

DRAFT
Size, Scale and Intensity Guidelines:
Industrial, Commercial and Institutional Uses in Rural Areas

1 INTRODUCTION

Intent of Guidelines

The Santa Clara County (County) General Plan and Zoning Ordinance contain policies and regulations that are intended to limit the size, scale and intensity of commercial, industrial, and institutional land uses that are “local serving” or “service oriented” in nature for the County’s rural communities. These types of land uses are oriented towards providing goods and services to the rural resident population and are often referenced as “local serving” in the General Plan. They are differentiated from land uses that are located in the rural areas in direct association with open space, natural resources, and agriculture, such as wineries, agricultural processing facilities, or quarry operations. These policies are based upon the foundational goals of the General Plan to preserve open space, natural resources, and agriculture within the rural County and protect these areas from urban development.

These policies and regulations are implemented through an evaluation of the size, scale and intensity of proposed “local serving” development in relation to the existing or typical size of similar land uses that serve the resident rural population. Proposed development is benchmarked against existing locally serving land uses in terms of building size, building massing and the intended number of customers or users of the facilities.

The purpose of the “Size, Scale and Intensity Guidelines for Industrial, Commercial and Institutional Uses in Rural Areas” (Guidelines) is to document this approach, through summary statistical data of previously approved and existing service oriented uses in the rural districts (See Section 3) . This data and subsequent guidelines (Section 4) are intended as a resource for decision makers, planning staff, and applicants when considering the size, scale and intensity of proposals for new service-oriented commercial, industrial, and institutional uses.

The Guidelines are intended to accomplish the goal of the County’s policies and ordinances so that supporting commercial, institutional, and industrial uses are not in conflict with primary rural uses such as agriculture and do not significantly undermine the aesthetics, biological resources, open space, noise, traffic intensity, and population density of rural areas.

The historical development patterns summarized within these Guidelines will be updated periodically as new “local serving” development is approved in the rural districts. These Guidelines are not intended to supplement or replace the applicability of other general plan policies or zoning ordinance standards to

DRAFT
Size, Scale and Intensity Guidelines:
Industrial, Commercial and Institutional Uses in Rural Areas

development projects, such as those related to environmental protection or neighborhood preservation.

2 REGULATORY FRAMEWORK

The County’s General Plan policies and Zoning Ordinance standards and provisions addressing the size, scale and intensity of “local serving” commercial, institutional, and industrial uses in rural districts are listed in Appendix A.

3 DEVELOPMENT IN RURAL AREAS - SIZE, SCALE, AND INTENSITY

Commercial, Industrial and Institutional Uses Permitted in Rural Areas

To establish parameters for size, scale and intensity of use, Table 3-1 identifies the range of County approved or existing commercial and institutional uses in rural districts with their occupancy and building size. There were no available records for permitted industrial uses in rural zones, therefore occupancy and building size data for industrial uses is absent from this table.

The data for commercial, and institutional uses permitted in rural districts was collected based on a review of all County use permit records issued since adoption of the November 1980 County General Plan, up until December 2014. Pertinent data related to size, scale and intensity of each use, including building sizes and occupancy, was extracted from permit records (see Appendix B). Table 3-1 will be updated periodically as future use permits are approved.

Table 3-1: Occupancy and Building Square Footage of “Local Serving” Uses

GP Land Use Designation	Maximum Occupancy				Building Square Footage			
	Min.	Max.	Average	Median	Min.	Max.	Average	Median
ALL RURAL DISTRICTS								
Commercial Uses	5	299	63	33	720	81,510	13,667	7,250
Institutional Uses	16	340	163	125	1,034	50,680	11,314	5,842
RURAL RESIDENTIAL								
Commercial Uses	14	36	27	30	2,000	28,900	12,733	7,300
Institutional Uses	16	330	144	110	1,034	10,000	5,466	5,644

DRAFT
Size, Scale and Intensity Guidelines:
Industrial, Commercial and Institutional Uses in Rural Areas

As can be seen in Table 3-1, the median maximum occupancy approved under the use permits is fairly similar between all rural districts and rural residential areas. For commercial uses, the median maximum occupancy is in the thirties and for institutional uses, it is in the low hundreds. Building sizes on the other hand, are larger in other rural districts than in rural residential areas.

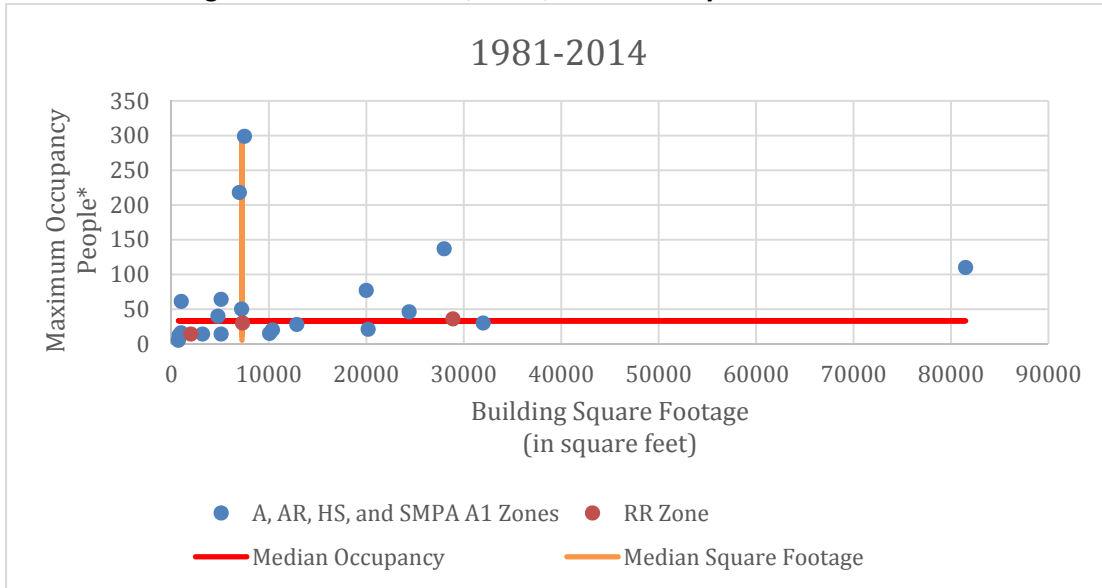
The data summarized above does not include several land uses for which the County has no records (since these policies came into effect in 1980). These uses, that could potentially be located in the rural districts if approved through the use permit process, include Recycling Facilities, Hospitals and Clinics, and Schools.

The diagrams entitled Figure 3-1 and Figure 3-2 provide a graphical representation of the building square footage and occupancy data of commercial and institutional uses granted use permits since 1980. Figure 3-3 provides the events frequency with permitted occupancy, where such data was available. There was no supporting data for industrial uses. Appendix B provides the data collection methodology and the raw data tables used to create these figures.

Since many variables impact size, scale and intensity, the diagrams below only provide general direction regarding building square footage and occupancy for commercial and institutional uses. Within commercial and institutional uses, different size, scale and intensity needs can also exist. For example, a hospital would have different needs from a community care facility.

DRAFT
Size, Scale and Intensity Guidelines:
Industrial, Commercial and Institutional Uses in Rural Areas

Figure 3-1: Historic Size, Scale, and Intensity of Commercial Uses



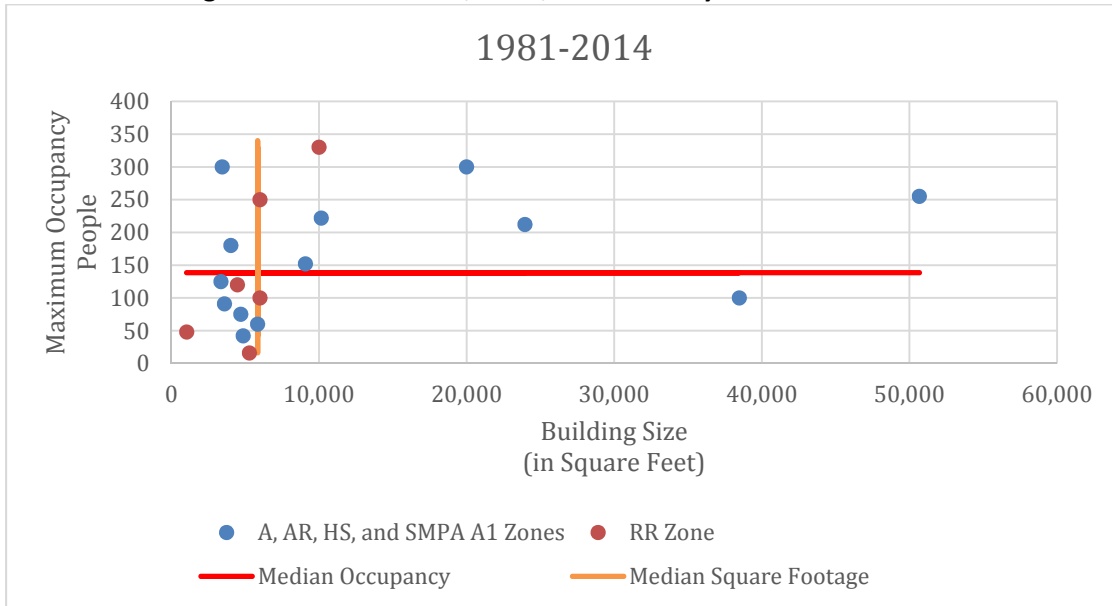
Notes:

*Can also refer to animals, as in the case of veterinary hospitals or stables.

Zones: A – Exclusive Agriculture, AR - Agricultural Ranchlands, HS – Hillside, SMPA A1 – San Martin Planning Area - General Use, RR – Rural Residential

Source – Santa Clara County Planning Office; see Appendix B

Figure 3-2: Historic Size, Scale, and Intensity of Institutional Uses



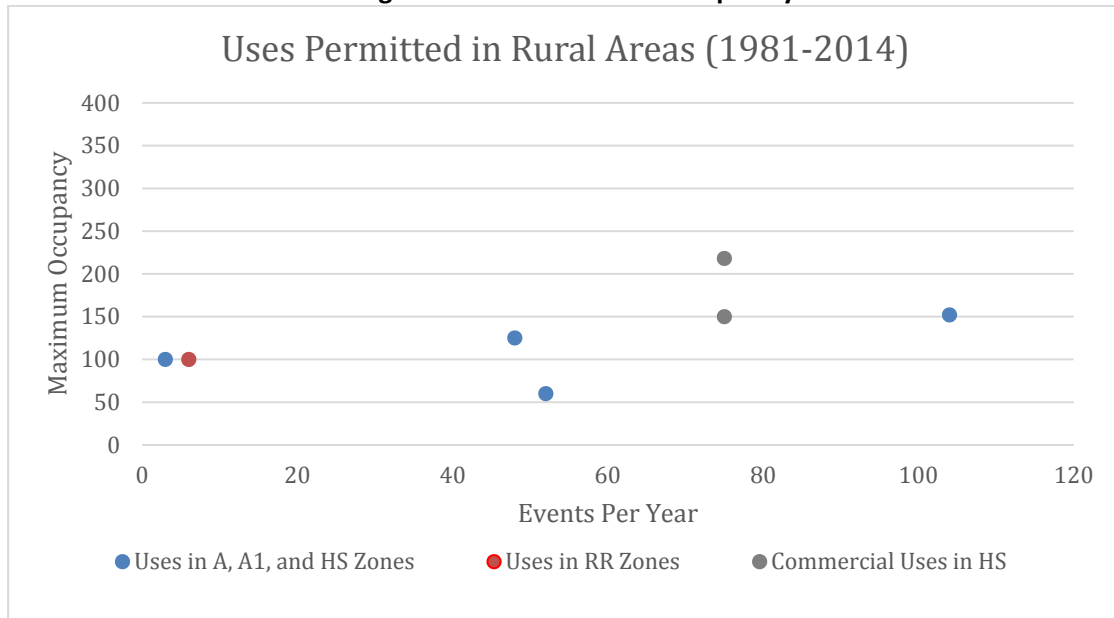
Notes:

Zones: A – Exclusive Agriculture, AR - Agricultural Ranchlands, HS – Hillside, SMPA A1 – San Martin Planning Area General Use, RR – Rural Residential

Source: Santa Clara County Planning Office (See Appendix B)

DRAFT
Size, Scale and Intensity Guidelines:
Industrial, Commercial and Institutional Uses in Rural Areas

Figure 3-3: Historic Event Frequency



Notes:

Zones: A – Exclusive Agriculture, HS – Hillside, SMPA A1 – San Martin Planning Area General Use, RR – Rural Residential
Source: Santa Clara County Planning Office (See Appendix B)

As seen in Figure 3-1, the majority of the commercial uses have building sizes under 10,000 square feet, with less than a 100 occupants at a time.

For institutional uses, Figure 3-2 represents that the majority of the uses are less than 10,000 square feet. The larger sized buildings are country clubs and other private development that provide wedding and/or reception facilities.

Figure 3-3 shows the special event frequency of approved use permits where available, normalized to indicate the events per year with the maximum occupancy permitted at a time. As shown, the event frequency varies widely, most likely due to variability in site location and context, but the maximum occupancy averages at 125

4 Guidelines for Size, Scale, and Intensity of Proposed Uses

The following guidelines provide direction regarding the size, scale and intensity of any new “service based” or “local serving” commercial, institutional, and industrial uses in rural districts. These guidelines are intended to assist implementation of the applicable general plan policies and zoning ordinance standards (as listed in Appendix A) regarding these facilities.

DRAFT
Size, Scale and Intensity Guidelines:
Industrial, Commercial and Institutional Uses in Rural Areas

A proposed “service based” or “local serving” commercial, institutional, and industrial use in the rural areas is also subject to compliance with the General Plan policies and Zoning Ordinance standards that are not referenced in this document. These include standards related to environmental protection and neighborhood integrity.

Size, Scale and Intensity of Use

1. All new uses shall be appropriately designed and scaled to accommodate the proposed use and occupancy. Size needs may vary within the commercial, industrial and institutional designations given the range of use classifications within each category.
2. Proposed use shall be comparable in size, scale and intensity to like uses in rural districts.
3. The diagrams in Section 3.1 shall be utilized to determine whether the project fits within the general range of building square footage and occupancy approved for that land use designation to assist in determining if the proposed use is comparable in size, scale and intensity to local-serving uses.

Building Size:

4. The scale, massing, and size of proposed buildings should be compatible with existing surrounding rural setting, as appropriate.
5. Building size shall be proportionate to intended occupancy and use.

Parking Design Guidelines

6. For uses that propose both a normal operating occupancy and a small number of events with large assemblies, permanent parking with impervious surfaces shall be designed based on the smaller number. The purpose of this guideline is to avoid large surface parking areas that are underutilized for majority of the time.

Appendix A

General Plan and Zoning Ordinance Requirements

DRAFT
Size, Scale and Intensity Guidelines:
Industrial, Commercial and Institutional Uses in Rural Areas

Policy/ Code Section	Policy/ Code Language	Applies to
General Plan		
R-LU 11	Allowable land uses shall be limited to: a. agriculture and ancillary uses; b. uses necessary to directly support local agriculture; and c. other uses compatible with agriculture which clearly enhance the long term viability of local agriculture and agricultural lands.	Agriculture
R-LU 25	Non-residential land uses allowed in ‘Hillsides’ areas shall be of a generally low density or low intensity nature, depending on the use, as is consistent with the basic intent of the Hillsides designation to preserve the resources and rural character of the land. Non-residential uses shall: a. avoid or minimize any potentially significant adverse environmental impacts; b. provide adequate access to safely accommodate potential traffic without significantly impacting local transportation routes; c. demonstrate no significantly increased risks associated with natural hazards; d. not create adverse visual impacts as viewed from the Valley floor or from adjacent public recreational areas; and e. cause no significant increase in the demand for public services or infrastructure, including potential impacts on school districts.	Hillsides
R-LU 26	For recreational, commercial, or other uses which permit or involve overnight accommodations for temporary guests, allowable densities and the design of development shall also adhere to the following principles: a. proposed densities must be consistent with the scale of the allowed recreational or commercial use, if applicable; b. design and appearance shall blend harmoniously with the natural setting; and	Hillsides

Size, Scale and Intensity Guidelines:
Industrial, Commercial and Institutional Uses in Rural Areas

Policy/ Code Section	Policy/ Code Language	Applies to
	c. development shall be located, and if possible, clustered within the minimum area necessary to accommodate it, in order to avoid or reduce the need for improvements and minimize any potential environmental impacts.	
R-LU 27	Land uses proposed for inclusion within the Hillside zoning ordinance may be evaluated for conformity with the intent of this land use designation by various measures of land use intensity, including but not limited to: a. waste water generation rates; b. traffic generation rates; c. extent of grading, vegetation removal, drainage modifications, or other alteration of the natural environment; d. noise or other nuisance potential; and e. growth-inducing potential.	Hillsides
R-LU 57	Residential, agricultural and open space uses are the primary uses. Commercial, industrial and institutional uses may be established only where they are comparable in size, scale, and intensity to local-serving uses in rural residential areas.	Rural Residential Areas
R-LU 127	New commercial land uses within the commercial or industrial use permit areas shall be of a local-serving nature, with the exception of properties immediately adjacent to the San Martin Avenue / Highway 101 freeway interchange that are east of Murphy Avenue, where uses may be allowed which are not necessarily of a local-serving nature. Local-serving uses shall be defined as only those uses which provide support services for agriculture or satisfy the local day-to-day commercial needs of the residents of San Martin	San Martin Planning Area – Commercial Use Permit Area
R-LU 150	While the predominant land use in the rural unincorporated areas of South County is agriculture, the County recognizes that there are along Monterey Road, within the areas designated ‘Agriculture’ and ‘Rural Residential,’ established, non-agricultural land uses serving the South County community. It is the policy of the County that they continue within the ‘Agriculture’ and ‘Rural Residential’ land use designations so that the needs of	Monterey Highway Use Permit Area

**Size, Scale and Intensity Guidelines:
Industrial, Commercial and Institutional Uses in Rural Areas**

Policy/ Code Section	Policy/ Code Language	Applies to
	the South County may be served, provided that their legal status is secured in conformance with the following policies.	
Zoning Ordinance		
§ 2.20.010	<p>PURPOSES</p> <p>B. AR Agricultural Ranchlands. The purpose..... and institutional uses may also be allowed if they are sized to primarily serve the rural ranchland residents or are necessary for the enhancement and protection of the natural resources of the area and do not require a substantially higher level of service than presently provided. This district is meant to apply to all parcels designated Ranchlands in the general plan. Note that § 2.20.060 applies to this district.</p> <p>C. HS Hillside. The purpose if they require a remote, rural setting and are sized in order to primarily serve the rural residents or community, or if they support the recreational or productive use, study, appreciation, or enhancement of the natural environment. Clustering of development, particularly residential, is encouraged in order to preserve contiguous open space and achieve efficiency in the provision of access to dwellings. This district is meant to apply to all parcels designated Hillside in the general plan. Note that § 2.20.070 applies to this district.</p> <p>D. RR Rural Residential. The purpose discretionary review process if deemed compatible with residential uses. Commercial, industrial and institutional uses may be established only where they are comparable in size, scale and intensity to local-serving uses in rural residential areas. This district is meant to apply to all parcels designated Rural Residential in the general plan. Note that § 2.20.080 applies to this district.</p>	As specified under Policy/Code Language
Table 2.20-2, Note 5 and 12	Note 5	Note <u>5</u> (A, AR, HS and RR zones unless specified in parenthesis)

**Size, Scale and Intensity Guidelines:
Industrial, Commercial and Institutional Uses in Rural Areas**

Policy/ Code Section	Policy/ Code Language	Applies to
	<p>The use shall be limited in scale and shall be sized to primarily serve the local (rural) community. The location shall be accessible and convenient to the population to be served.</p> <p>Note 12 Restaurants and bars in rural districts shall be limited in scale, with a maximum floor area of 1,200 square feet, and shall be sized to primarily serve the local (rural) residents.</p>	<ul style="list-style-type: none"> • Clubs – Private and Non-Profit; • Hospitals and Clinics; • Manufacturing – Small Scale Rural (A and AR); • Nonprofit Institutions; • Religious Institutions; • Retail Sales & Services: Local Serving (AR & HS); • Schools; <p>Note 12:</p> <ul style="list-style-type: none"> • Restaurants & Bars (AR and HS).
§ 4.10.070 Camps and Retreats	The proposed uses are intended, designed, and sized to primarily serve the local rural unincorporated population.	Agriculture – Medium Scale Lands
§ 4.10.080 Cemeteries		Agriculture – Medium Scale Lands
§ 4.10.090 Community Care	<p>C. Limitations in Agriculture, Hillside, Ranchlands, and Rural Residential General Plan Designations. Uses classified as Community Care: Expanded, shall be subject to the following criteria when proposed in any of the above designations and corresponding A, A1, AR, HS or RR zoning districts:</p> <ol style="list-style-type: none"> 1. Minimum lot size shall be 10 acres. 	As specified under Policy/Code Language

**Size, Scale and Intensity Guidelines:
Industrial, Commercial and Institutional Uses in Rural Areas**

Policy/ Code Section	Policy/ Code Language	Applies to
	2. The maximum floor area of buildings for residential use shall be 10,000 square feet. This limitation shall be applied cumulatively to any facility with multiple residential buildings. 3. Capacity of residential facilities shall not exceed 36 residents. 4. The use must be intended, designed, and sized to primarily serve the local rural unincorporated population.	
§ 4.10.140 Golf Courses & Country Clubs	The proposed uses are intended, designed, and sized to primarily serve the local rural unincorporated population.	Agriculture – Medium Scale
§ 4.10.150 Golf Driving Ranges		Agriculture- Medium Scale
§ 4.10.190 Hospitals & Clinics		Agriculture- Medium Scale
§ 4.10.230 Nonprofit Institutions		Agriculture-Medium Scale
§ 4.10.270 Recreational Playgrounds & Sports Fields		Agriculture- Medium Scale

Size, Scale and Intensity Guidelines:
Industrial, Commercial and Institutional Uses in Rural Areas

Policy/ Code Section	Policy/ Code Language	Applies to
§ 4.10.290 Religious Institutions		Agriculture- Medium Scale
§ 4.10.300 Residential – Communal Institutional		Agriculture- Medium Scale
§ 4.10.310 Retail Sales & Servicing: Local-Serving	A. Locally Oriented. The use shall be sized to primarily serve the local community, and the location shall be accessible and convenient to the population to be served. In rural districts, the term “local community” shall refer to rural, unincorporated residents of the area or community. In R1S and R3S districts applicable to Stanford University lands, “local community” shall refer to the campus residents, pursuant to the applicable provisions of Chapter 2, Land Use, of the 2000 Stanford University Community Plan. A business plan, demonstrating that the business will primarily serve the local community, shall be provided as a basis for review and approval of proposed uses. In R3 Multiple Family districts, “local community” shall refer primarily to the residents of the particular multi-family development.	AR ad HS
§ 4.10.330 Schools	The proposed uses are intended, designed, and sized to primarily serve the local rural unincorporated population.	Agriculture- Medium Scale

APPENDIX B
Commercial & Institutional Use Data
Rural Districts

**Size, Scale and Intensity Guidelines:
Industrial, Commercial and Institutional Uses in Rural Areas**

1 Data Collection Methodology

To establish the history of commercial, industrial and institutional uses in the “Size, Scale, and Intensity Guidelines: Industrial, Commercial, and Institutional Uses in Rural Areas” data was extracted from various sources and is provided in this Appendix as Table B-1 and Table B-2.

The data was initially filtered for all use permits in the rural zones identified above using Geographic Information Systems (GIS) and the County’s databases. Thereafter, planning staff went through each of the physical files to glean occupancy and building size data. Occasionally, staff was unable to find data and/or files for certain projects so these were dropped out from consideration. In the absence of specific numbers, maximum occupancy was sometimes based on existing parking spaces determined by a review of aerials.

The data in these tables will be updated periodically to accommodate new uses that are approved in the future in the rural areas.

Table B-1: Raw Data for Institutional Uses In Rural Districts

BASE_ZONE	File_Number	DATE	sq_ft	Permitted Daily occupancy	Maximum Event Occupancy	Event Frequency per year	size_of_property_ac	Name	Description
A	2714-91P	1991	5,842	60	60	52	5.5	Morgan Hill Bible Church	Community Center / Church
A	3113-91P	1991	3,600	91	91		132		Child Care Facility
A	5121-91P	1991	9,077	38	152	104	5.7		Church and Preschool
A	1427-11P	2011	50,680		255		6.04	Los Altos Country Club	Clubhouse Expansion
HS	1061-80P	1983	4,032		180		44		Rod and Gun Club
HS	1311-83P	1983	4,864		42		110	Sveadal	Recreational Clubhouse and Additional Private Cabin For Weekend Use
HS	2020-83P	1983		86	340		5.6	Church of Latter Day Saints	
HS	1754-86P	1986	4,702	50	75		40.8		Gun Club
HS	3785-88P	1988	20,000	175	300		1650	Hidden Villa	Existing Farm and Youth Hostel, and construction of a Visitor's Welcome Center
HS	4385-90P	1990	3,440	133	300		75.2		Replace-Repair E.Q. Damages for Private Recreational Club, Lupin Nativist Club
HS	6273-96P	1996	38,480	30	100	3	10	Dharma Realm Buddhist Association	Religious Center and Monastery Using Existing Buildings
HS	8351-02P	2002	10,155	150	222		27.5		Expansion of an Interfaith Retreat and Conference Center
HS	304-08P	2008	3,356	40 (200 per year)	125	48	6.44		Use Permit Modification to allow Public Use of Redwood Estates Pavilion
HS	952-10P	2010	23,950	165	212		37.3	Walden West	Renovations to Walden West Center
HS	2156-84P			98			(APN -28) 3.15 (APN -27) 0.96	South Valley Christian Church (West Hills Community Church)	
RR	2899-86P	1986	1,034	48	48		11.26	Persian Zoroastrian Organization (Trustees of the Rustam)	Church of the Zoroastrian Community Temple
RR	3554-88P	1988	4,472	35	120		1.9	South County Church of Christ	
RR	241-00P	2000	6000		250		5	San Martin Lion's Club	Renewal Community Assembly Facility with Caretaker's Residence
RR	6992-00P	2000	10000		330		10		Church, Extension Of Time
RR	7495-00P	2000	5288	12	16		5		A Congregate Living Health Facility
RR	9013-05P	2005	6000	50	100	6	4.6	Vo Vu Zen Center (Buddhist Meditation Association)	Legalize an existing religious facility

Table B-2 : Raw Data for Commercial Uses In Rural Districts

BASE ZONE	File_Number	File	DATE	sq_ft_	Occupancy	Occupancy Frequency per year	size_of_property_ac_	Name	Description
A	1410-81P	1410	1981	720	5		0.8		Veterinary Clinic
A	2008-03P	2008	2003	81,510	110		20	equestrian facility	Cattle Management Activities (Equestrian and Dog training and events) and Agricultural Employee housing
A	2647-05P	2647	2005	1021	61		1.75		Restaurant, Renewal
A	2706-11P	2706	2011	783.00	12		0.22	Joe's Gas, Bait, & Tackle Shop	Bait Shop
A1	470-86P	470	1986	10377	20		0.16		Veterinary Hospital and Clinic
A1	3335-87P	3335	1987	24,400	46		13.5		Wholesale/Retail Building Supplies
A1	4042-90P	4042	1990	28000	137		10		Commercial-Retail Center for Recreatinal (sic) Vehicle Owners
A1	470-92P	470	1992	12,877	28		2.28		Veterinary Hospital and Commercial Office
A1	1323-99P	1323	1999	3,200	14		5.28		Wholesale and Retail Nursery, Renewal
A1	36-99P	36	1999	7200	50		9.64		Sales, Storage and Repair of Portable, Modular Buildings
A1	7060-99P	7060	1999	32,000	30		9.26		Tractor Equipment Rental, Sales and Repair
A1	2228-00P	2228	2000	4774	40		0.35		Tire Shop
A1	7615-00P	7615	2000	10,075	15		2.14		Bottled Water Distribution Facility
A1	1323-07P	1323	2007	20200	21		5.28		Sales of Machinery, equipment, RV's, trailers, campers and similar equipment
A1	36-08P	36	2008	5,100	14		9.64		Modular storage facility
A1	9413-14P	9413	2014	20000	77		4.21		New dog training facility and day/night boarding
AR	3484-92P	3484	1992	7,500	299		25.41		Modification of B&B Use Permit to Allow Reception Facilities of Up to 299 Guests
HS	5623-94P	5623	1994	1000	16		1.18		Grocery Store, Convenience Store, Bait Shop
HS	5836-94P	5836	1994	5,105	64		56.04	MidPen Open Space Trust	Office Building and Facilities
HS	5624-12P	5624	2012	6978	218	75	7	Nestldown Ranch	Reception Facility
HS	5624-12P	5624	2012	6978	150	75	7	Nestldown Ranch	Reception Facility
RR	1953-95P	1953	1995	28900	36		12.76		Horse Boarding Facility and Veterinary Clinic
RR	6765-99P	6765	1999	7,300	30		4.9		Large Animal Hospital
RR	3035-04P	3035	2004	2000	14		2.35		Commercial Kennel