

CITY OF MOUNTAIN VIEW

ENVIRONMENTAL PLANNING COMMISSION
STAFF REPORT
NOVEMBER 5, 2025

5. PUBLIC HEARINGS

5.1 Housing Element Program 1.1(g)—Zoning/Precise Plan and General Plan Amendments

RECOMMENDATION

That the Environmental Planning Commission:

1. Recommend the City Council 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 (Exhibit 1 to the EPC Staff Report).
2. Recommend the City Council adopt 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-Offices) 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 (Exhibit 2 to the EPC Staff Report).

3. Recommend the City Council 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 (Exhibit 3 to the EPC Staff Report).
4. Recommend the City Council 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 (Exhibit 4 to the EPC Staff Report).
5. Recommend the City Council 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 (Exhibit 5 to the EPC Staff Report).

PUBLIC NOTIFICATION

The Environmental Planning Commission (EPC) 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.

BACKGROUND

Sixth Cycle Housing Element 2023-2031 Implementation

On April 11, 2023, the City Council adopted the Sixth Cycle Housing Element, which covers the 2023 through 2031 eight-year planning period. 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 per Program 1.1 for Subtask (g).

The Moffett Boulevard Precise Plan is under way and will carry out the rezoning described in Subtask (c) in the list above. More information about the Moffett Boulevard Precise Plan process can be found at www.mountainview.gov/moffettblvd.

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 Exhibit 6—[Council Report, 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:

1. **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 Committee (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, and 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.

ANALYSIS

Proposed General Plan Amendments

The General Plan amendments in Exhibit 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	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 Precise Plans and Chapter 36 (Zoning) of the City Code 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 (Exhibit 2)			
36.18 (Purpose) and 36.18.05 (Commercial zone land use permit requirements)	GPMUVC is not permitted in the Commercial-Office (CO) 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 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 in key commercial areas by limiting conversion to non-commercial 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 like Dalma Drive and Plaza Court.
Evandale Precise Plan (Exhibit 3)			
Chapter III—Area A, Objective and Allowed Uses	Area A does not allow residential.	Allow General Plan Mixed-Use Village Center 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 (Exhibit 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 permitted land uses 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 (Exhibit 5)			
Transit Services Areas 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

At the January 15, 2025 and February 11, 2025 hearings, during discussion on this item, the EPC and City Council 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, NOVAworks, 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:** This program is under development and is intended to provide accessible capital for small businesses. Eligible use of funds may include the purchase of new equipment, payroll costs, tenant improvements, and other operating expenses.

Additionally, Action 4G.3 in the Economic Vitality Strategy (EVS) 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 for this action to identify a sustainable funding source to ensure 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, there is an alternative zoning approach in the Evandale Precise Plan which may help preserve several existing small businesses. There are four neighborhood-serving small

businesses¹ 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 the three parcels 835 Leong Drive, 859-861 Leong Drive, and 889 Leong Drive) on these sites, which could help preserve these four businesses.



Figure 2: 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 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

¹ The businesses include a small Mexican market/taqueria, a barbecue restaurant, a dry cleaner, and a beauty salon.

supporting businesses on broader, Citywide levels. 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 was 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 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 Exhibit 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.

NEXT STEPS

Following the recommendation from the EPC at this public hearing, the proposed amendments and the EPC's recommendation will be forwarded to the City Council at a public hearing tentatively scheduled for December 16, 2025.

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. Recommend the City Council adopt the proposed zoning/Precise Plan and General Plan amendments with modifications.
2. Recommend the City Council adopt the proposed zoning/Precise Plan and General Plan amendments with Precise Plan and General Plan modifications to the Evandale Precise Plan as described in the alternative zoning option.
3. Recommend the City Council disapprove the proposed zoning/Precise Plan and General Plan amendments and direct staff to identify alternative rezoning locations to meet Housing Element requirements.

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CDD/KP-11-05-25SR

- Exhibits:
1. Draft Resolution Amending the General Plan Land Use Designations
 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. Program EIR Conformance Analysis
 8. Public Comment