



COUNCIL REPORT

DATE: December 16, 2025

CATEGORY: Public Hearing

DEPT.: Community Development

TITLE: **Housing Element Program 1.1(g)—
Zoning/Precise Plan and General Plan
Amendments**

RECOMMENDATION

1. Adopt a Resolution of the City Council of the City of Mountain View Adopting a General Plan Amendment to Update the Downtown Mixed-Use Land Use Designation in the Land Use and Design Chapter and Modify the General Plan Land Use Map to Change the Land Use Designation For the Following Properties to Implement Housing Element Program 1.1(g): (1) 830, 835, 850, 859, 870, 889, and 897 Leong Drive and 3 and 55 Fairchild Drive from Neighborhood Commercial to General Mixed-Use; (2) 1702 and 1704 Miramonte Avenue and 777 Cuesta Drive from Office to Neighborhood Mixed-Use; (3) 677-699 Calderon Avenue from Neighborhood Commercial to Neighborhood Mixed-Use; and (4) 1949 Grant Road from Low-Density Residential to Medium-High Density Residential, as Recommended by the Environmental Planning Commission; on January 24, 2023, the City Council Certified the 2023-2031 Housing Element Update Environmental Impact Report (Adopted by Resolution No. 18755); Pursuant to CEQA Guidelines Sections 15168, 15162, and 15163, None of the Circumstances Necessitating Further CEQA Review are Present, to be read in title only, further reading waived (Attachment 1 to the Council report).
2. Introduce an Ordinance of the City of Mountain View Amending Chapter 36 (Zoning) of the City Code to Implement Subtask (g) of Housing Element Program 1.1, Including Updates to Article V (Commercial Zones) to Allow General Plan Mixed-Use Village Center Land Uses in the CO (Commercial-Office) Zoning District, and to Make Other Clarifying and Conforming Changes, such as Modifying and Reorganizing Standards in Division 23 (General Plan Mixed-Use Village Center Developments) of Article IX (Standards For Specific Land Uses) to be Consistent with the CO Zoning District and the Evandale Precise Plan, and Requiring Avigation Easements Pursuant to the Moffett Federal Airfield Comprehensive Land Use Plan, as Recommended by the Environmental Planning Commission, to be read in title only, further reading waived, and set a second reading for January 27, 2026 (Attachment 2 to the Council report).
3. Adopt a Resolution of the City Council of the City of Mountain View Amending the P(32) Evandale Precise Plan to Implement Housing Element Program 1.1(g) and Make Other

Clarifying Changes, as Recommended by the Environmental Planning Commission, to be read in title only, further reading waived (Attachment 3 to the Council report).

4. Adopt a Resolution of the City Council of the City of Mountain View Amending the P(26) Grant-Martens Precise Plan to Implement Housing Element Program 1.1(g) and Make Other Clarifying Changes, as Recommended by the Environmental Planning Commission, to be read in title only, further reading waived (Attachment 4 to the Council report).
5. Adopt a Resolution of the City Council of the City of Mountain View Amending the P(18) Evelyn Avenue Corridor Precise Plan to Implement Housing Element Program 1.1(g) and Make Other Clarifying Changes, as Recommended by the Environmental Planning Commission, to be read in title only, further reading waived (Attachment 5 to the Council report).

BACKGROUND

Sixth Cycle Housing Element 2023-2031 Implementation

On April 11, 2023, the City Council adopted the Sixth Cycle Housing Element, which covers the eight-year planning period from 2023 through 2031. The Housing Element included Program 1.1, Subtask (g), which requires the City to:

“Ensure zoning and General Plan for all sites is consistent with the Housing Element site inventory and pipeline projects. The following areas will be rezoned:

- a. Leong Drive and Fairchild Drive properties at the west end of the Evandale Precise Plan (up to at least 43 DU/ac)—the rezoning will also identify which sites will have required neighborhood commercial;
- b. 1702 Miramonte, 777 Cuesta Drive, and 1949 Grant Road (up to at least 30 DU/ac);
- c. Moffett Boulevard (up to at least 1.85 FAR, approximately 72 DU/ac)—the rezoning will also identify which sites will have required neighborhood commercial;
- d. 677-699 Calderon Ave (up to at least 30 DU/ac)—with required neighborhood commercial;
- e. Mountain View Transit Center (up to at least 75 DU/ac)—in addition, the City will continue to work with and facilitate Caltrain in the development of residential on this site, possibly with other uses.”

The Housing Element imposes a December 31, 2025, deadline to amend the Zoning/Precise Plans and General Plan pursuant to Subtask (g) of Program 1.1.

Development of a Moffett Boulevard Precise Plan is underway and will carry out the rezoning described in Item (c) in the list above. More information about the Moffett Boulevard Precise Plan process can be found at www.mountainview.gov/moffettblvd. This item that staff is presenting to the Council is necessary to complete the other required actions described in Subtask (g) of Program 1.1.

Housing Element Site Inventory Process

The Sixth Cycle Housing Element was developed between 2021 and 2023 and included several Citywide outreach activities, including workshops, meetings with neighborhood groups and other interested parties, and online engagement. Additionally, state law required the City to address a broad range of requirements with its housing policy. Two policy considerations relevant to this action arose from community input and state law: the distribution of sites and the viability of sites.

1. **Distribution of Sites.** **Housing opportunity sites need to be equitably distributed across the whole City, including in high-opportunity areas that tend to also be in the most affluent neighborhoods, in order to affirmatively further fair housing.**¹ Areas that already allow higher densities, such as El Camino Real and the San Antonio Center area, do not adequately meet the state's equity and distribution requirements, as a significant portion of the City's growth is already planned for those areas. Large commercial sites such as Blossom Valley Shopping Center and Grant Park Plaza already allow housing (in the case of Grant Park Plaza, at high densities), but were not sufficient to meet the state's distribution requirements. Therefore, it was necessary for the City to identify additional sites in Mountain View's highest-opportunity areas, which at the time of Housing Element development, included the areas in and around downtown and those areas south of the El Camino Real Precise Plan.

¹ California Government Code Section 8899.50(a)(1) defines "affirmatively furthering fair housing" as "taking meaningful actions, in addition to combating discrimination, that overcome patterns of segregation and foster inclusive communities free from barriers that restrict access to opportunity based on protected characteristics. Specifically, affirmatively furthering fair housing means taking meaningful actions that, taken together, address significant disparities in housing needs and in access to opportunity, replacing segregated living patterns with truly integrated and balanced living patterns, transforming racially and ethnically concentrated areas of poverty into areas of opportunity, and fostering and maintaining compliance with civil rights and fair housing laws. The duty to affirmatively further fair housing extends to all of a public agency's activities and programs relating to housing and community development."

2. Viability of Sites. **Housing opportunity sites must be identified based on their ability to realistically accommodate new housing development.** Parcels were evaluated for their likelihood of redevelopment within the planning period, looking at the quality, age, size, and use of existing buildings. The 1702-1704 Miramonte Avenue property and five properties in the Evandale Precise Plan met the criteria for inclusion in the site inventory. Other opportunities were considered but rejected:
- The City has limited evidence that single-family homes in R1 (Single-Family) zoned neighborhoods will redevelop into multi-family development, even if it is allowed by zoning.
 - There are multi-family pockets within these neighborhoods (such as Boranda Avenue), but there are additional restrictions in state law on the use of such sites for growth in the Housing Element.
 - Large institutional sites, such as El Camino Hospital, stated that they would not build housing, even if allowed.

In summary, only two categories of sites met both the distribution and viability requirements needed for inclusion in the City's Housing Element: religious sites, which the City is also rezoning to allow affordable housing development (Housing Element Program 1.4), and small commercial sites, which are the subject of this rezoning action. Though some sites proposed for rezoning do not meet the viability criteria, other nearby properties and other properties in high-opportunity neighborhoods were included in Program 1.1(g) to further broaden the opportunity for new housing in these neighborhoods where there are limited locations that meet state requirements for inclusion.

Previous Meetings

City Council

On February 11, 2025, staff presented a New Business item to the Council to receive direction on the proposed Zoning/Precise Plan and General Plan amendments necessary to meet the densities prescribed in Housing Element Program 1.1(g) while also ensuring the existing commercial uses are not rendered nonconforming (see Attachment 6—[Council Report dated February 11, 2025](#)). At the hearing, the City Council directed staff to move forward with the amendments as proposed, using the General Plan Mixed-Use Village Center (GPMUVC) approach to allow residential uses in combination with commercial uses at the Leong Drive and Fairchild Drive properties at the west end of the Evandale Precise Plan, 777 Cuesta Drive, 1702 and 1704 Miramonte Avenue, and 677-699 Calderon Avenue; and the flexible Precise Plan approach

to allow specific densities and standards at 1949 Grant Road and the Mountain View Transit Center. The City Council provided one additional directive:

- Small Business Preservation: Study zoning options for commercial to be retained at redeveloped sites within the rezoned areas.

Further information related to the modifications is discussed in the Analysis section, below.

Airport Land Use Committee

The Santa Clara County Airport Land Use Commission (ALUC) reviews Zoning and General Plan amendments proposed within the Moffett Federal Airfield Airport Influence Area (AIA) to ensure compatibility with the Moffett Federal Airfield Comprehensive Land Use Plan (CLUP). The Evandale Precise Plan and the Mountain View Transit Center are located in the AIA; therefore, any General Plan, Precise Plan, or Zoning amendments affecting those areas are subject to ALUC review. On September 24, 2025, the Santa Clara County ALUC held a public hearing to consider the proposed General Plan, Precise Plan, and Zoning amendments and found them consistent with the adopted CLUP.

Environmental Planning Commission Public Hearing

On November 5, 2025, the Environmental Planning Commission (EPC) held a public hearing to review the proposed amendments and unanimously recommended approval of the amendments per the staff recommendation.

Staff received 12 public comments on this item prior to the EPC meeting (see Attachment 7—Public Comment). One letter was signed by a few businesses in the P(32) Evandale Precise Plan and requested a different zoning option for Subarea A to allow increased commercial development. A majority of the comments pertained to concerns about increased residential density at 1702-1704 Miramonte Avenue. Neighbors raised concerns about increased traffic and changes to the character of the neighborhood. Neighbors also raised concerns about the parking impacts and other issues caused by the existing businesses at the site, which staff is looking into. Additionally, several public comments were received after the EPC hearing, related to the Miramonte site, voicing disappointment in the EPC decision, insufficient noticing, and reiterated traffic/parking concerns associated with the rezoning.

ANALYSIS

Proposed General Plan Amendments

The General Plan amendments in Attachment 1 are necessary to allow residential development, consistent with the Housing Element program direction and City Council direction from February 11, 2025. Table 1 summarizes the existing and proposed General Plan amendments.

Table 1: Summary Table of General Plan Amendments

Location	Existing General Plan Land Use Designation	Proposed General Plan Land Use Designation	Purpose/Rationale
Evandale Precise Plan Subarea A (west end of Precise Plan area)	Neighborhood Commercial	General Mixed-Use	Allows General Plan Mixed Use Village Center land use at 1.35 FAR (which is equivalent to 43 DU/acre).
1702 and 1704 Miramonte Avenue and 777 Cuesta Drive	Office	Neighborhood Mixed-Use	Allows General Plan Mixed Use Village Center land use at 1.05 FAR (which is equivalent to 30 DU/acre).
1949 Grant Road	Low-Density Residential	Medium-High Density Residential	Allows multi-family residential at 35 DU/acre.
677-699 Calderon Avenue	Neighborhood Commercial	Neighborhood Mixed-Use	Allows General Plan Mixed Use Village Center land use at 1.05 FAR (which is equivalent to 30 DU/acre).
Mountain View Transit Center	Downtown Mixed-Use	Downtown Mixed-Use with minor amendments to allow residential	Allow residential at 75 DU/acre.

Proposed Zoning/Precise Plan Amendments

The modifications to various sections of Chapter 36 (Zoning) of the City Code and to three Precise Plans necessary to align their provisions with the GPMUVC standards and other direction previously provided by City Council are summarized in Table 2 below.

Table 2: Summary Table of Proposed Zoning/Precise Plan Amendments

Code Section/ Precise Plan	Current Language/ Requirement	Proposed Update	Purpose/Rationale
Zoning Ordinance Amendments (Attachment 2)			
36.18 (Purpose) and 36.18.05 (Commercial zone land use permit requirements)	GPMUVC is not permitted in the CO (Commercial Office) Zoning District.	Add GPMUVC as a permitted land use in the CO Zoning District and provide clarifying language regarding mixed-use developments in the purpose for all commercial zones.	Allow residential uses up to 30 DU/acre at 777 Cuesta Drive and 1702 and 1704 Miramonte Avenue.
Article IX (Standards for specific land uses), Division 23 (General Plan Mixed-Use Village Center Developments)	Special standards for GPMUVC developments are provided but only for CS and CN Zoning Districts.	Reorganize GPMUVC by removing land uses from the development standards table and creating a new land use standards section.	Improve clarity in identifying allowed residential and commercial land uses in GPMUVC.
36.30.113 (“General Plan mixed-use village center—special land use standards”)	GPMUVC does not explicitly state if commercial space can be converted to an ADU.	Prohibit required neighborhood commercial space from converting to an ADU.	Preserve commercial use in key areas by limiting conversion to noncommercial uses.
	GPMUVC does not allow office uses regardless of Zoning District.	Allow administrative and executive offices within GPMUVC developments in the CO Zoning District.	Find opportunities to allow existing offices at 1702 and 1704 Miramonte Avenue and 777 Cuesta Drive to return to their previous locations if redeveloped.

Code Section/ Precise Plan	Current Language/ Requirement	Proposed Update	Purpose/Rationale
36.30.115 (“General Plan mixed-use village center development standards”)	Ground-floor commercial storefront not permitted with street widths less than 70’.	Modify street width standards from 70’ to 60’.	Allows storefront to face Leong Drive, Evandale Avenue, Church Street, and Calderon Avenue while still prohibiting in other sensitive areas, such as Dalma Drive and Plaza Court.
Evandale Precise Plan (Attachment 3)			
Chapter III—Area A, Objective and Allowed Uses	Area A does not allow residential.	Allow GPMUVC land use as a permitted use in Subarea A.	Allows residential in Subarea A up to 43 DU/acre, with reference to the City Code for the development standards.
Grant Martens Precise Plan (Attachment 4)			
Area C—Objectives	Only low-density residential is permitted at 1949 Grant Road.	Create a new subarea (Area C) which consists of 1949 Grant Road. Add multi-family residential (at 35 DU/acre) and include development standards.	Allow residential up to 35 DU/acre at 1949 Grant Road.
Area C—Uses	Allows the existing convalescent hospital in Area B.	Add Medical Services—Extended Care as a permitted land use and include development standards.	Allow the existing convalescent hospital to expand at the same scale as the allowed residential.

Code Section/ Precise Plan	Current Language/ Requirement	Proposed Update	Purpose/Rationale
Evelyn Avenue Corridor Precise Plan (Attachment 5)			
Transit Services Area Standards	The Transit Services Subarea does not currently allow residential land uses.	Allow residential land use at 75 DU/acre in the Transit Services Subarea at up to 100' in height.	Allows residential in the Transit Center at 75 DU/acre. Other residential standards subject to discussions with Caltrain. Nonresidential standards unchanged.
	Front setback is 15' from curb.	Front setback is the greater of 15' from curb or back of sidewalk.	Sidewalk is more than 15' from curb at locations on Evelyn Avenue. This would ensure the project does not reduce sidewalk width.

Other minor changes/clean-up items have also been made that are not directly related to Housing Element Program 1.1(g). These include:

- Updating outdated Zoning Ordinance references in Precise Plans;
- Amending the Evelyn Avenue Corridor Precise Plan to ensure consistency with Government Code Section 65863.2(f) and Section 36.32.50 ("Required number of parking spaces") of the Mountain View City Code for minimum parking within one-half mile of major transit stops; and
- Creating a new Zoning Ordinance Section 36.06.28 ("Avigation Easements") to clarify when avigation easements are required, consistent with the Moffett Federal Airfield CLUP.

Small Business Preservation

During discussions on this item at the January 15 and February 11, 2025 hearings, the EPC and City Council, respectively, voiced concerns about small business displacement if redevelopment were to occur on these sites. Therefore, Council directed staff to study opportunities that would allow the existing small businesses to return to redeveloped sites.

While it is not possible to solve for this issue when rezoning these properties for consistency with the Housing Element, the City continues to implement programs to assist small businesses with

adapting to redevelopment and increased rental costs. Current resources and business support include:

- Site Selection: The Community Development Department, led by the Economic Development Division, provides hands-on support to businesses evaluating relocation or expansion opportunities, including assistance in navigating zoning and permitting requirements.
- Business Development: The Economic Development Division connects small businesses with a robust network of free technical assistance providers. Through referrals to the Small Business Development Center (SBDC), SCORE, and other partners, local businesses can access one-on-one coaching and workshops on marketing, operations, expansion planning, workforce development, and securing financial resources. Staff also facilitates business outreach and retention visits, helping identify challenges early and connecting businesses with solutions.
- Small Business Loan Program: Staff is exploring the potential use of COVID-era business loans that have been repaid to establish a small business loan program. Exploration of this program is ongoing in coordination with community partners, and if deemed feasible, it could provide accessible capital for small businesses to support expansion and relocation within Mountain View.

Additionally, Action 4.G.3 in the Economic Vitality Strategy outlines tools such as rent caps and commercial rent subsidies to help bridge market gaps. Rental assistance can serve as a support mechanism, enabling small businesses to return to or remain in new developments. Further work is necessary to identify a sustainable funding source for this action, ensuring the viability and effectiveness of such a program.

Alternative Zoning Option

As directed by the City Council, staff studied several zoning options for preventing small business displacement. In general, land use and zoning tools are limited in that such tools generally apply restrictions on residential development that conflict with the City's Housing Element goals and/or may be difficult to implement under current state law.

However, an alternative zoning approach in the Evandale Precise Plan may help preserve several existing small businesses. There are four neighborhood-serving small businesses² on three parcels along Leong Drive, which are not Housing Element opportunity sites (see Figure 1). The staff recommendation above is to allow residential uses throughout Area A of the Precise Plan, including these sites. Alternatively, the City Council could exclude residential uses from the three

² The businesses include a small Mexican market/taqueria, a barbecue restaurant, a dry cleaner, and a beauty salon.

parcels at 835 Leong Drive, 859-861 Leong Drive, and 889 Leong Drive, which could reduce the potential for redevelopment with residential uses and, in turn, could help preserve these four businesses.



Figure 1: Alternative Zoning Option

This approach may help preserve established businesses while still advancing Housing Element goals through the rezoning of parcels that are in the Housing Element sites inventory. The primary drawback of the alternative zoning option is the reduction of potential housing capacity in Area A as three parcels would not be rezoned to allow residential development. However, the alternative zoning option can still meet the Housing Element program requirements as sites in the sites inventory would be rezoned to allow residential at the densities identified, and the program itself does not specifically prescribe these sites for rezoning.

As small business displacement is a Citywide issue and not limited to only the Evandale Precise Plan, staff does not recommend the alternative zoning option described in this section of the report. Instead, staff recommends utilizing existing policies to continue supporting businesses on a broader, Citywide basis. To further Housing Element objectives and maximize housing opportunities, staff recommends rezoning the entirety of Area A of the Evandale Precise Plan; however, Alternative 2 contains the potential modification to the staff recommendation if the Council chooses to prioritize the retention of these small businesses.

ENVIRONMENTAL REVIEW

The proposed amendments to the Zoning Code, Precise Plans, and General Plan fall within the scope of the City's Housing Element Update Program Environmental Impact Report (State Clearinghouse No. 2022020129) (Housing Element EIR), which the City Council certified on January 24, 2023, in compliance with the California Environmental Quality Act (CEQA), Public Resources Code Section 21000, *et seq.*, and the Guidelines for Implementation of the California Environmental Quality Act (14 Cal. Code Regs. Section 15000, *et seq.*) (CEQA Guidelines). Pursuant to Section 15168 (Program EIR) of the CEQA Guidelines, a project can be covered by the Program EIR if the subsequent activity is determined to be within the scope of the prior EIR and no new or more severe impacts not previously analyzed in the Program EIR are identified. The proposed amendments are within the scope of the Housing Element EIR as it studied environmental effects associated with increasing residential capacity on the identified sites and densities in Program 1.1(g). The amendments would not result in new significant environmental effects or a substantial increase in the severity of previously identified impacts. More detail regarding this finding can be found in Attachment 8, Program EIR Conformance Analysis.

Pursuant to CEQA Guidelines Sections 15162 and 15163, none of the circumstances necessitating further CEQA review or preparation of a new EIR are present with respect to the Housing Element EIR. Adoption of amendments to the General Plan, City Code, and Precise Plans to implement the policies and goals of the Housing Element of the General Plan would not require major revisions to the Housing Element EIR due to new significant impacts or due to a substantial increase in the severity of the significant environmental effects. There have been no substantial changes with respect to the circumstances under which the project would be undertaken that would require major revisions of the Housing Element EIR due to new or substantially increased significant environmental effects. Further, there has been no discovery of new information of substantial importance that would trigger or require major revisions of the Housing Element EIR due to new or substantially increased significant environmental effects. Therefore, no further environmental review with respect to the Housing Element EIR is required under CEQA.

FISCAL IMPACT

A [Fiscal Impact Analysis \(FIA\)](#) report evaluated the impacts of Housing Element implementation as part of the Sixth Cycle Housing Element update. The FIA concluded that the implementation of the Housing Element programs would have a positive net impact on the City's General Fund and Shoreline Regional Park Community Fund. This was presented at the [January 24, 2023](#) City Council public hearing.³

³ The Fiscal Impact Analysis is Attachment 8 to Item 7.1 of the January 24, 2023 meeting.

LEVINE ACT

California Government Code Section 84308 (also known as the Levine Act) prohibits city officials from participating in any proceeding involving a “license, permit, or other entitlement for use” if the official has received a campaign contribution exceeding \$500 from a party, participant, or agent of a party or participant within the last 12 months. The Levine Act is intended to prevent financial influence on decisions that affect specific, identifiable persons or participants. For more information see the Fair Political Practices Commission website: www.fppc.ca.gov/learn/pay-to-play-limits-and-prohibitions.html.

Please see below for information about whether the recommended action for this agenda item is subject to or exempt from the Levine Act.

EXEMPT FROM THE LEVINE ACT

☒ General policy and legislative actions

CONCLUSION

The proposed amendments to the General Plan (Land Use and Design Element and General Plan Land Use Map), Chapter 36 (Zoning), Evelyn Avenue Corridor Precise Plan, Grant-Martens Precise Plan, and Evandale Precise Plan implement Housing Element Program 1.1(g) and increase housing opportunities within the City, consistent with the Sixth Cycle 2023-2031 Housing Element.

ALTERNATIVES

1. Adopt the proposed Zoning/Precise Plan and General Plan amendments with modifications.
2. Adopt the proposed Zoning/Precise Plan and General Plan amendments with Precise Plan and General Plan modifications to the Evandale Precise Plan, excluding three parcels, as described in the alternative zoning option.
3. Disapprove the proposed Zoning/Precise Plan and General Plan amendments and direct staff to identify alternative rezoning locations to meet Housing Element requirements.

PUBLIC NOTICING

The City Council meeting is advertised on Channel 26, and the agenda and this report appear on the City’s website. Meeting information was posted on the project webpage (www.mountainview.gov/HE-rezoning). All property owners and tenants within 750’ of the sites, as well as schools and other interested parties, were sent mailed notices. Electronic notices were sent to other interested stakeholders, including those who signed up on the Housing Element

webpage. Informational letters regarding the project were sent to property owners of the sites proposed for rezoning. Informational notices were hand-delivered to commercial tenants of sites proposed for rezoning.

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CDD/KP-12-16-25CR

- Attachments:
1. Draft Resolution Amending the General Plan
 2. Draft Ordinance Amending Chapter 36 (Zoning) of the City Code
 3. Draft Resolution Amending P(32) Evandale Precise Plan
 4. Draft Resolution Amending P(26) Grant-Martens Precise Plan
 5. Draft Resolution Amending P(18) Evelyn Avenue Corridor Precise Plan
 6. [Council Report, February 11, 2025](#)
 7. Public Comment
 8. Program EIR Conformance Analysis