, two-lane divided road beginning west of Permanente Creek, tapering to a modified 70' industrial road west of the Rengstorff intersection, Figures 2-3E and F. Bike and pedestrian facilities shall be provided on both sides, with equestrian facilities along the northerly side. The building setback shall be 100' from the centerline of the road. APPROXIMATE COST - \$1,200,000.

Rengstorff Avenue - A 100' right-of-way, four-lane divided arterial which serves as a primary entrance to industrial, commercial and park uses. As depicted in Figure 2-3G, bike lanes are provided on the roadway. Since this is a major entrance, extensive landscaping should be provided. The building setback shall be 100' from the centerline of the road. APPROXIMATE COST - \$300,000.

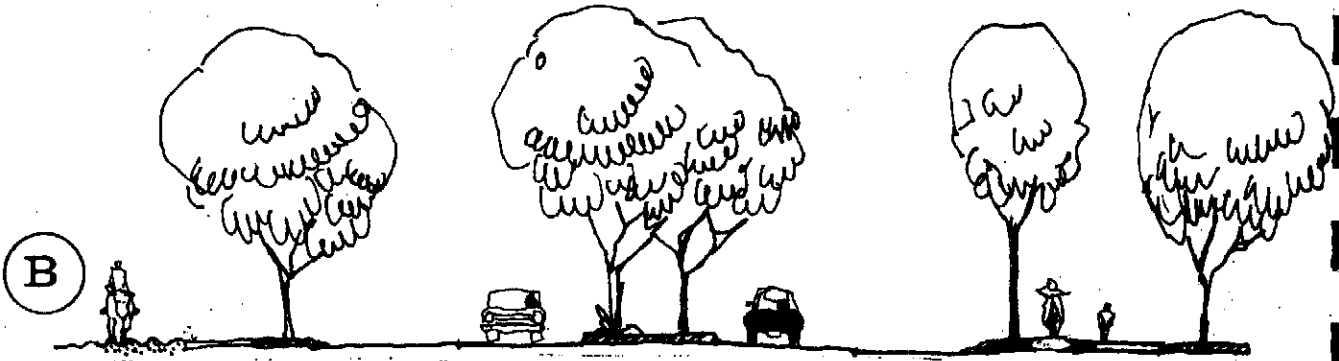
NOTE: ALL COSTS ARE "ORDER OF MAGNITUDE" ESTIMATES AND DO NOT INCLUDE LAND OR UNDERGROUND UTILITIES - See Appendix VIII for more detail.

fig. 2-3

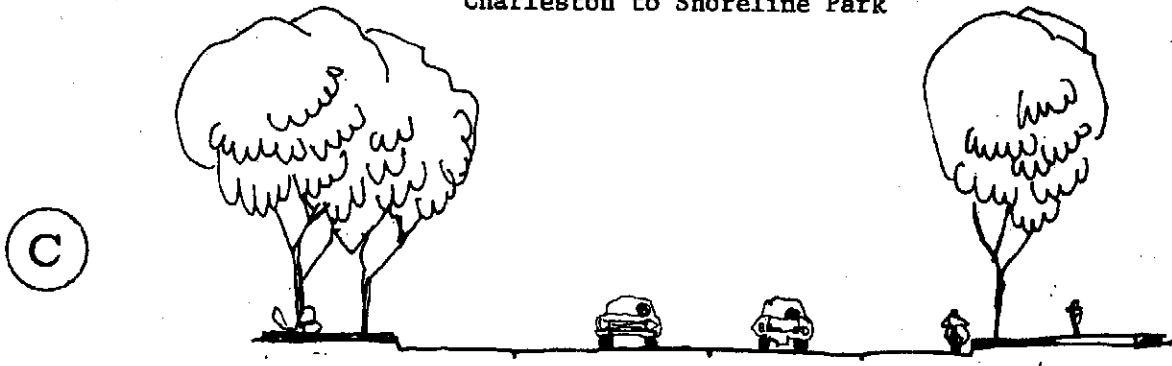
Schematic Geometrics



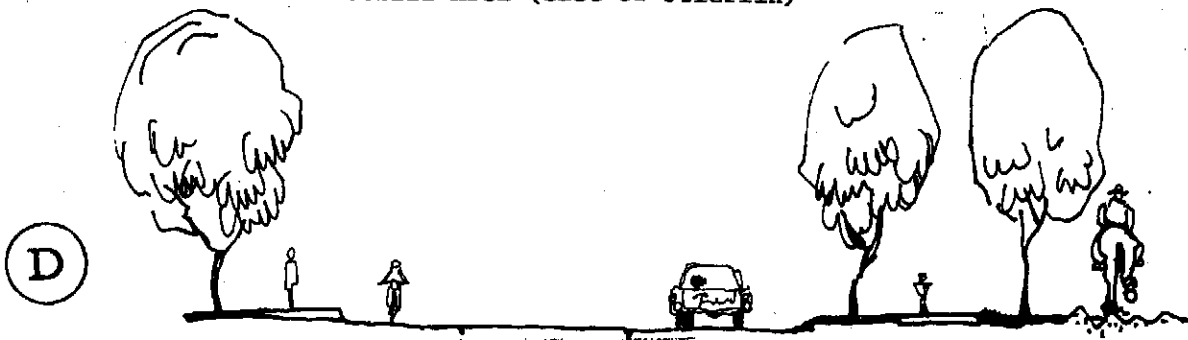
STIERLIN ROAD-100' Right-of-Way
Bayshore to Charleston



STIERLIN ROAD-100' Right-of-Way
Charleston to Shoreline Park

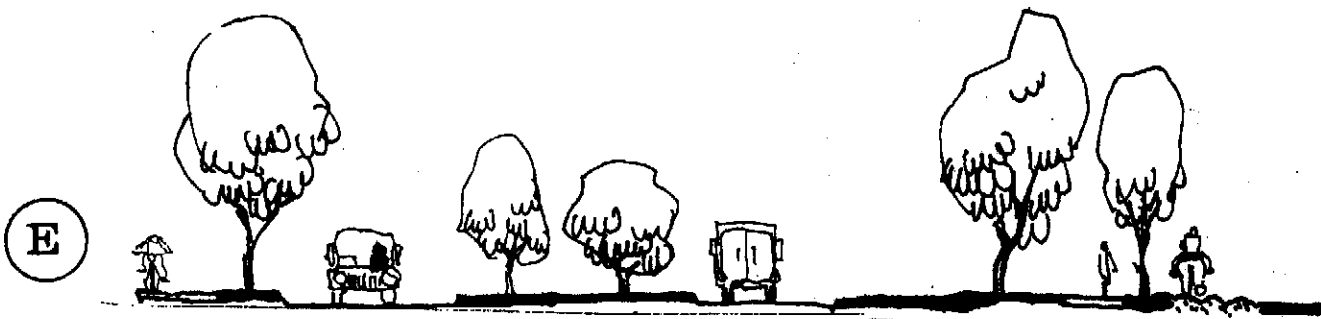


CHARLESTON ROAD-Modified 70' Right-of-Way
Industrial Area (east of Stierlin)

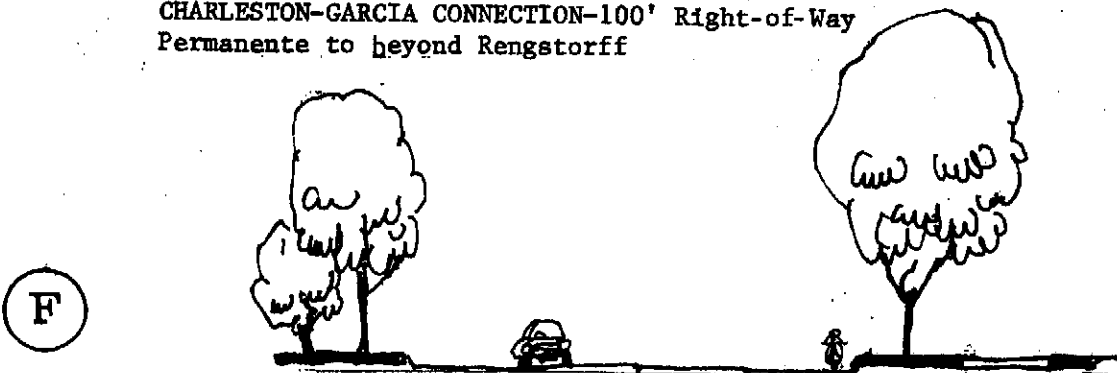


CHARLESTON ROAD-Modified 70' Right-of-Way
Stierlin to Permanente

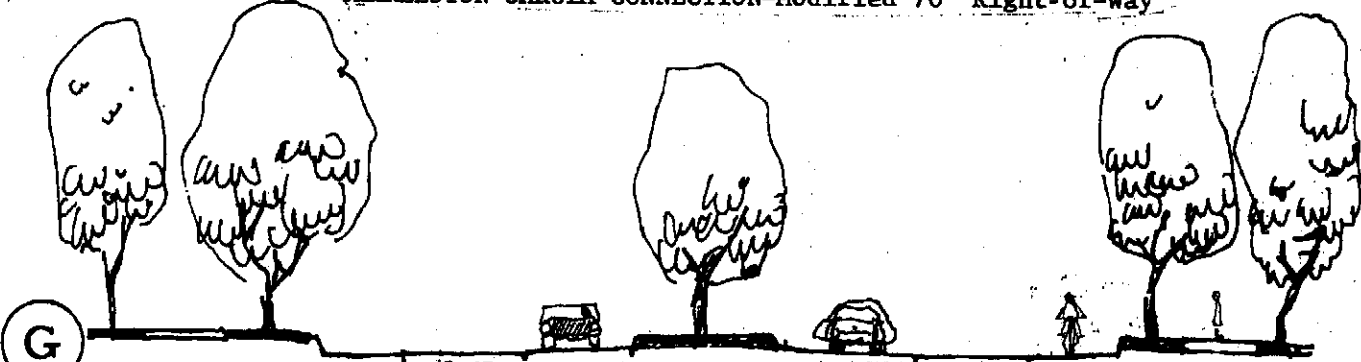
fig. 2-3 (cont.)



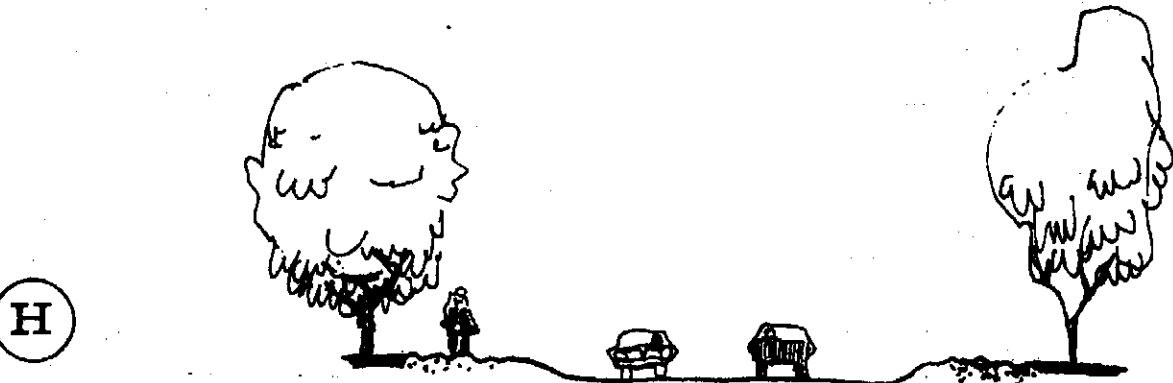
CHARLESTON-GARCIA CONNECTION-100' Right-of-Way
Permanent to beyond Rengstorff



CHARLESTON-GARCIA CONNECTION-Modified 70' Right-of-Way



RENGSTORFF-100' Right-of-Way



ALTA/JOAQUIN- 60' Right-of-Way
Reconstruction Standards

The recommended roadway plan of the area between Permanente Creek and the Coast-Casey Area has been significantly changed from previous plans. The recommended alignment for the Charleston-Garcia connection would still begin in the vicinity of Charleston Road and Permanente Creek and proceed in a northwesterly direction parallel to Bayshore Freeway. But instead of connecting with Terminal Boulevard, it would connect with Garcia Avenue and Marine Way.

It is felt that this general alignment should be the major access route for the industrial area in this portion of the North Bayshore Area. It is also recommended that the Bayshore Frontage Road be closed at its present intersection with San Antonio Road, thus forcing all industrial traffic up to Casey Avenue which would eliminate some conflict problems with the Bayshore Freeway off-ramps at San Antonio Road. Likewise, it is recommended that the Bayshore Frontage Road at Rengstorff Avenue be closed and realigned to intersect with the proposed dike road northeast of the Rengstorff extension. The portion of Charleston Road between Compass Way and the Rengstorff/Bayshore off-ramp should also be closed.

INTERIOR STREETS

Internal industrial and commercial streets shall be designed to a standard 70' right-of-way. Special consideration should be given in final street plans to modification of tree and sidewalk areas of the right-of-way to merge on-site and street landscaping, cluster street trees and, where justified by the lack of pedestrian traffic, eliminate sidewalks.

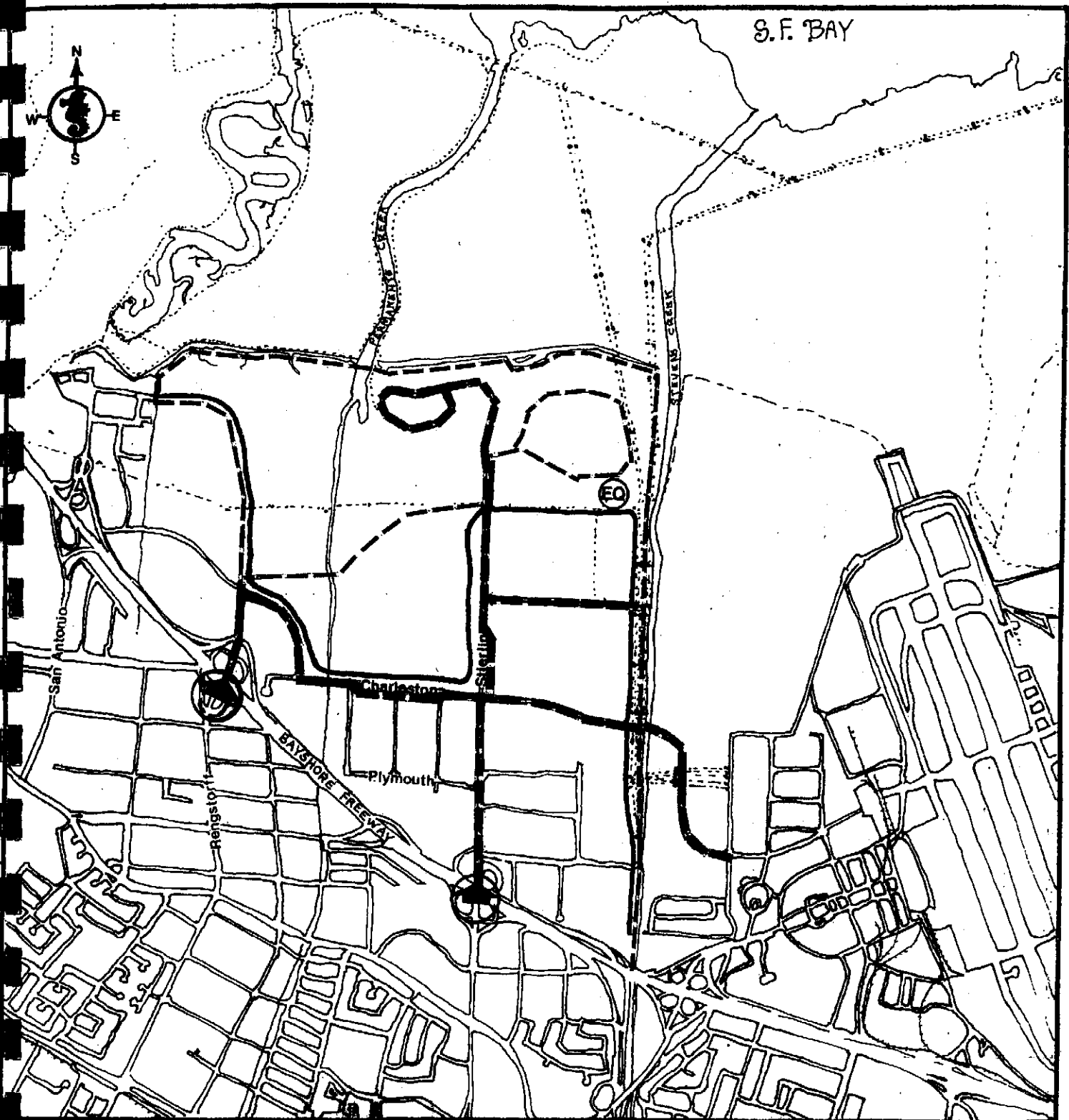
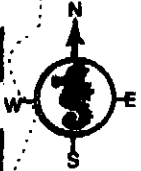
The streets in the Alta-Joaquin mixed-use area should be maintained in their present form for as long as the streets remain viable. When reconstruction is necessary, the cross-section depicted in Figure 2-3H is recommended in order to maintain the rural residential setting and minimize costs in this low-intensity area.

III. Transit






Shoreline Regional Park and the industrial area will be important transit destinations. Expansion of the existing bus service into the area is of high priority to serve the large portion of the population which is low-income and/or elderly. The eventual street improvements, including the Charleston Road connection to Ames Research Center, will further enhance bus access into the area.

Right-of-way and street median design for Stierlin Road and Rengstorff Avenue maintain the feasibility of a personal- or medium-sized fixed route service into the area.

S.F. BAY



NORTH BAYSHORE AREA PLAN

-  EQUESTRIAN PATH
-  EQUESTRIAN CENTER
-  BIKEWAYS ALONG STREETS
-  SEPARATE BIKE PATHS
-  PROPOSED PED BIKE OVERCROSSING

PROPOSED BICYCLE & EQUESTRIAN PATHS fig. 2-4

IV. Pedestrian, Bike and Equestrian Plan

The proximity of Shoreline Regional Park and the open space character of much of the area are strong incentives for insuring adequate nonvehicular facilities. Figure 2-4 depicts the locations of each of the systems. Because of costs, most pathways are incorporated into street right-of-ways (Figure 2-3) and designed to merge with paths with Shoreline Regional Park. Facilities should be separated from the roadway by landscaping and serve as attractive extensions of the Park. Efforts should be pursued to integrate paths with on-site development.

Pedestrian and bicycle access across the Bayshore Freeway, line interchange improvements is dependent upon State improvements. Emphasis should be placed in safe, separated facilities in the vicinity of Stierlin Road and Stevens Creek. Either a separate pedestrian/bicycle structure or totally separated pathways through the interchange (as exists at the Central Expressway-Bailey interchange) are the safest ways to span the freeway. Access via Rengstorff Avenue shall have second priority. Equestrian trails shall have adequate width, approximately 20 feet where possible to allow safe riding. The relationship to the roadway and bikeways should be carefully planned to avoid conflicts.

C. FLOOD CONTROL, GRADING AND DRAINAGE PLANS

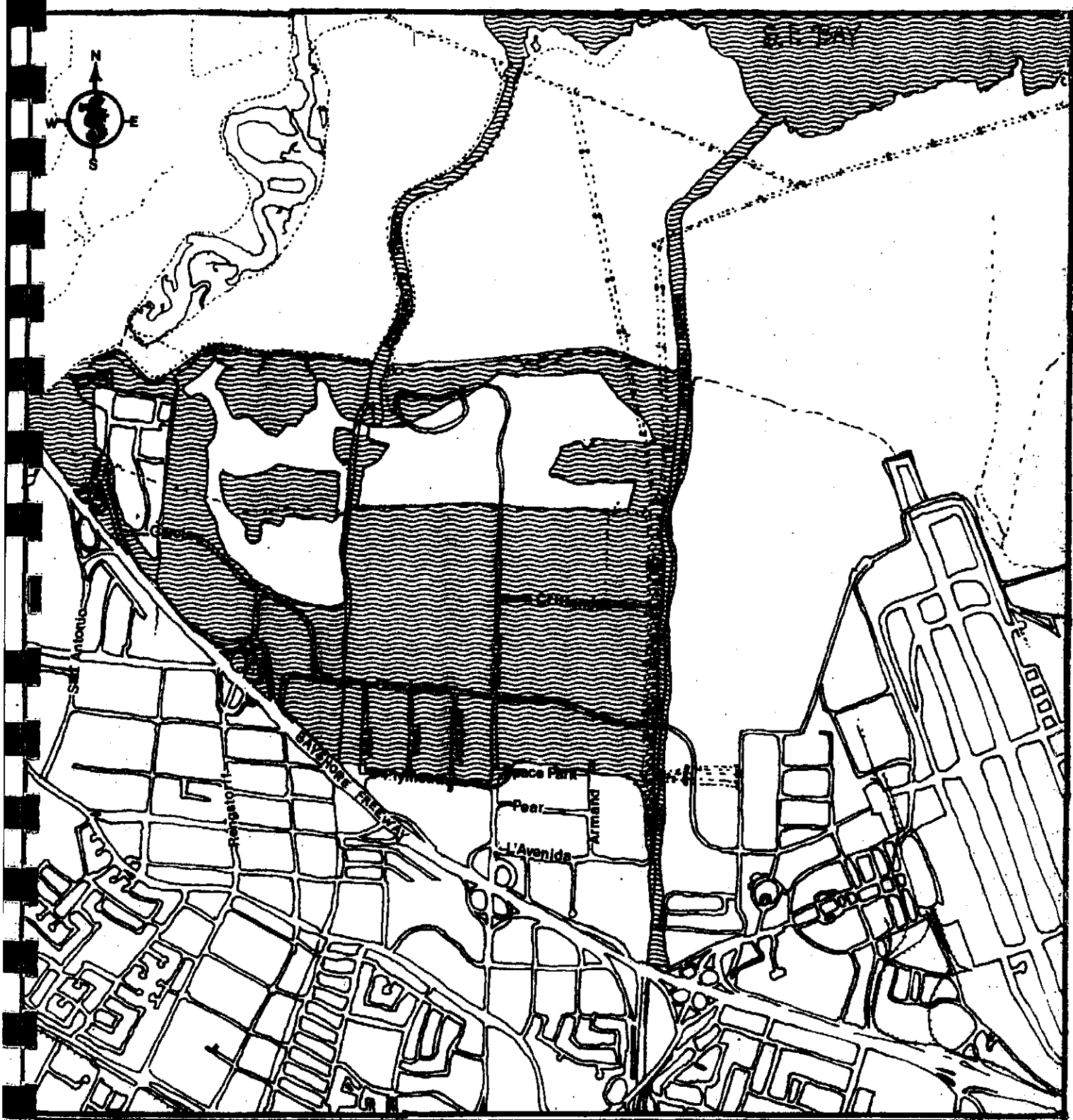
The plans for flood control, grading and drainage are closely linked with each other. Together they constitute a major physical and visual impact in the North Bayshore Area. Unless implemented, they cannot be developed without creating a hazard to life and property. If implemented improperly, the sense of natural open space and land form will be lost.

Although subsidence has not been recorded in recent years, it remains a threat to the safe development of private and public improvements of the area since it reduces the elevations and could, in time, subject even filled lands to flooding. It also increases the cost for development as more fill is needed and may result in structural damage.


The principal cause of subsidence is public pumping of the deep aquifers for community water supply. This plan establishes the policy that in order to preserve taxable land, to maintain the area surrounding Shoreline Regional Park as a desirable area, and to reduce the subsidence to a minimum, the City should stop pumping water from its underground aquifers and recommend that adjacent communities also stop pumping. Additionally, the City should encourage the County to pursue effective water conservation and recycling needs in light of regional and state-wide water concerns.

I. Flood Control Plan

The area is subject to flooding in three ways: 1) inundation from the Bay, 2) overbanking of Stevens and Permanente Creeks, and 3) uncontrolled surface run-off from the area and its tributaries. Item 3 is treated in Subsection III, Storm Drainage Plan. Figure 2-5 depicts the area presently designated as subject to flooding in a 100-year storm.



NORTH BAYSHORE PLAN

 FLOOD HAZARD AREA
AS PER MARCH 1975
MAP.

FLOOD HAZARD fig. 2-5

Salt Water Inundation - The area is subject to inundation from San Francisco Bay to approximately 7.5 feet, the high tide level. The salt pond levees and the levees formed by Shoreline Regional Park provide substantial protection. Further improvements of Stevens Creek levees by Santa Clara Valley Water District will be necessary to prevent inundation waters from overbanking Stevens Creek. Inundation will remain a hazard in the event of a major earthquake which could rupture earth levees. For this reason, all developed areas should be filled at least to 10 feet, a level equivalent to high tide plus a safety factor for subsidence and safety.

Creek Overbanking - The two channels, Stevens and Permanente Creeks, are within the jurisdiction of the Santa Clara Valley Water District (SCVWD). According to SCVWD studies, the levels of both creeks are inadequate to protect the area from a 100-year storm flow (Figure 2-5).

It is recommended that the flood potential in the area be mitigated by the raising and improving of levees along Stevens Creek and Permanente Creek to prevent the 100-year flooding shown in Figure 2-5. Estimated costs to improve Stevens Creek between the Bayshore Freeway and Shoreline Regional Park is \$900,000 to \$1,000,000.

The Water District at this time is planning a two-year study of the dikes along Stevens Creek. At a later date, within ten years, the District will undertake a program to raise and/or improve the dikes along Stevens Creek. The Water District should continue the study of the 100-year flood potential to the area in light of numerous questions. New information generated by the study could help reduce the overall costs involved. It is also recommended that the Flood Control District strongly consider the alternatives of moving its dikes to the western side of the PG&E easements along Stevens Creek. The relocation would reduce the height of the levee. The flood control improvements should reflect the City policy that Stevens Creek is a multiple use area which provides open space and recreation purposes as well as flood control.

This project is not in the current plans for the District of the next five years. The District estimates that it would take at least ten years before such a project could be completed by District funds. If flood protection is desired in the interim, it is recommended that such be provided by the developers in either: (1) building a levee as the District has proposed, or (2) filling the area at least to elevation 10 (mean sea level data).

II. Grading Plan

The grading plan serves three functions: 1) protection from flooding, 2) a means for carrying surface water for collection, and 3) blending the land contours in a visually rational manner.

The City's Minimum Elevation Ordinance is the basic tool in implementation of the grading plan. The Ordinance presently requires that industrial uses be built on an elevation no less than 10-feet and that commercial and residential uses be built at a minimum elevation of 16-feet. It is the policy of this plan that as more data on the ponding level expected in the 100-year flood is generated, that the City reduce the requirement to 16-feet for commercial and residential purposes. The 16-foot restriction will hamper the success of the proposed commercial and mixed-use areas.

The Minimum Elevation Ordinance does not control the aesthetics of fill, particularly the extensive landfill areas. Since most of these projects are under direct City control; however, the following guidelines can be followed:

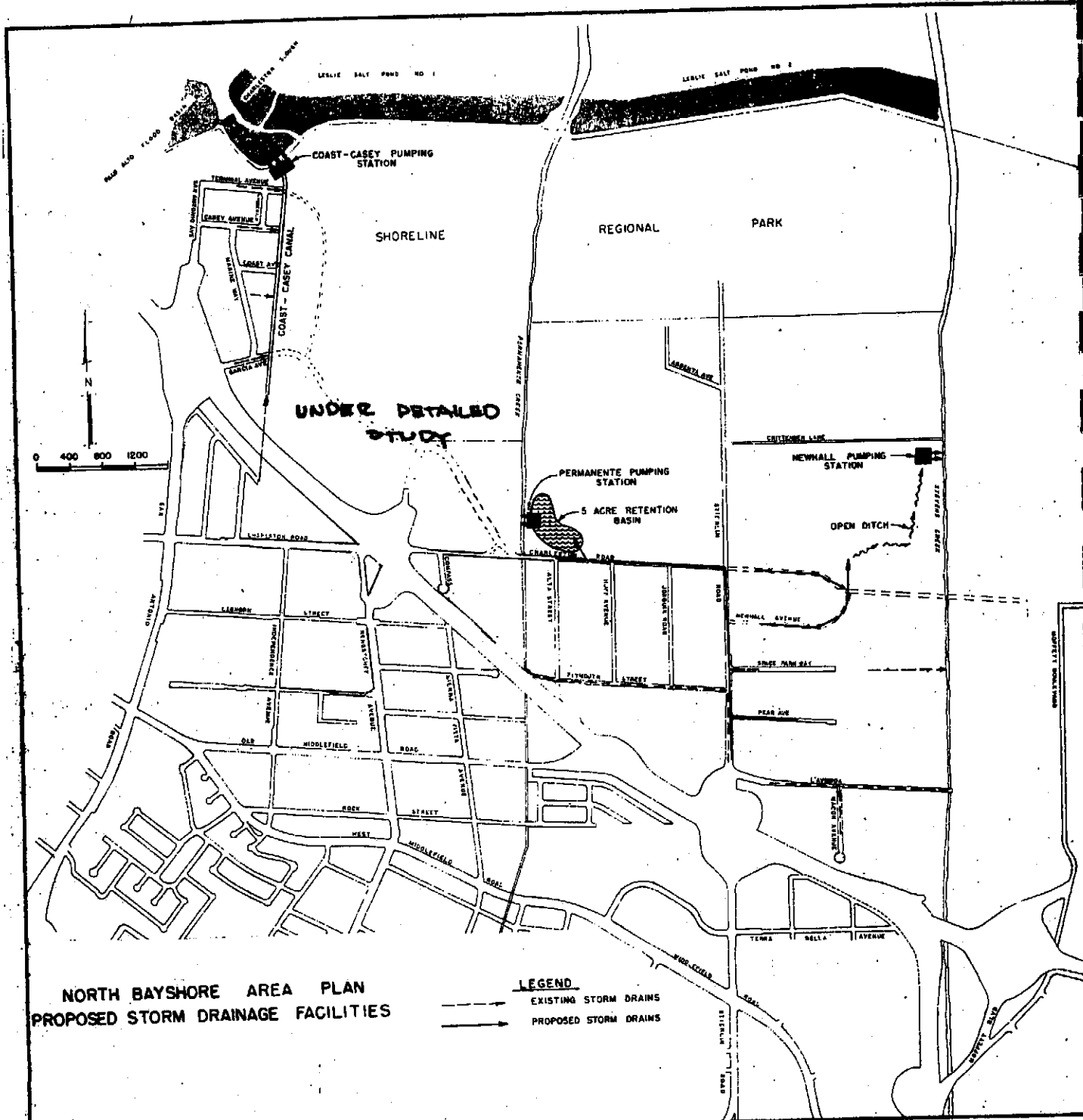
1. The edges of filled areas shall have gradual grades (4 to 1 slope) from the roads and incorporate natural contours and be landscaped.
2. The maximum elevation after settling anywhere on the site, shall be 30 feet.
3. The elevation and grading shall respect the use and elevations of adjacent uses.
4. Perimeter landscaping shall be compatible with that of Shoreline Regional Park. Regimentation of trees shall be avoided by grouping trees and introducing a variety of trees and shrubs at varying levels to reduce the stiffness of the mound.
5. Phasing of the fill operation shall be such that the perimeters are completed first in order to screen the site and so that landscaping may be started in these areas. Then the fill operation shall take place from the south to the north in order that this operation will become farther and farther from the residential/ industrial areas.

III. Storm Drainage Plan

The recommended plan for providing a basic network of storm drainage facilities in the North Bayshore Area involves the construction of gravity piping systems, with pump stations and retention basins located at collection points adjacent to waterways. The facilities proposed are to provide for local drainage only and will not protect the area in the event of rupture of dikes along Permanente Creek and Stevens Creek. Likewise, the drainage facilities proposed are not intended to protect the area from flooding due to overbanking of Permanente Creek and Stevens Creek in the event of major storms during which the capacity of the creeks is exceeded.

Under the plan, three pumping stations are required, Figure 2-6,

One will be located at the northerly end of the Coast-Casey Canal adjacent to Leslie Salt Company Pond No. 1, a second will be located adjacent to Permanente Creek just north of Charleston Road, and a third will be located adjacent to Stevens Creek at the north-easterly corner of the Newhall Land and Farming Company property.



NORTH BAYSHORE PLAN

STORM DRAINAGE

FIGURE 2-

The Coast-Casey Canal Area - The Coast-Casey Canal pumping station will receive storm water from the Coast-Casey Canal which is presently an unlined earthen ditch. The canal now receives storm water run-off from approximately 600 acres of the City south of Bayshore Freeway and the Coast-Casey industrial areas. The canal outlet to the Bay is presently blocked and it discharges into a small boat lake within the Shoreline Regional park development. A portable pump lifts water from the pond into the forebay of the Palo Alto flood basin.

The historical flood plain for the Coast-Casey is gradually diminishing in size due to the sanitary landfilling being done in connection with the Shoreline Regional Park development. Therefore, a consulting engineering firm has been employed by the City to design a permanent pumping facility and possible retention basin in the vicinity of the existing pond. This pumping station is proposed to be financed primarily out of the Shoreline Regional Park development funds. The consultant designing the pump station will also present a design for improvement of the Coast-Casey Canal which presently does not have capacity to retain the full design flow tributary to the canal. Their design will consider that a major portion of the area proposed to be developed west of Permanente Creek will also eventually be tributary to the canal, while the remainder will be drained into Permanente Creek. Individual pumping systems that will ultimately connect to the canal are proposed to be privately financed as the properties develop.

Permanente Creek Drainage Area - The area to be developed between Permanente Creek and Stevens Creek which does not already have existing storm drainage facilities is proposed to be served by the pumping station and retention basin located adjacent to Permanente Creek just north of Charleston Road. The feasibility of this proposal is controlled by contractual decisions with the City and County of San Francisco. A piping system beginning at Stierlin Road and L'Avenida Avenue would be installed in Stierlin Road and Charleston Road to collect storm water run-off and discharge it into the retention basin. The retention basin could be designed in a way in which it could have water in it year-round. This would permit the basin to become an element of the recreational uses which the San Francisco sanitary landfill site will eventually be put to.

Stevens Creek Drainage Area - The pumping station adjacent to Stevens Creek serves only the Newhall Land and Farming Company property. A system of piping will be required within the streets to be developed by the Newhall industrial property. These pipes are proposed to be discharged through the open space land to the north. A small pumping station and retention basin will be required to discharge this storm water into Stevens Creek. In the event of a major storm during which the capacity of the pipes, ditches and pumps may be exceeded, the open space area can serve as an emergency ponding area. It is recommended that the developers of the Newhall Land and Farming Company property designate the open space area as available for emergency ponding of storm water turnoff. The cost of providing the storm drainage facilities for the Newhall Land and Farming Company property are proposed to be borne by the developers of the property.

As noted previously, it is proposed that the Shoreline Regional Park development finance a large part of the first cost and operating and maintenance costs associated with the construction of the Coast-Casey Pump Station. Additionally, it is proposed that the Newhall Land and Farming Company finance the portions of the storm drainage facilities associated with the development of their property including appropriate deposits to account for operating and maintenance costs over the life of the facilities. This leaves a balance of over \$1,600,000 for which financing from the remainder of the properties in the North Bayshore Area is needed.

TABLE 2-1 - COST OF FACILITIES

The estimated costs of these facilities, including engineering and contingencies, are as follows:

1. Coast-Casey Pump Station - First Cost	\$1,200,000
2. Coast-Casey Canal Improvement	500,000
3. Coast-Casey Pump Station - Annual Operating Cost Present Worth 50 year @ 6%	156,800
4. Permanente Pump Station - First Cost	655,300
5. Permanente Pump Station - Annual Operating Cost Present Worth 50 years @ 6%	78,400
6. Stierlin-Charleston Storm Drains	349,500
7. Newhall Pump Station - First Cost	42,000
8. Newhall Pump Station - Annual Operating Cost Present Worth 50 years @ 6%	55,000
9. Newhall Storm Drains	<u>131,000</u>
TOTAL ESTIMATED 1975 COST	\$3,168,000

D. SANITARY SEWER PLAN

The sanitary sewer system for the North Bayshore Area is divided into two separate systems as shown on Figure 2-7. Area I which covers the system west of Permanente Creek and Area II covering the system between Permanente Creek and Stevens Creek. The two systems are described as follows:

Area I (West of Permanente Creek)

Most of the future sewer system for Area I will be connected to the West Trunk sewer which extends from south of the Bayshore Freeway, through Shoreline Regional Park to the sewage pumping station. Figure 2-7 depicts the sewer lines following proposed street right-of-ways. From the map, it is evident that construction of the 10" section from the West Trunk to Charleston Road is necessary before the commercially designated area can develop. The sewer should be installed as part of the construction of the road, but may be placed separately in easements. This could be done as a City project or by a developer.

The most northwesterly portion of this area, if developed, would be served by a sewer system which would tap into the 42" force main which carries all the City's sewage to the Palo Alto treatment plan. Here again though, there are no existing roads or easements giving access to the force main. It is very likely that this area will need to be raised to a suitable elevation before such a system would work. ESTIMATED COST - \$400,000.

Area II (Between Stevens and Permanente Creeks)

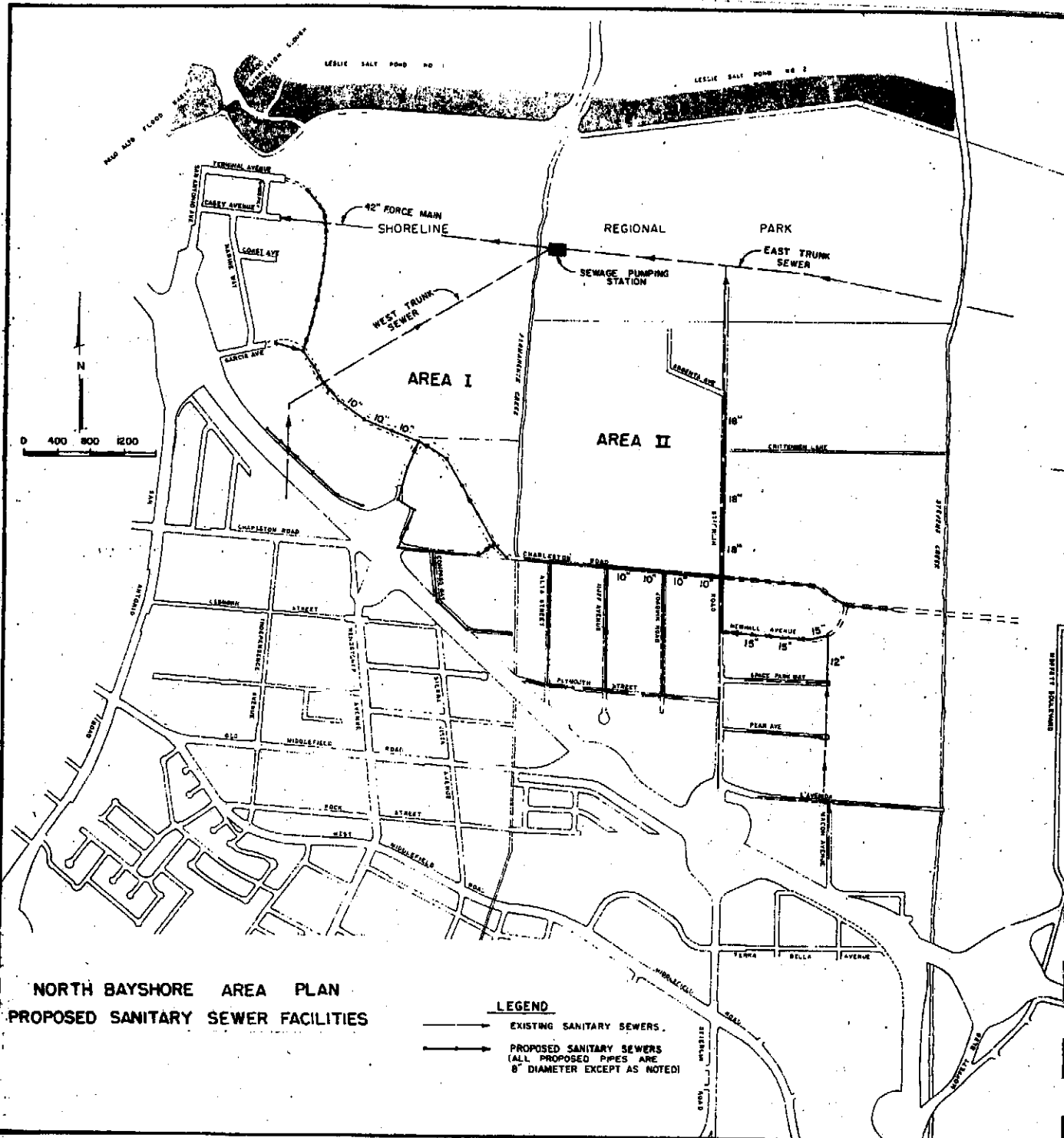
The key to development of this area is the installation of a new sewer main in Stierlin Road. The existing main (which would remain in service even after the new one is installed) is too small and too shallow to be used by 90% of the area north of the Bayshore Freeway. Development of the Stierlin-Charleston Industrial Area is dependent on completion of this sewer line. An existing system, which now flows to a pump station on Spacepark Way, should also be connected to the Stierlin Road sewer.

The area west of Stierlin Road is dependent on a new main being installed in Charleston Road. Such a main should be installed when Charleston Road is improved, unless it is needed before that time. ESTIMATED COST - \$720,000.

Total cost of both Areas I and II = \$1,120,000.

There are three basic methods by which these sewer installations could be financed:

1. The mains could be financed by private developers, each one installing his share of the mains.
2. Assessment districts could be used, which results in the City financing the installations until the assessments are paid off.



NORTH BAYSHORE PLAN

SANITARY SEWER

FIGURE 2-

3. City projects, financed entirely by the City until such time as development occurs and the developers pay their fees.

It is expected that all three of these methods, as well as their various combinations, will be used as these proposed extensions are gradually installed.

E. WATER DISTRIBUTION PLAN

Construction of water mains in the North of Bayshore Area are expected to occur in three steps as shown in Figure 2-14.

Stage 1 - The Charleston Road water line is essential to the City's system regardless of development in the area and will be completed in 1976.

Stage 2 - The Garcia Avenue water line is also essential to the City's system, but cannot be completed until the Charleston-Garcia connection is constructed.

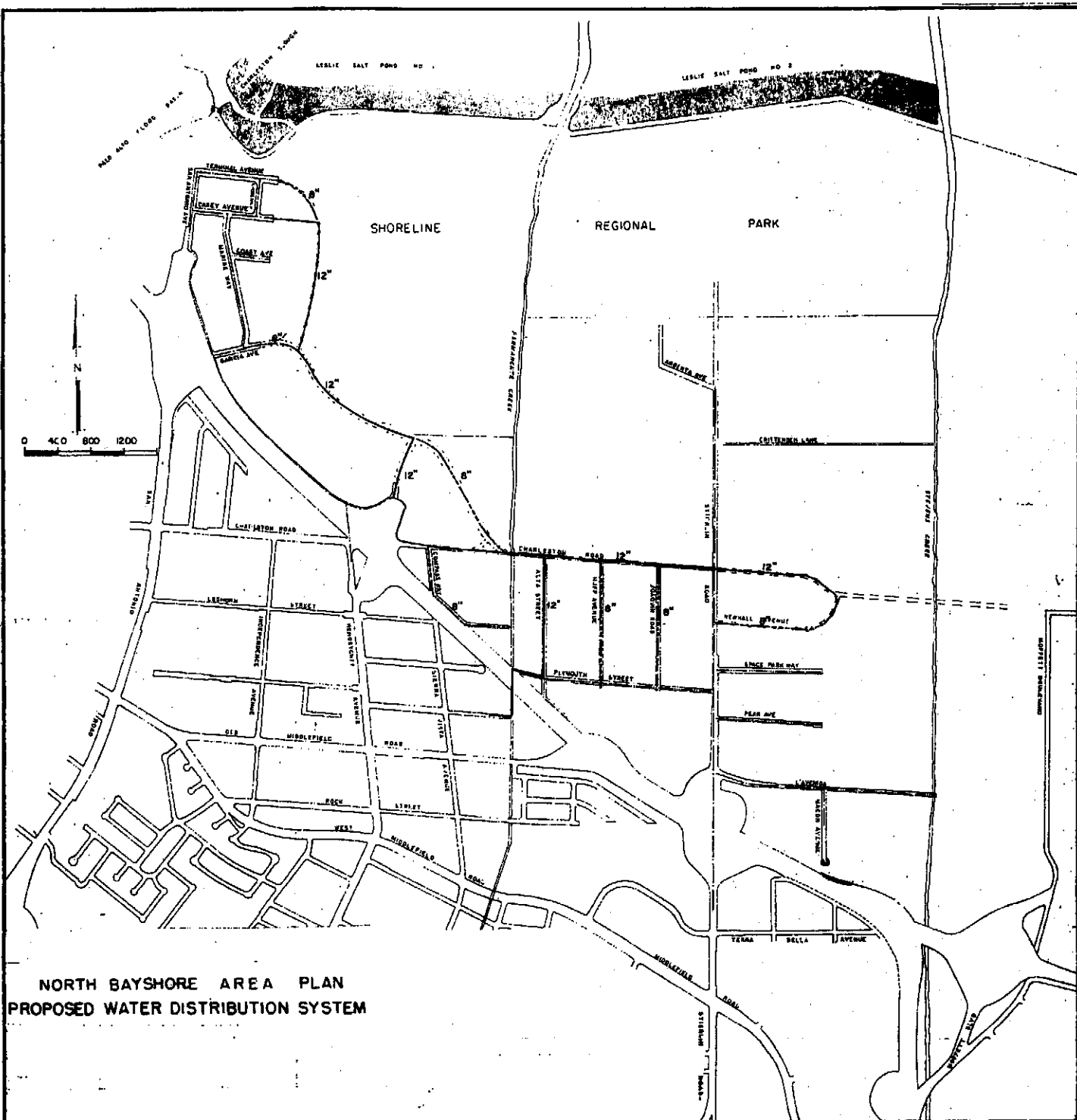
Stage 3 - Construction of individual lines will occur with private development as needed after Steps 1 and 2 are completed.

The preliminary construction schedule and estimated costs are given in the following table:

<u>Water Mains</u>	<u>Size (in inches)</u>	<u>Length (in feet)</u>	<u>Cost</u>
<u>Stage I 1976</u>			
Charleston Road	12	3,470	\$125,000
		<u>I - SUB TOTAL</u>	<u>\$125,000</u>
<u>Stage II</u>			
Garcia Extension (Rengstorff to Garcia)	12	2,390	\$ 52,000
Garcia Avenue	8	650	\$ 13,000
		<u>II - SUB TOTAL</u>	<u>\$ 65,000</u>
<u>Stage III</u>			
Charleston Road (Stierlin to Newhall)	12	1,790	\$ 54,000
Newhall Avenue (to Armand)	8	1,475	\$ 29,500
Newhall and Armand	12	2,750	\$ 82,500
Alta Street	12	1,410	\$ 42,500
Huff Avenue	8	1,415	\$ 28,500
Joaquin Road	8	1,415	\$ 28,500
Bayshore Freeway Crossing (Alta to Colony)	12	1,235	\$ 37,000
Compass Way	8	1,650	\$ 33,000
Terminal Boulevard			
a) East end to Casey	8	730	\$ 14,500
b) Casey to Garcia	12	1,550	\$ 46,500
c) Rengstorff to Charleston	8	1,540	\$ 31,000
Casey Avenue	12	500	\$ 15,000
		<u>III - SUB TOTAL</u>	<u>\$442,500</u>
		TOTAL	\$632,500

Financing of Stages I and II, along with the Bayshore Freeway and Alta Street main crossing in Stage III, will be from the Water Fund (revenues generated from the sale of water to customers).

Financing the remainder of Stage III is planned at this time to be by assessment district or developer installed with the Water Fund paying for portions beneficial to the City.



NORTH BAYSHORE AREA PLAN
PROPOSED WATER DISTRIBUTION SYSTEM

NORTH BAYSHORE PLAN

- PROPOSED WATER LINES
- 12 INCH —————
- 8 INCH - - - - -
- EXISTING WATER LINES
- 12 INCH - - - - -
- 8 INCH - - - - -

WATER SYSTEM

FIGURE 2-8

SECTION 3

IMPLEMENTATION, FINANCING, AND PHASING

This section includes detailed land use regulations and policies, development conditions and programs, and capital improvement phasing for the systematic implementation of the Area Plan.

SECTION 3 IMPLEMENTATION PROGRAM

A. INTRODUCTION

The success of the North Bayshore Planning Area depends upon a high degree of coordination between the application of regulatory provisions which govern development of privately-owned land and the design, financing, and construction of public and private improvements. The Land Use Section indicated zoning regulations limiting the use of land and building heights, bulk and setbacks, provision of open space and the location, standard, and use of public facilities.

This section of the Plan includes planning regulations, development guidelines, programs, and existing and proposed legislation which may be necessary for the systematic implementation of the Area Plan. It also contains a timing and financing matrix for needed public facilities, plus a discussion of the potential methods for financing these improvements. Much of the timing, however, is dependent on the private market so that, as an example, either the Stierlin Road area or the Rengstorff area may develop first, depending on property owner and developer initiatives. This Plan provides the basic framework for these private decisions and indicates public policies.

Perhaps the most limiting of all development constraints is the problem of traffic capacity on Stierlin Road and at the 101/Stierlin overpass. Without significant improvements, for which there is presently no certain funding, development cannot proceed past a certain threshold. This problem and policies for dealing with it are set forth in Section 2 below.

B. REGULATORY PROGRAM AND GUIDELINES

1. Zoning

The Area Plan incorporates by reference, applicable provisions of the City's current Zoning Ordinance, and supplements these with more precise guidelines where essential. In some instances, however, the use of the Precise Plan is used to permit greater flexibility in allocating uses and setting design requirements to represent conditions in a particular location or area. Priority should be given to immediately proceed with zoning and rezoning actions upon adoption of the Plan.

Priority should also be given to the development of an official zone designation for the proposed "mixed-use" area. A draft ordinance should be prepared and concepts presented to landowners and residents of the area prior to the time that final ordinance is accepted to insure understanding and acceptance. The ordinance must reflect all the basic goals and objectives discussed in Area XVII of the Land Use section of this Area Plan.

Proposed Modifications to the Zoning Ordinance

Implementation of the goal to limit the intensity of the industrial uses in the North Bayshore Area will require modifications to the City's Zoning Ordinance. Existing provisions limiting the sewage discharge already provide means for mitigating or minimizing intensity of industrial uses. Although especially pertinent in the study area, the following recommended ordinance changes have validity throughout the City as means of improving the use of industrial land and reducing the growth-inducing effect of too high an employment base:

- a. Adding the provision for warehousing, storage, and wholesaling in the ML, Limited Industrial, District either as a principal permitted use or conditional use, would provide an option for these generally low-employee kinds of uses to locate within the ML District. This provision would in no way guarantee that these uses would locate in the ML District, rather it would allow an additional option for the market.
- b. The present MM, General Industrial, zone has no provision for landscaping and the ML zone requires only that a portion of the front yard be landscaped. Providing for a minimal amount of landscaping would tend to decrease the amount of land which would be devoted to industrial use and improve overall property development standards. Additionally, adding provisions for maximum coverage, minimum yards, and perhaps a floor area ratio, would further specify the limits of industrial development on a property.

As an option to adopting these provisions, city-wide consideration could be given to development of a special overlay zone for the North Bayshore Area, where limits, due particularly to traffic circulation, are evident, and the need for open space and landscaping in the development near Shoreline Regional Park is desirable.

Amend Nonconforming Use Ordinance

The present nonconforming section of the Zoning Ordinance would preclude the continued use and improvement of many of the existing uses in the North Bayshore Area, particularly the residential uses in industrially zoned areas. The addition of a provision in the nonconforming use portion of the Ordinance which would allow continuance of select, nonconforming uses by conditional use permit can resolve this problem. In light of the City's housing need, and the apparent desire of many people to live within the area, even with the mixture of uses, the unilateral elimination of nonconforming residential uses in an industrial zone or vice-versa could be mitigated by review of individual cases under the Use Permit provisions of the Zoning Ordinance. This provision would have application city-wide.

Precise Plans

An important mechanism for regulating the total intensity of use for the North Bayshore Area industrial uses is the recommended P (Planned Community) District and Precise Plans. These plans should be continually monitored and updated as necessary to insure that the properties do not develop at an intensity which would exceed the capacity of the area's public facility. Where possible, the plans should be developed through close coordination of the City and property owner.

2. Traffic and Growth Control Policy

Of the potential constraints on development of the North Bayshore Area, traffic and the capacity of the roads to handle that traffic are the most severe. Unless properly provided for, either in terms of minimum demands imposed by development or addition of the facilities, convenience and safety problems will rapidly occur.

The interchanges are impacted by all uses which they serve, see Fig. 3-1 not just that which takes place in the North Bayshore Area. The major constraint points and the approximate amount of development that can be allowed before the existing reserve capacity at these points is used up as presented in Table 3-1.

The first critical point is along the Stierlin roadway where only 25 acres of new development (400,000 square feet of floor area) can develop without exceeding the road's capacity. The amount of land is approximate and may be generous since it assumes a fairly low intensity of development.

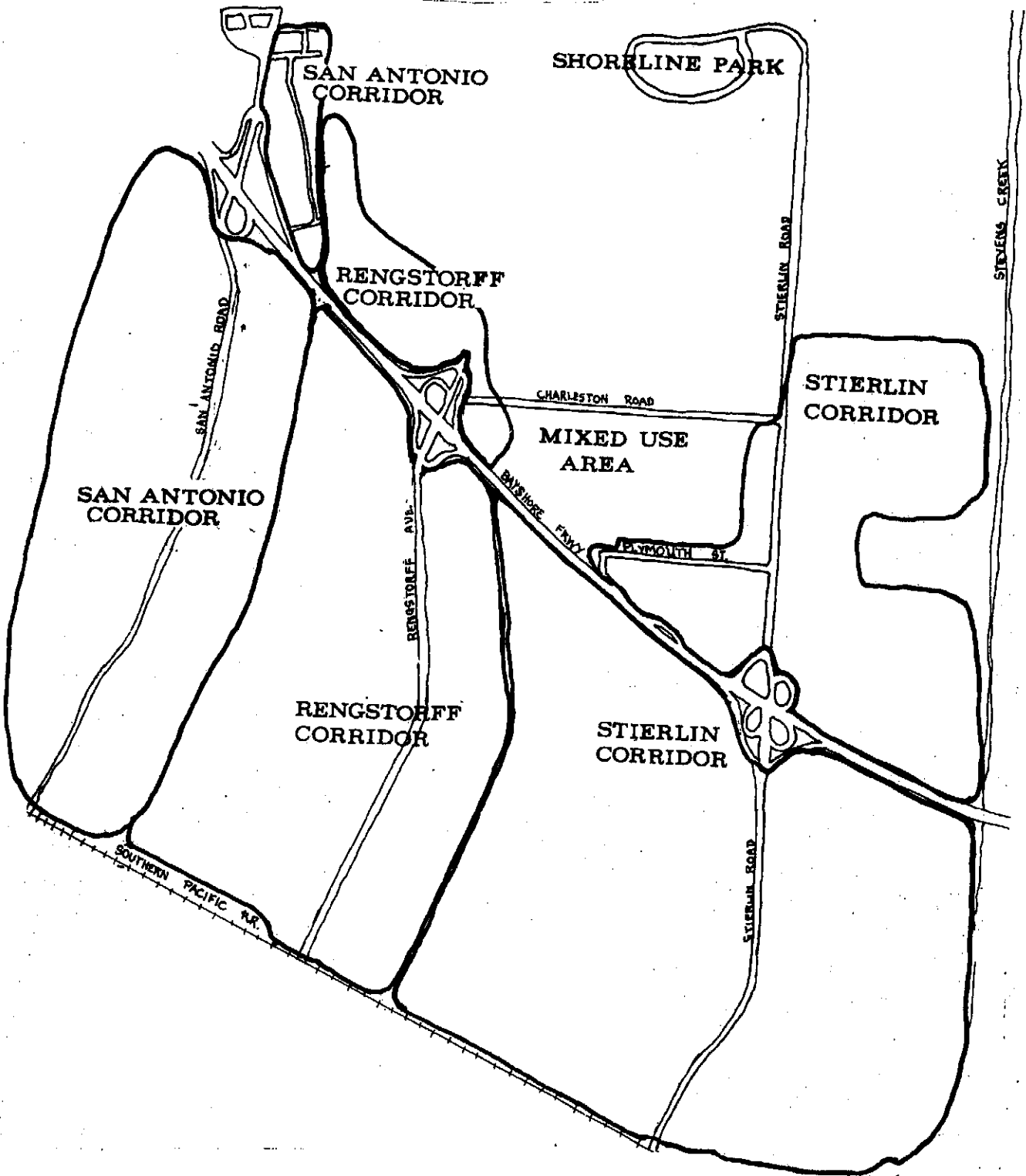
It is the policy of this Plan that when half of the amount of development occurs, the roadway system be surveyed (independently or as part of an environmental assessment) to determine the volume of traffic and the level of service on these roads.

TABLE 3-1 TRAFFIC AND DEVELOPMENT CAPACITIES

Critical Corridors (Per Barton-Ashman)	ADT Capacity	ADT Existing	Capacity Reserve	Amount of Industrial Development Allowable	Remaining Developable Land (Acres)	
					NBS	South of BS
Stierlin Roadway	10-12,000	8,000	4,000	400,000 sq. ft. 25 acres*	155	--
Stierlin Overpass	18,000	10,000	8,000	1,500,000 sq. ft. 95 acres	155	28
Rengstorff Overpass**	18,000	7,000	11,000	1,600,000 sq. ft. 105 acres	75	40
San Antonio Overpass	18,000	14,000	4,000	415,000 sq. ft. 25 acres	15	***

Bayshore Freeway - Currently over capacity

- * Acreages assume development intensity recommendations of plan are followed.
- ** Hotel/motel complex planned at this interchange with predicted ADTs of 1,000 trips --This amount of trips would reduce the total allowable industrial development to a slight extent.
- *** Development in Palo Alto would impact this interchange. Potential in Palo Alto contributing to this roadway corridor is minimal.



NORTH BAYSHORE PLAN

TRAFFIC CORRIDORS

If it is determined at that time that the capacity of the road is being reached, one of the following control policies should be implemented in the affected corridors:

- a. Place a moratorium on all additional development in the affected corridors until the necessary road improvements are provided. This method would be easy to administer, would solve the problem absolutely, and would have a direct and reasonable connection to the problem. There may be some problem with it being equitable, since those who developed before the moratorium would get full development while everyone else would get nothing. However, the solution to the moratorium could be in the hands of those affected by means of the formation of an assessment district to construct the necessary road improvements.
- b. The affected properties could develop alternative plans for traffic management. For example, a "flex-time" work schedule could be adopted by the affected properties which would spread the rush-hour traffic enough to avoid this peak-hour congestion. This alternative would depend on the developers' being able to provide the City with sufficient, binding guarantees that their alternate traffic control measures would remain in effect until the roadway was improved.

Therefore, the policies would have broader application than just to the North Bayshore area.

The second most critical point appears to be the Stierlin overpass for which state funding is uncertain. In order to aid in accomplishment, the City should pursue means of supplemental or temporary local funding which could serve as an inducement to obtain state funding at an early date.

3. Development Review Guidelines

SPAR (Site Plan and Architectural Review) procedures will help to ensure that landscaping, architectural design, and site planning are such as to achieve the objectives of the Area Plan. SPAR should also consider the concepts outlined below and keep them in mind during the review process.

1. In Industrial Areas:

- a. Developments should respect the standards found in the City's Sound Element by control of noise at the source, by use of noise buffers to protect noise sensitive uses from existing noise sources, or by the positioning of buildings with respect to the noise environment.
- b. Industrial uses immediately adjacent to Shoreline Regional Park should be given special attention by the Site Plan and Architectural Review approval process to see that these uses and planning designs do not impact the Park. Those uses adjacent to Santiago Villa Mobile Home Park and land used for residential purposes require stricter review and control to mitigate any noise or visual impact generated by the industrial uses.

- c. Stone, wood, and other predominantly natural materials should be used as the dominant material for all exterior walls of the buildings. Attempts should be made to avoid a repetition of building styles, shapes, sizes, colors, and roof lines in the area without creating a hodge podge of building designs. New and innovative ideas in building design should be encouraged which communicate openness and unity with the surrounding environment.
 - d. Development should incorporate substantial landscaping to help foster the park-like atmosphere and openness described in the General Plan. This landscaping should be concentrated in the area of public view, i.e., in the areas adjacent to the Shoreline Park and/or the front yards adjacent to the streets. It should be noted to all developers the potential problems of clay soil, high water table, salt water intrusion, and its effect on deep-rooted plants and trees.
 - e. Trees in public and private areas should be planted in clusters to provide shelter and attractiveness along street right-of-way. The trees should be a variety of height and foliage shapes, as well as of type. They should be native or natural plants rather than exotic ornamentals, because of their low maintenance, conservation of water, low cost, and high wildlife food value. All areas devoted to landscaping should predominantly use plants indigenous to the area thereby requiring less watering and maintenance.*
 - f. The Plan encourages the tying together of adjacent developments through the use of landscaping and pathways, fronting buildings on common open areas, joint-use parking areas, variations in setbacks, and the use of water and stone in landscaping. It also encourages the use of indirect lighting on buildings, signs, and landscaping, and minimum use of signs. Business signs should be of natural materials, avoiding the dominant use of plastics and metal.
 - g. Because of the dangers of earthquakes, tilt-up and lift-slab buildings should be given special construction and structural design review.
2. In Commercial Areas:
- a. Retail commercial complexes should be accented by extensive landscaping around the building premises. This landscaping should follow the general requirements found in items 1.e and 1.d above.

* See A Landscaping Guide to Native and Naturalized Plants for Santa Clara Valley, Santa Clara Valley Water District, May, 1975.

- b. Buildings should be clustered toward the center of the lot with parking oriented to the rear or side of the lot and screened from immediate public view.
- c. The height of the buildings in the area should generally be limited to two stories (25 feet).
- d. The Plan encourages the use of indirect lighting on buildings, signs, and landscaping, and the use of restrained signs for identification.
- e. Commercial uses adjacent to residentially used property shall provide substantial screening and buffering.

3. In Open Space/Commercial Areas:

- a. Landscaping should be native or naturalized plants rather than exotic ornamentals, because of their low maintenance, conservation of water, low cost and high wildlife food value. Developers should be encouraged to plant trees in these areas, but should be advised of the potential salt water danger to large plant root systems.
- b. All buildings within the area should be limited to one story (20 feet) and should use natural materials such as wood and stone. These buildings should reflect the architectural styles found in Shoreline Regional Park, when possible.
- c. These areas should contain landscaped pedestrian pathways tying into the Shoreline Regional Park's system as well as benches and drinking fountains.
- d. The Plan encourages the minimum use of commercial signs to help promote the park-like atmosphere of the area. Signs should be of wood and reflect the design of signs to be located within Shoreline Regional Park.

4. Project Review Guidelines

Many of the improvements to the planning area will be City Public Works. The following Area Plan policies should be considered:

- 1. The street design shall foster the open, park-like atmosphere through design which provides meandering roadways and sidewalks; variation in median and side planting spaces; soft gradual edges and curb lines made of natural materials, such as stone or brick, and design of special street furniture including lights and signs.

Special consideration should be given in final street plans to modification of tree and sidewalk areas of the right-of-way to merge on-site and street landscaping, cluster street trees, and where justified eliminate standard sidewalks in nonpedestrian areas.

2. Along the northern side of U.S. 101 between Stierlin Road freeway interchange and the Coast-Casey Canal, increased dense landscaping and sound walls within the state right-of-way are recommended at state cost. The wall must be visually attractive and combined with effective landscaping.
3. Most of the streets in the study area need improvement. Detailed geometric plans shall be developed by the City's Public Works Department based on schematic found in the Area Plan, to inform developers and property owners of the requirements of the City.
4. The streets in the Alta/Joaquin/Huff mixed-use area shall be maintained in their present pavement widths as long as the area is zoned for this use. This will help maintain the rural residential setting and minimize cost of public improvements in the public right-of-way of this low-intensity area.
5. Street lighting should be kept at a minimum for energy consideration. The intensity of its illumination should be appropriate to the land use. The Plan recognizes the need to control the harmful aspects of outdoor lighting on the operators of observatories in the area. The Public Works Departments of various cities within the County are in the process of developing a county-wide policy to deal with this problem.
6. Crittenden Lane, which is owned by the City of Mountain View, will remain unimproved so that it can accommodate a pedestrian way and a bike path leading from Stierlin Road to the proposed Stevens Creek Park Chain, with limited motor vehicle access for property owners abutting the road and maintenance crews.
7. Street trees along Stierlin Road, Charleston, and Garcia-Charleston extension, need not be rigidly placed at intervals but should be fitted to the adjacent uses. Clustering trees at major intersections will help to visually soften these artificial structures, and visually signal their presence.
8. A new bridge across Permanente Creek will be required with the road improvements scheduled for Charleston Road. The bridge will be built to handle pedestrian and bicycle traffic as well as auto.
9. All development occurring along Stevens and Permanente Creeks must take into account the future county plans to widen and rebuild the levees within the area and may require additional right-of-way.
10. The City shall establish a "normal firefighting capability" by building a fire protection force and providing equipment to cope with an anticipated fire risk. Standards will be set to define the level of public fire protection which is adequate to meet the normal needs at a reasonable community cost. Above that anticipated level of fire risk, built-in protection will be provided by the private sector. The community

fire protection system shall include necessary public education programs, public ordinances, codes, structural design review, and code enforcement procedures. In addition, inspection and maintenance programs are required to assure the reliability of built-in protection.

- II. Fire Station 5--Property for this future Station 5 has been purchased at Charleston and Stierlin Roads. The construction of this station is related to the rate of development of the area north of Bayshore Freeway, but not expected to be needed with the low-intensity development and built-in protection. Additionally, the proximity of substantial amounts of other public land supports the policy to abandon this station site.

C. FINANCING PUBLIC FACILITIES

The achievement of the Plan is dependent upon the ability to finance the public improvements--roads, sewers, etc.--defined in Section 2. The estimated cost (Appendix IV) of these improvements over the next 20 years will exceed \$15 million at today's dollar value. While most of the cost related to development will be borne directly by the property owners, much will remain for the public sector. As an example, proposed freeway and interchange improvements, primarily a State responsibility, are estimated to cost in excess of \$5.8 million during the 20-year development period. If State funding is not available, the community will determine the need for and availability of methods of financing the improvements.

Likewise, flood control improvements along Stevens Creek will also need to be publicly financed. It is also apparent that the City will need to provide funding, particularly initially, in order to complete the basic public improvements necessary as a base for the changes in the Area. Appendix IV depicts the revenue potential for the projected development. The growth is assumed to be very slow absorption in the first five years with accelerated growth taking place when the basic streets and drainage facilities are in place. Should a substantial amount of development take place initially, the projected revenues in the first phase would be considerably greater.

Financing Methods

A list of standard methods of financing public improvement in urban areas is presented in Appendix VI. The following are the recommended ways of funding the Area Plan projects:

1. Development Improvement Costs

As part of the requirements of subdivision and building review, developers must pay for the local needs such as streets and utilities.

2. Special Assessment Bonds

These bonds assess the cost of improvements for localized benefit upon the direct recipients. Special assessment districts may be formed to pay the improvement cost involved in constructing arterial roads, and other localized utilities.

The costs in an assessment district are spread on the basis of the share of benefit accrue to each owner. Benefits of community-wide value are the responsibility of the broader community.

fire protection system shall include necessary public education programs, public ordinances, codes, structural design review, and code enforcement procedures. In addition, inspection and maintenance programs are required to assure the reliability of built-in protection.

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3. Tax Increment Financing - Shoreline Regional Park Community Fund

Under the provisions of the Shoreline Regional Park Community and State redevelopment laws, the tax increment mechanism may be used for public improvements. Upon adoption of the Plan, the level of taxation to all jurisdictions, city, county, school districts, etc., would be frozen at its present rate; and any increases due to property improvement, new development, increases in land values and inflation would be allocated back into Shoreline Regional Park Community to help pay the cost of general public improvements, such as arterial roads, water facilities, and drainage improvements. Appendix V depicts a possible way to use the tax increment funds in conjunction with bonds to support the development of basic public facilities and utilities.

4. Shoreline Park Development Fund

This fund provides an account to record income and cost for the development of Shoreline Regional Park. Monies are received from charges from the San Francisco sanitary landfill operation, land rental income, public dump fees, methane gas production and grants.

5. Other Outside Funding Sources

Improvements, such as freeway interchanges and flood control measures, are normally the responsibility of the State and County. Additionally, Ames Research Center will be responsible for completion of a bridge over Stevens Creek to connect Ames Research Center with the North Bayshore Area.

Due to funding constraints and competing priorities, these agencies may not be able to fund projects as has been done in the past. The City has the option of: 1) funding of the project itself with or without eventual reimbursement, 2) changing the Area's development phasing to meet the schedule of other outside agencies, or 3) petitioning a change in the agencies construction schedule.

Financial Summary

Appendices IV and V give preliminary estimates of costs, revenues and tax increment potential. Since these are preliminary estimates, subject to further refinement upon adoption of the basic policies on the North Bayshore Area Plan, they are attached as appendices--not to be specifically adopted as part of the Plan. The actual revenues and costs should be integrated into the normal city-wide budgeting and capital improvements scheduling procedures.

Based on the assumptions of Appendices IV and V, tax increment bonds can pay for approximately two-thirds of the Phase I "City" costs, those costs not expected to be borne by property owners or other agencies. In the long run, tax increment bonds could finance all of the Phase II "City" costs and create a reserve. The estimated City cost for Phases I and II improvements is \$2,066,000; and funds available for Phases I and II capital improvements from tax increment bonds is estimated at \$3,055,000. The estimated reserve amounts to \$989,000. These funds could be used to, 1) support a greater share of improvements, 2) advance funds to the State to complete the freeway improvements, or 3) accelerate the schedule of improvements.

TABLE 3-2 COST AND REVENUE PROJECTION

Line		
PHASE I		
a	City Capital Improvement Costs (Figure IV-1)	\$1,105,000
b	Tax Increment Revenues & Bond Potential Available for Capital Improvements (Lines 2 & 3 Figure V-6)	<u>830,000</u>
c	Net Difference at End of Phase I (Line b minus Line a)	-(\$275,000)
PHASE II		
d	Capital Improvement Costs (Figure IV-2)	\$ 961,000
e	Tax Increment Revenues and Bond Potential Available for Capital Improvements (Line 5 Figure V-6)	2,225,000
f	Reserve at End of Phase II (Line e less line d)	\$1,264,000
g	Net Reserve at End of Phases I & II (Line c plus Line d)	\$ 989,000

D. PHASING BASIC PUBLIC FACILITIES

Development of the North Bayshore Study Area is limited not only by the natural environment of the area, but also by existing public facilities. Before extensive development can occur as proposed by the Plan, the introduction of new facilities and the expansion of the existing facilities must take place. Because there is a substantial need for public facilities in the area and the total cost of these facilities is so high, the programming of these facilities is critical and should be integrated with city-wide capital improvement scheduling.

Section 2 of the Area Plan describes the needs of basic facilities and services. A proposed phasing program for construction and a suggested funding method for the City's responsibility is outlined in Appendix VIII. The phasing program covers a time period extending from 1976 to 1995. This period has been divided into four phases. The projects within each phase are grouped according to the logical development patterns needed for the area, the availability of funds, and/or the established planning and construction schedules. However, changes in development and availability may cause a shift of projects from one phase to another.

The pros and cons of each suggested financing method for these public facilities are many, depending on the economic condition and bond rating of the City. A professional bond counsel should be consulted to determine which method is best for Mountain View at the time of implementation.

E. OTHER EXPENDITURES

There are other costs covered by City property and sales taxes which will occur because of increased urbanization and activity in the study as proposed by the Area Plan.

1. Police

Development of this Plan may necessitate the creation of or expansion of a police beat to service this area. There will be no major capital costs associated with the police beat; but annual operating costs will increase with demands for service.

2. Fire

A current fire station location exists at Stierlin and Plymouth. The construction and staffing of this fire station will not be required if the density of development is controlled and sufficient built-in fire protection is provided at development. Fire suppression would then be provided by existing stations.

The proposed zoning would require on-going fire prevention efforts equal to one (1) man-year at ultimate development.

The proposed extension of Charleston to Moffett Boulevard (i.e., Ames Research) would provide access for fire protection and mutual aid services to and from the Moffett/Ames Complex. This would provide access to Moffett/Ames if a decision were made to provide contract fire protection to that complex.

3. Streets

The cost of street maintenance in 1970 dollars was about \$650/acre/year. The street network discussed in the Land Use Section will total approximately 125 acres of streets.

4. Housing Rehabilitation

A housing rehabilitation plan is needed to help preserve and bring the "mixed-use" area homes to minimum safe housing standards and encourage the addition of new residential uses in the "mixed-use" area. The proposed program is basically voluntary and based on the housing codes, which deal with health, safety, and maintenance; not the building code which applies to new construction (see Appendix VII). The rehabilitation program may be largely self-supporting if linked with pending State housing funds. In addition, existing structurally sound dwelling units, which would be subject to destruction because of new development, shall be encouraged to be moved onto vacant lots within the "mixed-use" area.

5. Schools

This area does not have any schools for its school-age population, therefore they are bussed south of Bayshore Freeway. Though the population of that area will be decreased due to this Plan, school costs for housing will still continue at approximately \$70/pupil/year (elementary) and \$20/pupil/year (high school).

F. PRELIMINARY ANALYSIS

Full or partial implementation of this Plan will result in both negative and positive impacts to the area. The following is a preliminary analysis of the impacts of the Plan.

Area Impacts

- a. Approximately 75 dwelling units could be removed, eventually, because of private and public development encouraged by the Plan. This will cause the dislocation of families and the removal of low-cost housing stock.

- b. The proposed "mixed-use" zone will help permit residents to retain their preferred lifestyles, with some additional controls.
- c. The proposed "mixed-use" zone would provide more economic opportunity to the resident by cutting his overall capital and operating cost, if he were to establish the minor industrial or commercial businesses on his property.
- d. Many dwelling units are in need of rehabilitation due to code violations and structural damage. This will be expensive and could cause a hardship on low-income property owners.
- e. The increased availability of utilities will improve the health and safety of residents.
- f. Increased development in the area will cause increased land assessments.
- g. Development will cause increased run-off, sedimentation, and water pollution.
- h. There will be an increased vegetation through increased landscaping around industrial and commercial buildings.
- i. The area will be more visually aesthetic.
- j. The increased industrial and commercial development would increase job opportunities for some local residents.
- k. The proposed commercial center would make shopping more convenient for residents and businesses in the planning area.
- l. The Plan would remove much of the uncertainty as far as investment and development future of the area.
- m. Noise, vibration, dust, and smog from increased motor vehicle traffic and construction within the area will ultimately destroy the existing semirural environment.
- n. The destruction of present social/behavioral patterns may destroy existing community atmosphere.
- o. The Plan reduces the conflict between land uses.

Overall Community Impacts

- a. The Plan will increase the quality of industrial development through landscaping and traffic control.
- b. It will increase the quality and quantity of open space but remove marginally unproductive agricultural lands.

- c. More recreational space will be provided with a regional park and open space/commercial areas.
- d. It offers a means of saving a needed source of low-income housing.
- e. Traffic generated by land uses in the area will increase traffic on freeways and arterials leading to the area, in addition to air pollution.
- f. Public improvements to the area may cause an economic burden to the rest of the City.