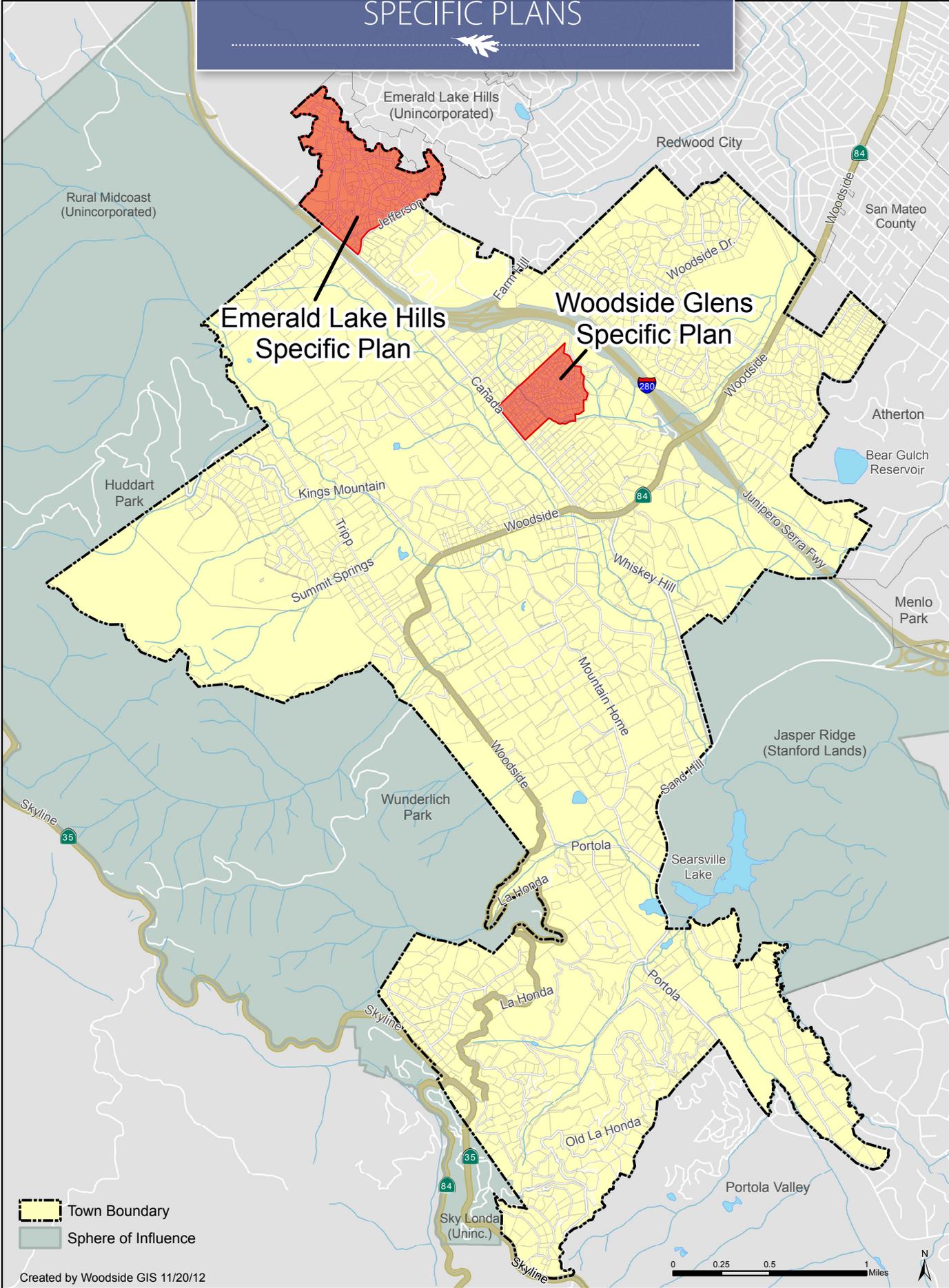
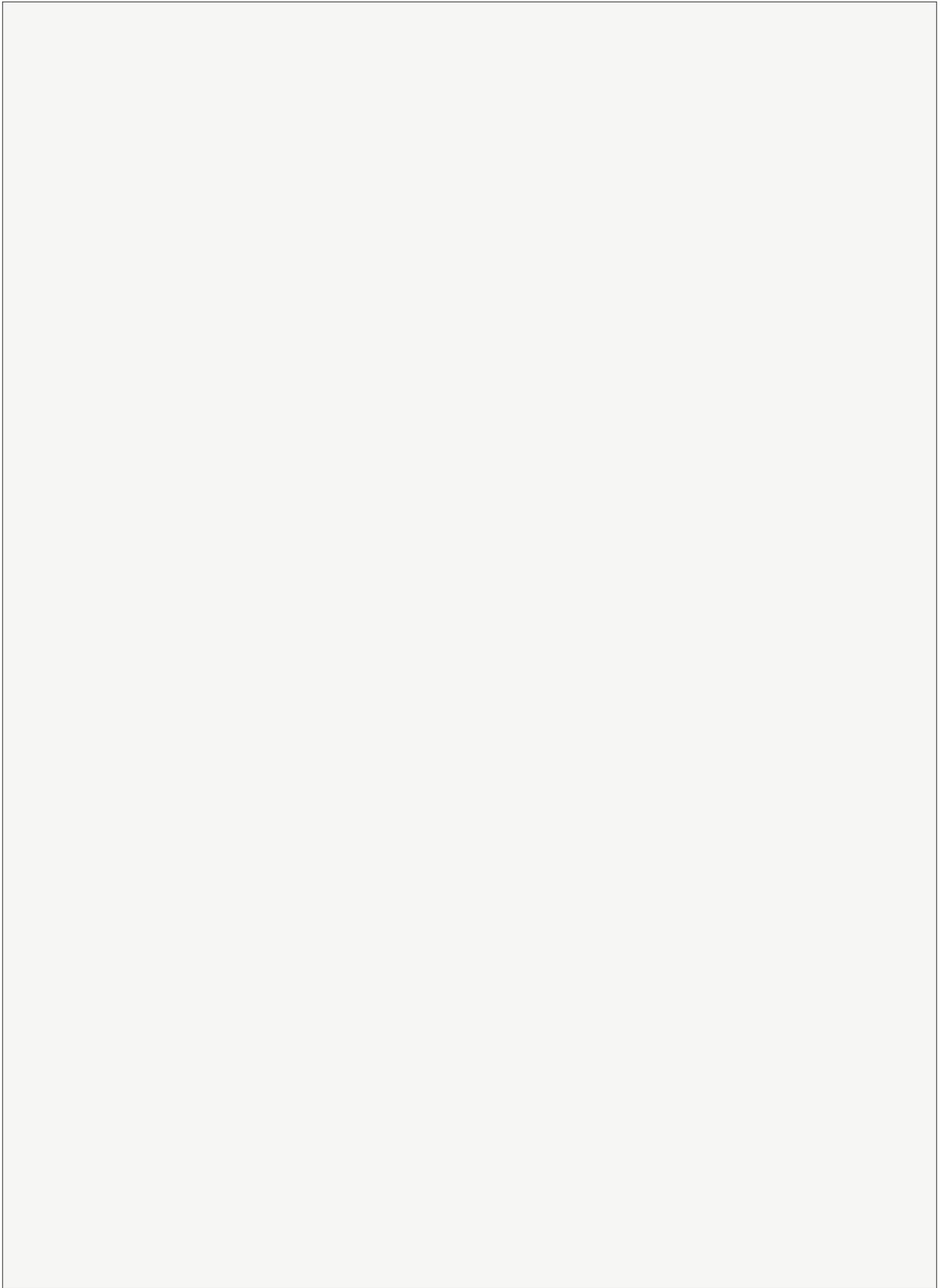


SPECIFIC PLANS

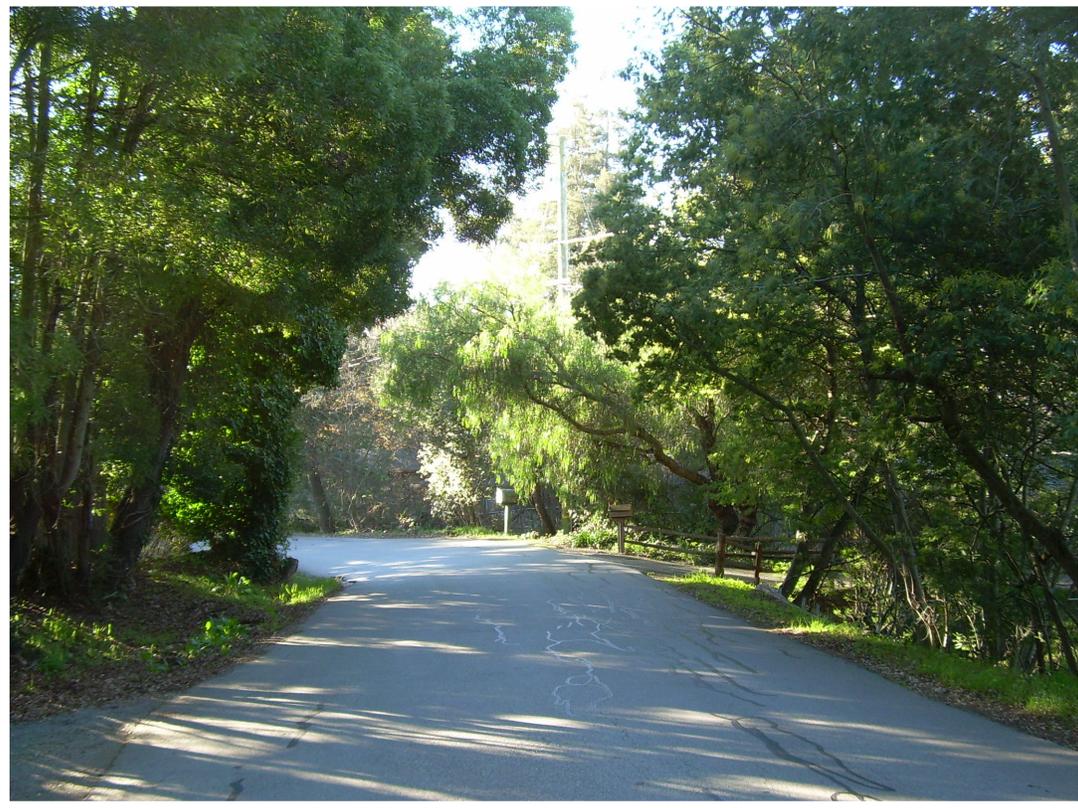


- Town Boundary
- Sphere of Influence



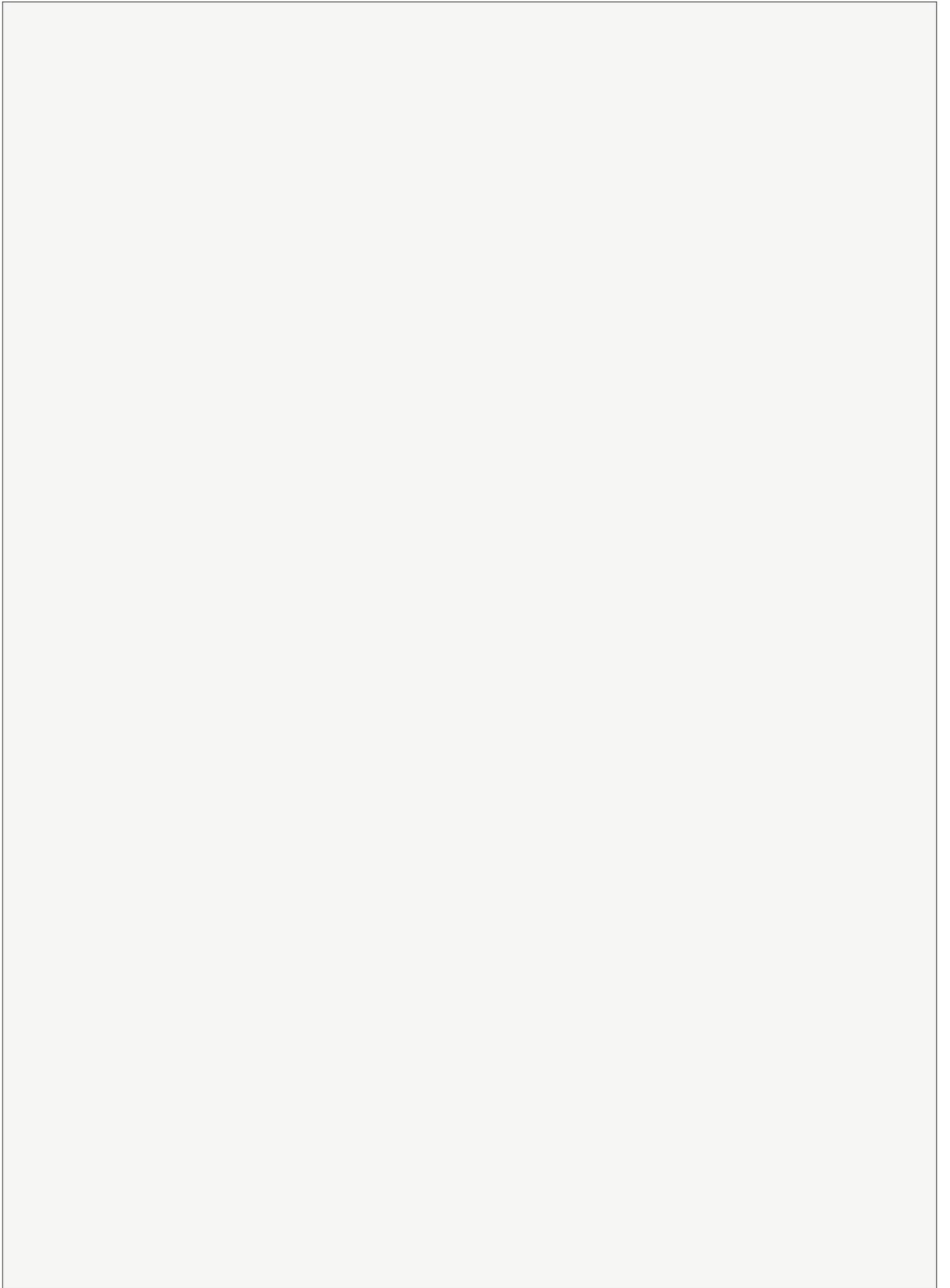


EMERALD LAKE HILLS SPECIFIC PLAN



Introduction	1
Purpose of Specific Plan.....	5
Specific Plan Goals	6
Specific Plan Issues and Policies.....	6
Implementation	21
Consistency with General Plan	22

Adopted by Town of Woodside
October 18, 1995 (Resolution 1995-5023)





Emerald Lake Hills Provides Beautiful Views of the Western Hills.

INTRODUCTION

The Emerald Lake Hills area of Woodside comprises about 250 acres of land located in the northernmost portion of the Town, bounded by Cañada Road and I-280 on the west, Jefferson Ave. on the south, the City of Redwood City on the east, and unincorporated San Mateo County on the north (Map EH1).

Emerald Lake Hills was originally established through the recordation of three subdivisions, the “Estates of Emerald Lakes”, Subdivisions One and Two, and the “Highlands of Emerald Lakes”, Subdivision Six, all filed in 1927. The three subdivisions created 384 lots, with typical lot sizes of 15,000 to 20,000 square feet for the first two subdivisions (276 lots), and 7,500 to 15,000 square feet for the third (108 lots).

Over the past 60+ years, an estimated 159 homes have been constructed in the area, and are generally occupied by full-time residents of the Town of Woodside. These homes are frequently situated on properties comprising two or more of the smaller lots.



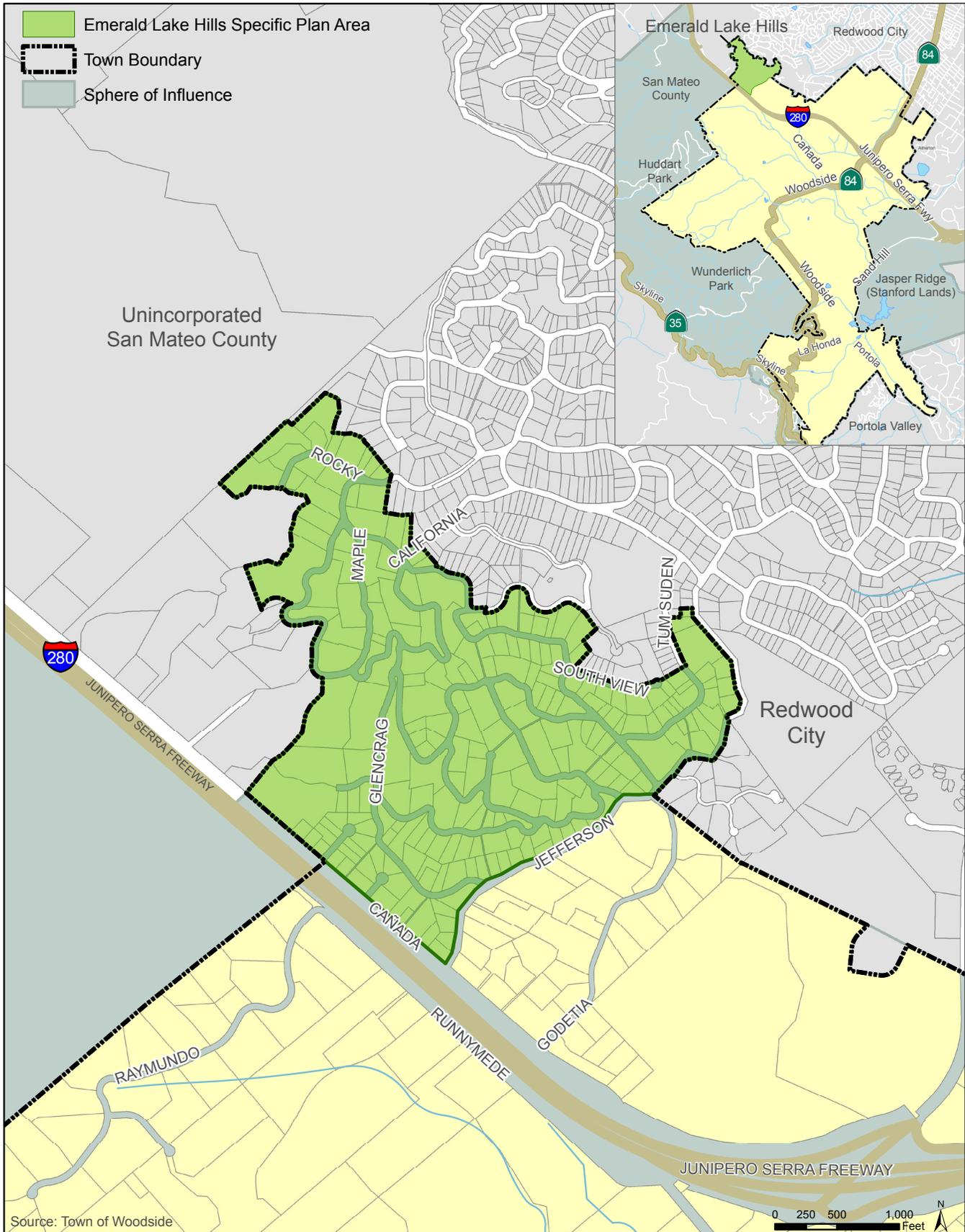
Natural Vegetation is One of the Character Defining Features of Emerald Lake Hills.

The area is environmentally sensitive, and is characterized by narrow winding roads, natural vegetation (especially along creeks and drainageways), moderate to steep topography, moderate to high fire hazard, and modest and generally unobtrusive homes, some with accompanying horses and horse facilities. Many of the lots have sweeping views of the western hills and/or the San Francisco Bay. The animal population of the area includes hawks, owls and other birds, deer, skunks, possum, raccoons and foxes. All of the area is served by private wastewater disposal (septic systems), the Los Altos Garbage Company, Pacific Gas & Electric, and Western Cabled Systems. Almost all of the area is served by the Redwood City Water Department, with a small portion along Cañada Road being served by California Water Service Co.



One of the Many Winding Roads Located in the Planning Area.

Map EH1: Emerald Lake Hills Specific Plan Area



DEVELOPMENT REGULATIONS

The Town of Woodside was incorporated in 1956, but the Emerald Lake Hills area was not annexed into the Town until 1964. "R-1" zoning was applied to the portions of the study area in closest proximity to Cañada Road and to Jefferson Ave. (Map 3), requiring a minimum lot size of 20,000 square feet, making most of the original lots non-conforming. The "R-1" area comprises about one-fourth of the study area, but includes about 40% of the existing homes and lots within the area. The remainder of the Emerald Lake Hills area was zoned "SR" (Suburban Residential), requiring a minimum lot size of one acre, again making most of the original lots non-conforming. Because of the small lot sizes, steep slopes, and septic system and other constraints, however, many homes were constructed on two or more adjoining lots.

In 1988, the Town enacted an ordinance limiting the maximum size of main residences, including a limit of 3,000 square feet for homes in the "R-1" zone, and a 4,000 square foot limit for homes in the "SR" zone. The Town also enacted maximum floor-to-area ratios for building on each lot ranging from 30%-36% for lots in the "R-1" zone and 18% for lots in the "SR" zone. Tables 1 and 2 summarize the Town's current development standards in the "R-1" and "SR" zones:

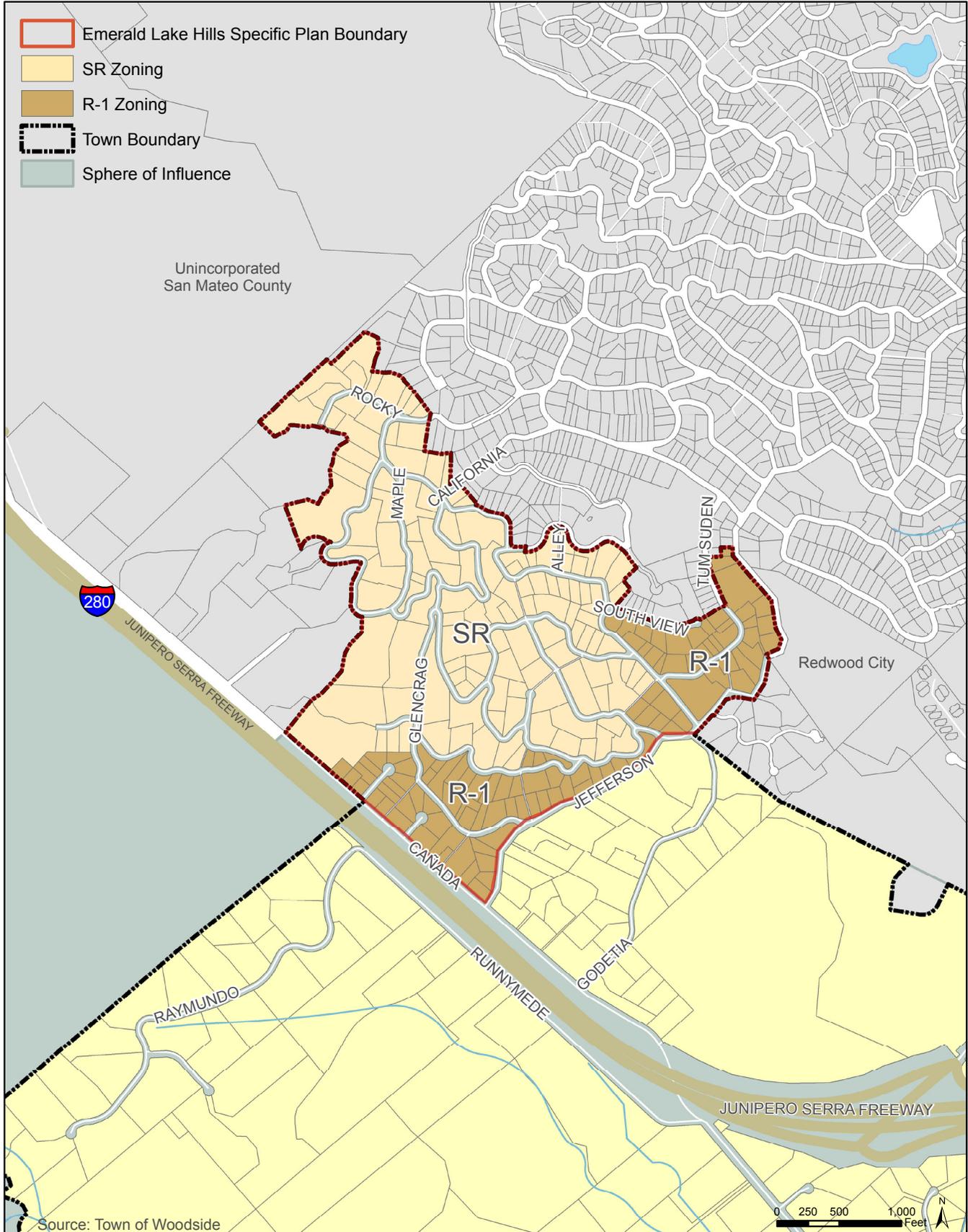
Table EH1: "R-1" Zone Development Standards

Minimum Lot Size	20,000 Square Feet
Minimum Lot Width	80 Feet
Floor Area Ratio	36% up to 12,000 Square Feet 30% over 12,000 Square Feet
Maximum Size of Main Residence	3,000 Square Feet
Maximum Paved Area	5,000 Square Feet
Height Limit	28 Feet
Required Front Setback	30 Feet
Required Rear Setback	25 Feet
	15 Feet
Required Side Setback	22.5 Feet from any Portion of Structure Over 17 Feet High

Table EL2: "SR" Zone Development Standards

Minimum Lot Size	1 Acre
Minimum Lot Width	100 Feet
Floor Area Ratio	18%
Maximum Size of Main Residence	4,000 Square Feet
Maximum Paved Area	15,000 Square Feet
Height Limit	30 Feet
Required Front Setback	50 Feet
Required Rear Setback	25 Feet
Required Side Setback	20 Feet

Map EH2: Emerald Lake Hills Zoning



R-1 COMMITTEE

In 1991, the Town Council appointed a citizens committee (the “R-1” Committee) to review development standards in the “R-1” zoning district to determine what changes, if any, were appropriate to better recognize the unique circumstances of these small lots. The Committee was composed of residents of the Woodside Glens, Emerald Lake Hills, and a small area along Woodside Road, which comprise the three R-1 zoned areas of the Town. The Committee formulated a series of recommendations to the Town Council, including:

1. *Re-affirming the goals of the Woodside General Plan and the current R-1 zone setbacks;
2. *Allowing existing non-conforming main residences to encroach into front yards, not to exceed committee
3. 150 square feet and not more than 50% encroachment;
4. *An exception procedure to allow encroachments into setbacks for main residences, not to exceed 33% encroachment and to be offset by an equal increase of the opposite yard setback;
5. Allowing a 440 square foot attached garage in addition to the maximum residence size limit;
6. *Allowing replacement of demolished non-conforming main residences, within the existing building envelope;
7. Requiring a “minimum natural or landscaped area” of 40% on lots 12,000 square feet or more and 30% on lots less than 12,000 square feet;
8. *Improvements to the building permit process to provide more expeditious review and clearer guidelines;
9. Reduction of allowable floor area to a maximum of 25% to 36%, based on lot size;
10. Limiting accessory buildings to 720 square foot maximum, usable as living units only on lots of 30,000 square feet or greater; and
11. Merger of existing non-conforming lots under common ownership.

Most of the Committee’s recommendations have become law in the Town of Woodside (asterisked items), and the remainder are under review. Subsequent to the Committee’s studies, however, many Emerald Lake Hills residents have become increasingly concerned with the potential fire safety, water supply, drainage, traffic, and septic system hazards existing in the area. Also of serious concern is the potential for build-out of small lots which might exacerbate those concerns, as well as the impacts of that future development on open space, equestrian uses, and the rural quality of the Emerald Lake Hills.

PURPOSE OF SPECIFIC PLAN

On June 17, 1992, the Town Council directed staff to prepare a Specific Plan for the area, as well as a Specific Plan for the Woodside Glens area. On August 11, 1992, the Town Council appointed over 40 property owners in the Woodside Glens and Emerald Lake Hills areas to a Specific Plan Committee. The primary charge of the group was defined as follows:

“Provide direction to the Planning Director regarding priorities and issues to be addressed by the Specific Plan. Issues to be considered should include, but are not limited to: fire safety, traffic safety, road access, parking, sewer and water service, maintenance of rural character and open space, etc.”

The Specific Plan Committee subsequently broke up into two groups, one each for the Woodside Glens and Emerald Lake Hills. The Emerald Lake Hills group met ten times in public forums from July 30, 1992 through June 10, 1993, providing notice to area residents of each meeting. Committee members also contributed numerous additional hours of individual and group investigation. At the June 10th meeting, 36 area residents attended and 11 letters were submitted for consideration, prior to the Committee developing a consensus. The Committee then presented its findings and recommendations in written form (dated June 28, 1993) to the Town Council in July of 1993.

STATE LAW AND SPECIFIC PLANS

Sections 65450 through 65457 of the State Government Code outlines requirements for the preparation of “specific plans” for all or part of an area covered by a local government’s general plan. In particular, Section 65451 lists the required contents of a specific plan, as follows:

“(a) A specific plan shall include a text and a diagram or diagrams which specify all of the following in detail:

(1) The distribution, location, and extent of the uses of land, including open space, within the area covered by the plan.

(2) The proposed distribution, location, and extent and intensity of major components of public and private transportation, sewage, water, drainage, solid waste disposal, energy, and other essential facilities proposed to be located within the area covered by the plan and needed to support the land uses described in the plan.

(3) Standards and criteria by which development will proceed, and standards for the conservation, development, and utilization of natural resources, where applicable.

(4) A program of implementation measures including regulations, programs, public works projects, and financing measures necessary to carry out paragraphs (1), (2), and (3).

(b) The specific plan shall include a statement of the relationship of the specific plan to the general plan.”

State law requires that specific plans be prepared and adopted in the same manner as general plans, i.e., public notice and hearings by the Planning Commission and Town Council. The Government Code also explicitly requires that the specific plan be consistent with the general plan, and that any public works project, subdivision map, and zoning or other regulations must be consistent with the specific plan.

ORGANIZATION OF THE SPECIFIC PLAN

The Emerald Lake Hills Specific Plan is organized as follows:

- Specific Plan Goals states the overall goals of the Specific Plan.

- Specific Plan Issues and Policies addresses the key issues of concern by identifying the current status of the issues, policies regarding each issue, and specific actions to be taken to implement the policies.
- Potential Buildout describes the potential for additional homes in the Emerald Lake Hills, prescribes policies related to future development, and outlines specific actions to implement the policies.
- Implementation summarizes the actions outlined in the previous sections, and discusses overall regulatory and financing mechanisms to achieve implementation.
- Consistency with the General Plan discusses the Specific Plan’s relationship to the General Plan.

SPECIFIC PLAN GOALS

The following represent the key goals of the Emerald Lake Hills Specific Plan:

G1: To maintain and, where possible, enhance the existing natural and rural quality of the Emerald Lake Hills.

G2: To enhance the safety and health of all residents of Emerald Lake Hills for both daily functioning and under emergency conditions.

G3: To allow future development to the extent that such development protects the open, rural quality of Emerald Lake Hills and enhances public safety and convenience.

SPECIFIC PLAN ISSUES AND POLICIES

(See the following pages.)

Open Space, Trails and Equestrian Use

There is no publicly owned open space in the Emerald Lake Hills. The nearest public open space is San Mateo County's Edgewood Park, immediately to the north of the study area. Edgewood Park contains hiking and equestrian trails and picnic facilities, and provides important visual relief for neighbors and for travelers along I-280 and Cañada Road. There is also at least one parcel with a small conservation easement dedicated to protection of the natural vegetation, although public access is not permitted.

The open, rural character of the study area is largely defined, however, by the private open space of the area, comprised of portions of each private parcel which remain undeveloped and generally undisturbed, or which are used for corrals or other equestrian facilities. In addition to providing a sense of open space to the community, such lands also preserve natural drainage patterns, prevent erosion, and protect habitat for area wildlife. Insensitive development has reduced the amount of open space in the area in the past several years, creating visual degradation and drainage and erosion problems. Also, improved maintenance of open space vegetation is needed to minimize potential fire hazards.

Equestrian facilities and trails make up a significant component of the open, rural character of the Emerald Lake Hills. The Town's Official Trails Map (1982) notes that "there are numerous substandard roadside trails" in the area, but does not suggest an extensive trail system. Map 4 depicts existing and proposed (1982 Trails Map) trails in and near the Emerald Lake Hills. Utility rights-of-way are also sometimes used as trails.

POLICY EH1: OPEN SPACE

Private parcels should maintain open space sufficient to preserve the open, rural character of the Emerald Lake Hills. Lot mergers should be encouraged to assure greater open space protection.

POLICY EH2: TRAILS DEVELOPMENT AND MAINTENANCE

The development and maintenance of trails should be encouraged and facilitated to better preserve the rural character of the area, and to allow both equestrian and pedestrian uses on the facilities.

POLICY EH3: TRAIL IMPROVEMENTS AND LINKS

The trails system in the Emerald Lake Hills should be improved and completed to link with other Woodside and County trails.

POLICY EH4: VEGETATION

Vegetation within open space areas should be appropriately maintained to reduce fire hazards.

Actions:

a. Natural Area Requirements

Enact a requirement that a minimum of 40% of every building parcel in the area be maintained in a natural state or utilized for pasture purposes, and strictly apply the natural area requirements of the hillside development provisions of the Zoning Code to all development.

b. Equestrian Uses Policy

Develop a policy to provide flexibility for equestrian use of properties which merges lots.

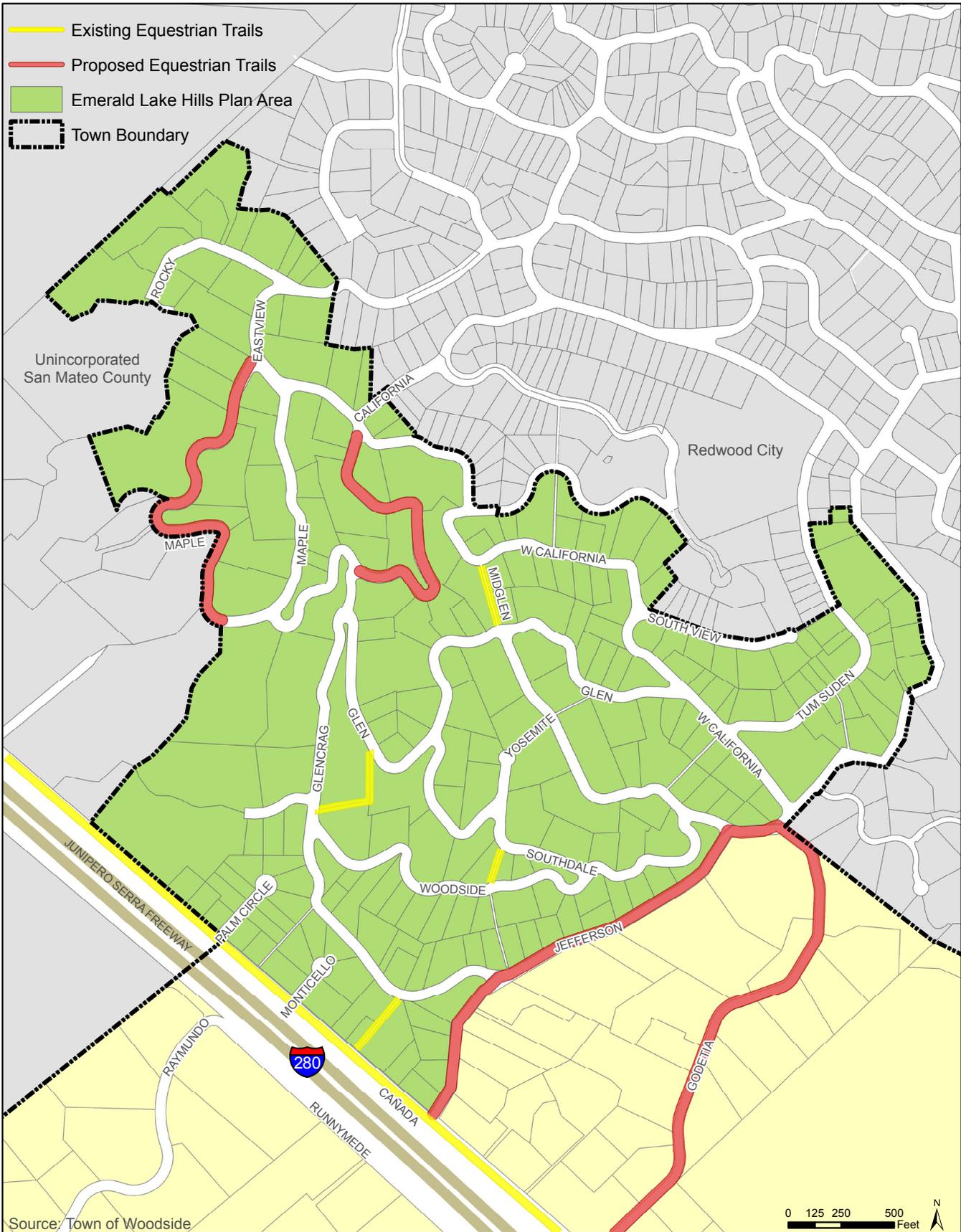
c. Vegetation Trimming Program

Develop, under the auspices of a citizens committee, a vegetation trimming program for residential properties in the Emerald Lake Hills, including identification of trouble spots, with the objective of reducing fire hazard potential for the area.

d. Review Equestrian Trails

Direct the Trails Committee to review equestrian trails for the Emerald Lake Hills, with a priority on making connections to Cañada Road and to Edgewood Park. Trails should be clearly marked to prevent encroachment.

Map EH3: Emerald Lake Hills Equestrian Trails



Roads and Parking

The study area is characterized by quiet, narrow, and winding roads. The vast majority of roadways in the Emerald Lake Hills are substandard in width, based on the Town's roadway design standards, and some segments have exhibited a higher than average accident rate (C-REM Engineers, "Study of the Operational Capacity of the Town's Minor Rural Roads in Certain R-1, SR, and SCP Zones", 1990). These roads are frequently only 50-80% of the standard width, and road surface conditions presently range from fair to very poor on the Pavement Condition Index (PCI), exhibiting deteriorating pavement, cracked surfaces, depressions and fractures, potholes, and crumbling shoulders. On-street parking and speeding motorists further exacerbate safety concerns.

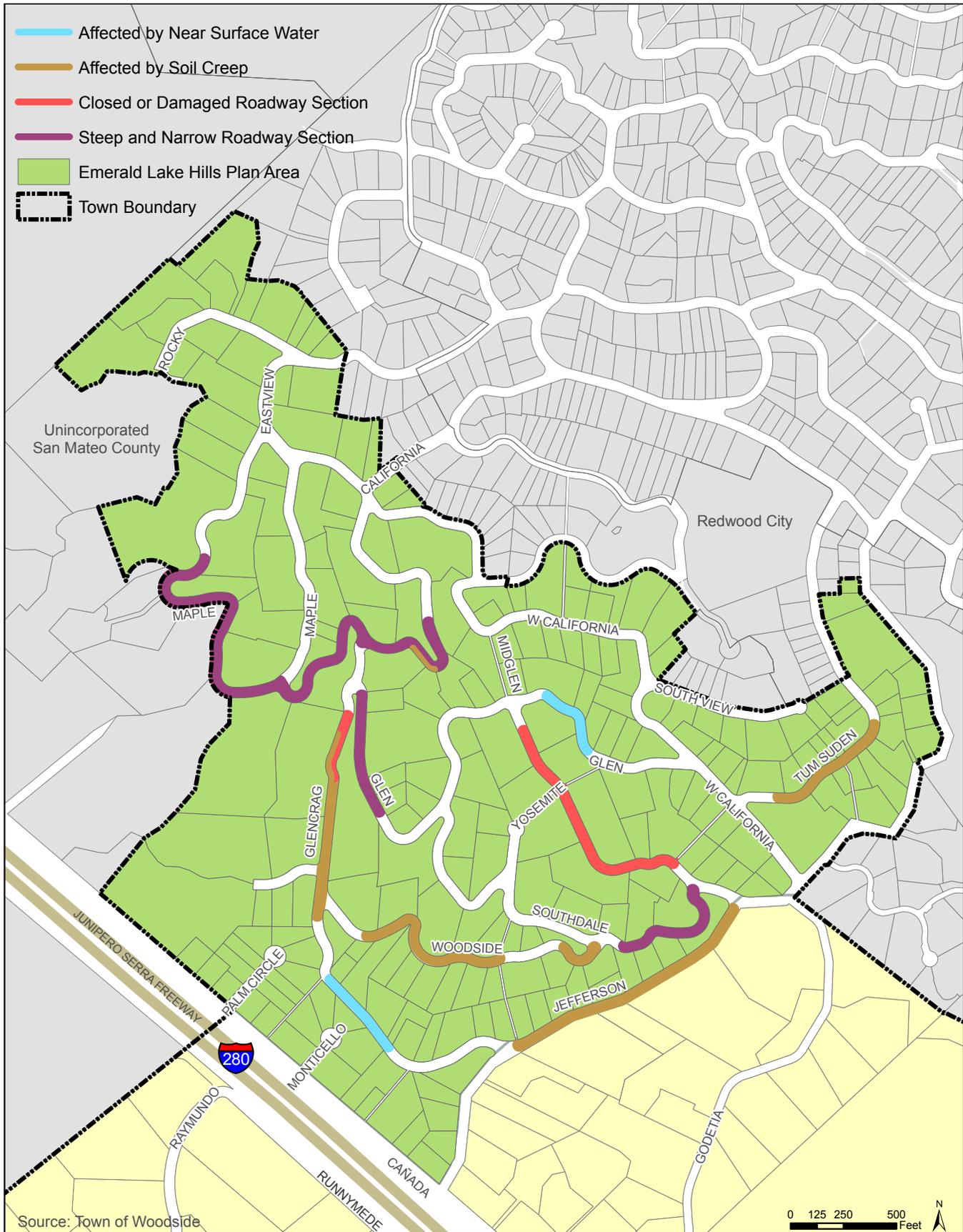
A 1989 "Woodside Roads Reconnaissance Geotechnical Investigation" by William Cotton and Associates identified numerous geotechnical constraints regarding roadways which exhibit distress due to soil creep or ponding/seepage. In particular, portions of Glencrag Way, Jefferson Ave., Woodside Way, and Tum Suden Way are affected by soil creep, and small sections of West Glen Way and Glencrag Way are impacted by near surface water. Portions of Midglen Way, West Glen Way, and West California Way are underlain by an "old" landslide.

Roadway deterioration has become so severe that one road in the area has become impassable and temporarily closed by the Town (Midglen Way, due to land movement). Development over the past 5-10 years has sometimes created drainage problems which have contributed to the deterioration of roadways. Additionally, the ability of fire protection vehicles and equipment to negotiate the area streets is very tenuous, due to the narrow roadways and sharp curves. Map 5 identifies some key constraints to maintaining safe roadway passage and emergency access.

Potential improvements to roadways have been and will be severely limited by budgetary constraints and by the environmental sensitivity of the area. Roadway widening would likely require extensive land alteration and vegetation removal, and could result in extensive impacts on drainage and the visual quality of Emerald Lake Hills.

Parking which encroaches on or near the roadway pavement is not generally a problem in the Emerald Lake Hills, but would be a serious safety hazard if inadequate parking resulted from future development. Steep driveways pose a similar potential for unsafe intersections at the roadway, parking on the roadway, and backing onto the roadway. Less than adequate parking and/or driveway access to new development will exacerbate existing safety hazards, including access by emergency vehicles.

Map EH4: Emerald Lake Hills Roadway Constraints



POLICY EH5: RESIDENTIAL ACCESS

Provide adequate, unimpeded access to all homes for residents, visitors, delivery, and tradespeople, and for emergency vehicles.

POLICY EH6: ROADWAY MAINTENANCE

Maintain roadways in not less than fair condition, and preferably good condition (as measured on the “PCI” scale).

POLICY EH7: OFF-STREET PARKING

Maximize off-street parking and strictly enforce the Town’s requirement for four off-street parking spaces per residence, and encourage an adequate turnaround area so that vehicles do not need to back into a street.

POLICY EH8: DRIVEWAY STANDARDS

Assure that all new driveways strictly adhere to Town standards for grade, curvature, and intersection angles.

Actions:

a. Establish Roadway Paving Program

Develop, with the input of an Emerald Lake Hills residents committee, a recommended program for roadway paving based on pavement condition and established road hierarchy in the Circulation Element of the Town General Plan, and drainage improvements in the area, including an evaluation of funding options (share of road impact fees, new development contributions, etc.), consistent with maintaining the rural character of the neighborhood. Specific improvements which should be addressed include, but are not limited to:

12. Repair of the slope bank and shoulder of Glencrag Way below Maple Way.
13. Repair/reconstruction of the closed portion of Midglen Way.
14. Viability of one-way roadway sections, such as Maple Way/West Maple Way, etc.

b. Enforce Parking and Driveway Requirements

Strictly enforce the Town’s off-street parking and driveway access requirements for new developments and require upgrades to provide adequate parking and access for any additions or remodeling. Adequate parking must include adequate on-site turnaround to discourage backing out into the roadway unless a solution with adequate parking is deemed feasible and beneficial without jeopardizing public safety and degrading the rural nature of the area.

Drainage

Slopes in the study area typically range from 10-30%, with some areas as steep as 50%, and are readily susceptible to erosion. Natural vegetation ranges from grass covered hillsides to small canyons of oaks and other native trees. The area's rainwater is currently channeled across the natural land surfaces, driveways, and roadways to the area creeks to a tributary of Dry Creek along Cañada Road. Recent development, however, has increased the amount of impervious surface in the area, increasing the rate of water runoff, and decreasing the natural area available to absorb runoff. Some of this development has contributed to drainage problems, resulting in occasional damage to adjacent roadways, erosion of drainageways, and increased flooding of roads and private property.

Additionally, the Emerald Lake Hills area contains many localized ponds and points of seepage, as mapped by William Cotton and Associates in 1989. These features further contribute to the complexity of the drainage system and require careful analysis and mitigation in the design of new development in the area.

POLICY EH9: MAINTAIN NATURAL VEGETATION

Natural vegetation of the area shall be maintained as much as feasible to reduce stormwater runoff and the potential for drainage problems.

POLICY EH10: MITIGATE DRAINAGE IMPACTS

Proposed projects shall be designed to assure that no negative drainage impacts on adjacent or downstream properties will occur.

Actions:

a. Natural Area Requirements

Strictly apply the natural area requirements of the Hillside Development Regulations of the Zoning Code to all development.

b. Drainage Studies

For all new development or significant additions to structures or paved area or corrals, require that a drainage study be prepared, addressing the project's potential impacts on the drainage system, including any on-site or off-site improvements necessary to accommodate drainage safely.

Water Supply and Fire Protection

Water service to the Emerald Lake Hills is provided primarily by the City of Redwood City Water Department, but a small area adjacent to Cañada Road is served by the California Water Service Company. Fire protection is provided by the Woodside Fire Protection District, which maintains a station on California Way near Jefferson Ave. While service to the Cañada Road properties is adequate, much of the Redwood City system is comprised of 1930's vintage two-inch water mains (six-inch lines are desired) in a deteriorating state (Map 6). Approximately 17,000 feet out of an estimated 34,000 feet of water main is of the inadequate two-inch size.

Redwood City has recently upgraded lines and hydrants along West California Way, and along Jefferson to Midglen, but has no other plans to upgrade the two inch mains to six inches. The Department provides new service, however, only to property in areas of six-inch mains or if the property owner extends adequate lines to the site. While such action protects new development, it generally does not resolve problems for existing developed areas with service from the two-inch mains. In fact, some residents have complained of decreased pressure during high use periods, leaving those on the older system with decreased water pressure.

The Emerald Lake Hills area is designated in the highest risk categories for fire hazard in Woodside's General Plan, due to inadequate water service, difficult access, and steep topography. The General Plan considers water service for fire protection to be adequate only if capable of delivering 1,000 gallons of water per minute for a period of two hours, with a residual pressure of 20 pounds per square inch.

The Woodside Fire Protection District has recently conducted an audit of the area water system and indicates that areas most at risk include the Maple and West Maple Way loop, Southdale Way, Jefferson between Glencrag and Midglen, and Glencrag between Jefferson and Woodside Way. Substantial improvements to the current system would still be necessary in order to achieve an adequate

level of water pressure for fire protection for all Emerald Lake Hills residents.

POLICY EH11: RESIDENTIAL WATER SUPPLY

Ensure a water supply and pressure adequate for residential needs.

POLICY EH12: EMERGENCY RESPONSE WATER SUPPLY

Ensure a water supply adequate to meet emergency demands, particularly for fire flow.

POLICY EH13: WATER SERVICE REQUIREMENTS

Permit new development or additions in excess of 50% of existing square footage only when water service is provided consistent with the General Plan and Fire Code standards.

Actions:

a. Water Improvement Financing Committee

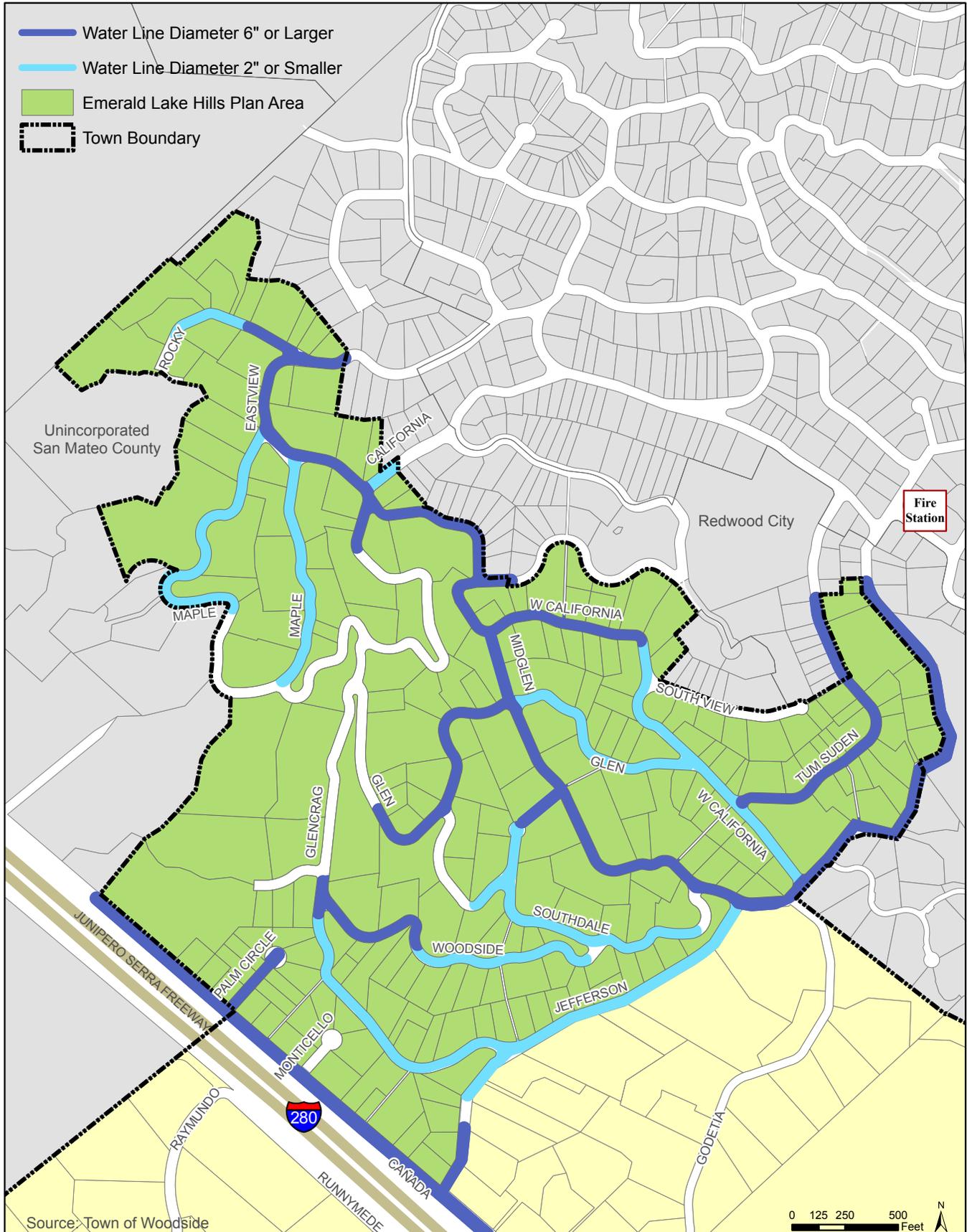
Establish a citizens committee to meet with the Redwood City Water Department and Town staff to evaluate and develop methods which might be used to finance improvements to the area water system. Measures to be considered should include, but are not limited to:

1. Improvements by Redwood City amortized through user fees;
2. Creation of an assessment district;
3. Development impact fees; and
4. Development requirements for upgrading

b. Upgrading Water Service Requirements

All new development, including additions in excess of 50% of existing structure square footage, shall be required to upgrade water service to the property to meet General Plan and Fire Code standards, and in such a way that no significant decrease in water service is suffered by any area customer.

Map EH5: Emerald Lake Hills Water System



Wastewater Disposal

All of the Emerald Lake Hills area properties are served by private wastewater disposal, i.e., septic systems. Approval of such systems is primarily regulated by the San Mateo County Health Services Agency. Percolation testing in recent years indicates that much of the area in the hills exhibits marginal percolation rates, which is especially critical on smaller, non-conforming lots and/or steep properties. Additionally, springs and ponds, creeks, landslides, and steep slopes can often impair the effectiveness of septic drainfields.

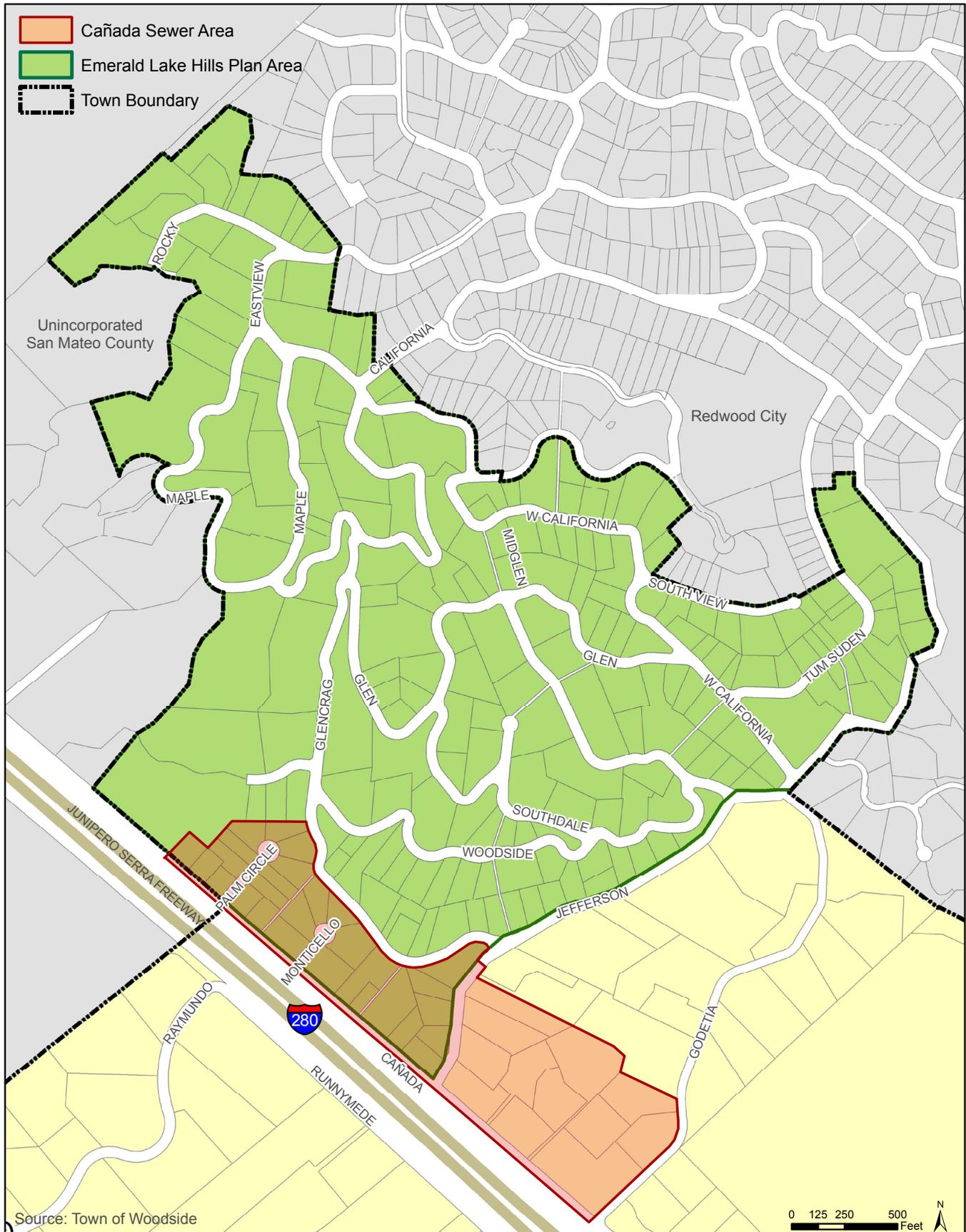
The Health Department's standards do not include special criteria for such difficult sites, other than requirements for geotechnical studies. Additionally, as the past decade has seen extensive drought, the accuracy of percolation testing during that time has been questioned. In 1994, the Town Council adopted revised on-site wastewater disposal regulations which require that percolation tests be conducted in the location of proposed drainfields, and prohibiting pumping effluent uphill except with Town Council approval under very limited circumstances, and for the expansion drainfield area only.

An area of particular concern is the portion of the study area located between the creek along Glencrag Way, Cañada Road and those areas identified in Ordinance No. 1995-481, which extended a sewer moratorium for

the Redwood Creek Trunk Sewer Assessment District. The Health Department has indicated that a number of properties in this area have experienced septic system operational problems, especially as the soil is marginally suited for such systems and there is a high groundwater level from the proximity to the creek.

A pending proposal before the Town would bring a sewer line up Cañada Road from Godetia Drive to serve approximately 30-35 lots (some of which are vacant). The feasibility and desirability of serving some or all of those lots is currently under study by the Town Engineer. On August 16, 1995, the Town Council adopted an ordinance placing a moratorium on new connections to the Town's Redwood Creek Sewer Assessment District until capacity and transport issues were addressed and an allocation policy was established. However, the ordinance exempted properties with failing septic systems from the moratorium, if the Council determines that alternatives are not available and subject to the approval of the Fair Oaks Sewer Maintenance District (San Mateo County).

Map EH6: Emerald Lake Hills Potential Sewer Service Area



POLICY EH14: SEPTIC TANK REQUIREMENTS

Each building parcel to be developed shall be capable of accommodating a standard septic tank and drainfield system, demonstrating adequate percolation under wet weather conditions and with tests specific to the areas to be used for drainfields. Tests are to be current, i.e., taken on or after the effective date of the Specific Plan adoption.

POLICY EH15: SEPTIC TANK PERMITTING

Only standard septic systems shall be permitted on substandard size lots, and deviations from standards shall only be permitted on conforming lots where offset by mitigating factors such as extensive separation of drainfields from other properties, roadways, and creeks, and shall be supported by in-depth geotechnical and drainage studies.

POLICY EH16: EXTENDING SEWER SERVICE

Sewer service shall be extended to existing areas with failing or problematic septic systems only when no other alternatives are available, and when deemed necessary to correct health and safety concerns, if in close proximity to an existing Town-designated sewer service area, and without cost to the Town, subject to the Town's sewer capacity limitations and agreements with other sewer service providers.

Actions:

a. New Development Requirements

The Town's septic system regulations shall be strictly enforced to require that any new development demonstrate adequate percolation areas in the locations to be used for drainfields, including percolation under wet weather conditions.

b. Septic Standards

The Health Officer and Town officials shall not allow deviation from standard requirements on substandard size lots, and shall not allow deviation on conforming lots except where extensive separation of drainfields from other properties, roadways and creeks is available, and when in-depth geotechnical and drainage studies support the long-term viability of such systems.

c. Create Sewer Extension Plan

The Town should assist with formulation of a plan to provide sewer service to existing developed lots with frontage on the east side of Cañada Road from Godetia Drive to the northern Town boundary, on Palm Circle, on Monticello Court, and on the west side of Jefferson Ave. between Cañada Road and Glencrag Way. Such plan shall be subject to the Town's sewer capacity limitations and Town agreements with other service providers. Vacant lots shall only be served to the extent that they are conforming in size and consistent with the development restrictions of the Town's codes and this Specific Plan.

Potential Buildout

While there are currently a total of 159 homes in the Emerald Lake Hills, there is actually a potential for a total of 337 lots (including existing lots) to be developed if physical (septic, slopes, water, etc.) and zoning (setbacks, parking, etc.) constraints are not applied, and if existing homes in some cases were demolished and replaced in conformance with setbacks (a map of the potential lot buildout in the Emerald Lake Hills is available for review at Town Hall).

In reality, however, many of the lots would likely not ever be built upon, due to environmental, zoning, and/or cost constraints or because the owner would prefer to maintain the existing house on a more reasonably sized parcel. Excluding lots currently developed with a house straddling lot lines, an additional 150 lots may deserve analysis for potential buildout.

While the total number of additional new homes built would probably be substantially less than 150, given physical and zoning constraints, buildout of those lots would certainly exacerbate most all of the inadequacies noted previously in the Specific Plan, including:

- Reduction of extensive open space, diminishing the rural quality of the area;
- Altering natural drainage patterns;
- Substantially increased traffic on an already inadequate roadway system, and increased parking on the narrow roadways, resulting in more difficult and unsafe access for residents and for emergency vehicles; and
- Greater burden on the area water system and increased human activity in the area, exacerbating the potential for fire and limiting the ability of residents and the Fire District to respond in the event of an emergency.

At the same time, however, new construction could be required to contribute to making public improvements, such as upgrading water lines, drainage, or roadways, which enhance health and safety for the Emerald Lake Hills, but only to the extent that the improvements do not impair the rural quality of the area.

The visual impact of new development is of primary concern in the Emerald Lake Hills area as well. Each new home and significant addition has the potential to diminish the rural quality of the area by decreasing the amount of natural vegetation and by construction of large, bulky houses which are inconsistent with others in the neighborhood. While most of the existing homes in the area are low-key and unobtrusive, recent larger houses on the smaller non-conforming lots have already seriously affected the visual character of the neighborhood and should be further controlled through merger of lots or restrictions on the development of smaller lots.

Visual impact within the scenic corridor of Cañada Road could also be greatly affected if sewer service is provided to those lots and if maximum development (3,000 square foot houses plus accessory buildings) of those lots results as the septic constraint is removed. Also, variances from zoning and site development regulations generally result in greater visual impact as well as affecting drainage, traffic safety and septic system operation.

Other visual impacts of concern, but not directly tied to buildout of non-conforming lots, include the undergrounding of utilities and the proliferation of signage, including real estate and construction signs, as well as roadway and directional signs. "No dumping" signs and the proliferation of real estate signs are currently unsightly to residents. Undergrounding of utilities should be required both for fire safety and visual protection purposes.

POLICY EH17: LIMIT FUTURE DEVELOPMENT

The number of lots available for future development should be limited to assure that additional development will not exacerbate concerns regarding emergency access and evacuation, traffic safety and parking, and water supply, and will not have a significant negative impact on open space and the rural quality of the area.

POLICY EH18: SITE AND ARCHITECTURAL DESIGN

All new development and significant additions in the Emerald Lake Hills should maintain open space and the rural character of the area through sensitive site and architectural design. Minimizing the visual impact of development may require limitations on house size and/or the size or number of accessory structures.

POLICY EH19: ZONING AND SPECIFIC PLAN CONSISTENCY

All new development and significant additions in the Emerald Lake Hills shall comply with the provisions of the Woodside zoning and site development codes and shall be consistent with the provisions of the Emerald Lake Hills Specific Plan.

POLICY EH20: ENHANCE HEALTH AND SAFETY

All new development and significant additions in the Emerald Lake Hills shall contribute to making improvements which enhance the health and safety of the existing and future residents of the area.

POLICY EH21: REFORM SIGNAGE STANDARDS

Existing signage should be reduced in the Emerald Lake Hills, and the Town should strictly apply signage standards for real estate and construction signs within the area.

Actions:

a. Incentivize Lot Mergers

Develop a policy to encourage lot mergers by allowing additional equestrian use or other incentives when lots are merged.

b. Merge Lots to Improve Conformity

Encourage mergers or applications for merger of all “unbuildable” lots under common ownership within the Emerald Lake Hills, as well as lots which property owners agree to merge. A lot would be considered “buildable” if the owner can demonstrate that an adequate building site and parking area exist consistent with the Town’s zoning code provisions, generally without variances; that adequate access is available to the site; and that no portion of an existing main residence is located across lot lines or within the adjacent setback of the potentially developable lot.

c. No Exceptions for Multiple Parcels

No planning or building permit shall be issued by the Town for a project which relies on the combination of two or more lots for ordinance compliance, unless the properties are legally restricted from future use as separate parcels, and the owners agree not to object to lot merger action by the Town.

d. 40% Natural Area Requirement

Enact a requirement that a minimum of 40% of every building parcel in the area be maintained in a natural state or utilized for pasture purposes, and strictly apply the natural area requirements of the hillside development provisions of the Zoning Code to all development.

e. Non-Conforming Development Standards

Require that all new development or additions of 50% or more of existing structure square footage on non-conforming size lots in the Emerald Lake Hills meet the following criteria:

1. Compliance with all of the Town's zoning and site development codes; and
2. Merger with an adjoining lot or lots to create a conforming size building parcel; or in the case of an addition of 50% or more of an existing structure, acquisition of an adjoining lot such that the combined square footage of the two lots would constitute a conforming size, subject to the zoning standards being applied to the merged lot to be developed; or limitation of floor-area ratio (FAR) to apply to only the "buildable" area of the site, exclusive of slopes over 35%, rather than the gross site area, with a maximum house size utilizing existing zoning standards; and
3. Contribution of fees to and/or construction of improvements determined to further the goals of the Emerald Lake Hills Specific Plan (water, roadways, sewer, etc.), upon adoption of an ordinance requiring such improvements by new development in the area.

f. Update Signage Regulations

Remove existing "no dumping" signs and strictly enforce the Town's sign regulations regarding real estate and construction signs. Additional permanent signage should not be placed without input from area residents.

g. Underground Utilities

Require all new development to place utilities underground, and explore avenues to underground existing utilities.

IMPLEMENTATION

In order to carry out the goals and policies of the Specific Plan, the actions described previously must be implemented within a reasonable timetable and with continued input of the affected residents. The following strategy outlines key implementation steps, including the party responsible for the action, a timeline for action, and estimated financing methods:

Table EH3: Emerald Lake Hills Specific Plan Implementation Matrix

Action	Responsibility	Timeframe	Cost
Establish an Emerald Lake Hills neighborhood organization outside of the Town process to oversee communications and emergency preparedness; to provide input on roadway improvements; and to develop a vegetation trimming program.	Residents	Immediate	Minimal staff time to coordinate with organization, but should be self-sustaining.
Appoint a committee of citizens to work with the Redwood City Water District and the Town to evaluate measures available to improve water service to the area for fire safety purposes. The analysis should include financing mechanisms, which may include cost-sharing with other agencies; amortization through user fees; development contributions; and/or creating an assessment district.	Council/Planning Director/Town Engineer	Appoint by October 1, 1996	Minimal staff time to prepare resolution and solicit names; on-going staff time to maintain committee activities; uncertain ultimate cost of improvements.
Develop a plan for allocating capacity and providing sewer service to problem septic system properties in the Canada Road/Palm Circle area, working with residents of the area and other involved sewer agencies.	Town Engineer/Council	October 1996	Staff costs, estimated at \$10,000; general fund or sewer funds.
Initiate "voluntary" mergers and mergers of "unbuildable" contiguous lots under common ownership, subject to limitations outlined.	Planning Director	1997 (Planning Commission)	Staff costs, estimated at \$3,000; general fund.
Develop and enact ordinances regarding open space requirements, merger incentives, restrictions on non-conforming lots, etc.	Planning Director	March 1997 (Planning Commission)	Staff costs, estimated at \$3,000; general fund.
Direct the Trails Committee to review equestrian trails for the Emerald Lake Hills, with a priority on making connections to Canada Road and to Edgewood Park.	Council/Planning Director	Immediate	Minimal staff time; incorporate into Trails Committee work.
Amend the General Plan to revise the purpose statement for the R-1 zone to better emphasize the preservation of the rural quality of that zoning district, consistent with the recommendations of the R-1 Committee.	Planning Director (Planning Commission)	January 1997	Staff costs, estimated at \$500; general fund.

CONSISTENCY WITH GENERAL PLAN

State law requires that a Specific Plan address the relationship between the Plan and a community's General Plan. The General Plan Land Use Diagram designates the Emerald Lake Hills area as entirely residential with 20,000 square feet to 3 acre lots. The proposed Specific Plan is consistent with the Town of Woodside's General Plan Land Use Designation in all respects, and helps to implement many important policies of the General Plan.

LAND USE AND COMMUNITY DESIGN

The Specific Plan particularly supports the following "Policies for Intensity of Use" in the Land Use and Community Design and Aesthetics Element:

POLICY LU1.3:

Property shall be developed with minimum disturbance to the natural terrain. The natural environment should be retained or restored as much as possible.

POLICY LU1.3.A

Retention of open space shall be considered in the review of all applications for development.

POLICY LU1.3.B

Intensity of land uses shall decrease as steepness of terrain increases.

POLICY LU1.3.D

Intensity of use of individual parcels and buildings shall be governed by considerations of: health and safety; impact on adjoining properties because of noise, traffic, night lighting, or other disturbing conditions; protection of natural land characteristics.

CONSERVATION

The Specific Plan helps implement the following key policy of the Conservation Element of the General Plan:

POLICY CV1.2:

The natural features of a site proposed for development shall be one of the planning factors determining the scope and magnitude of development.

CIRCULATION

The Specific Plan strongly supports the following goals and policies of the Circulation Element regarding roadways and parking:

GOAL CL1:

Provide and Maintain a Safe, Pleasant and Convenient Roadway System.

POLICY CL1.2 B12:

Off-road vehicular parking is the responsibility of individual land owners. On-road parking is usually not appropriate.



WOODSIDE GLENS SPECIFIC PLANS



Introduction	24
Purpose of Specific Plan.....	26
Specific Plan Goals	27
Specific Plan Issues and Policies.....	27
Implementation	44
Consistency with General Plan	45

Adopted by Town of Woodside June 1, 1993 (Resolution 1993-4895)
Amended January 26, 1999 (Resolution 1999-6129)

INTRODUCTION

The Woodside Glens comprises about 80 acres of land within the Town of Woodside, located approximately one-half mile north of the Town’s commercial area, and is bounded by Cañada Road on the west, I-280 on the east, Neuman Lane on the south, and Arbor Court and Jane Drive on the north (Map WG1).

The “Glens” was originally established through the recordation of two subdivisions, the Woodside Glens Map No. 1, filed in 1925, and Woodside Glens Map No. 2, filed in 1929. The two subdivisions created 254 lots, with typical lot sizes of 10,000 to 12,000 square feet, but some as small as 7,000 square feet and a few of 20,000 square feet or more.

Lots in the Woodside Glens were generally intended to serve as second homes or vacation cabins for well-to-do San Franciscans. A 1925 ad in the San Francisco Chronicle called the parcels “Cabin Site Lots” and they were marketed as “only an hour from San Francisco” for “\$250 and up”. Over the past 60+ years, however, homes have been constructed on about 185 of the lots, and those homes are now occupied by full-time residents of the Town of Woodside.

DEVELOPMENT REGULATION

The Town of Woodside was incorporated in 1956. “R-1” zoning was applied to the Woodside Glens area, requiring minimum 20,000 square foot lots, making most of the original lots non-conforming. Because of the small lot sizes, steep slopes, limited parking area, and other constraints, many homes were constructed on two or more adjoining lots. In 1968, in response to public health concerns regarding failing septic systems on many Glens properties, a sewer assessment district was created as part of the Redwood Creek Trunk District, and sewers were provided to the subdivision. Assessments were based on the anticipated level of development for each parcel, as requested by the property owner at that time, and extended over 25 years, so that all assessments should be paid off by the end of 1993.

In 1988, the Town enacted an ordinance limiting the maximum size of main residences, including a limit of

3,000 square feet for homes in the “R-1” zone. The Town also enacted a maximum floor to area ratio for building on each lot ranging from 30% for lots larger than 12,000 square feet up to 36% for lots less than 12,000 square feet. Table 1 summarizes the Town’s current (prior to 1/26/99) development standards in the “R-1” zone:

Table WG1: “R-1” Zone Development Standards

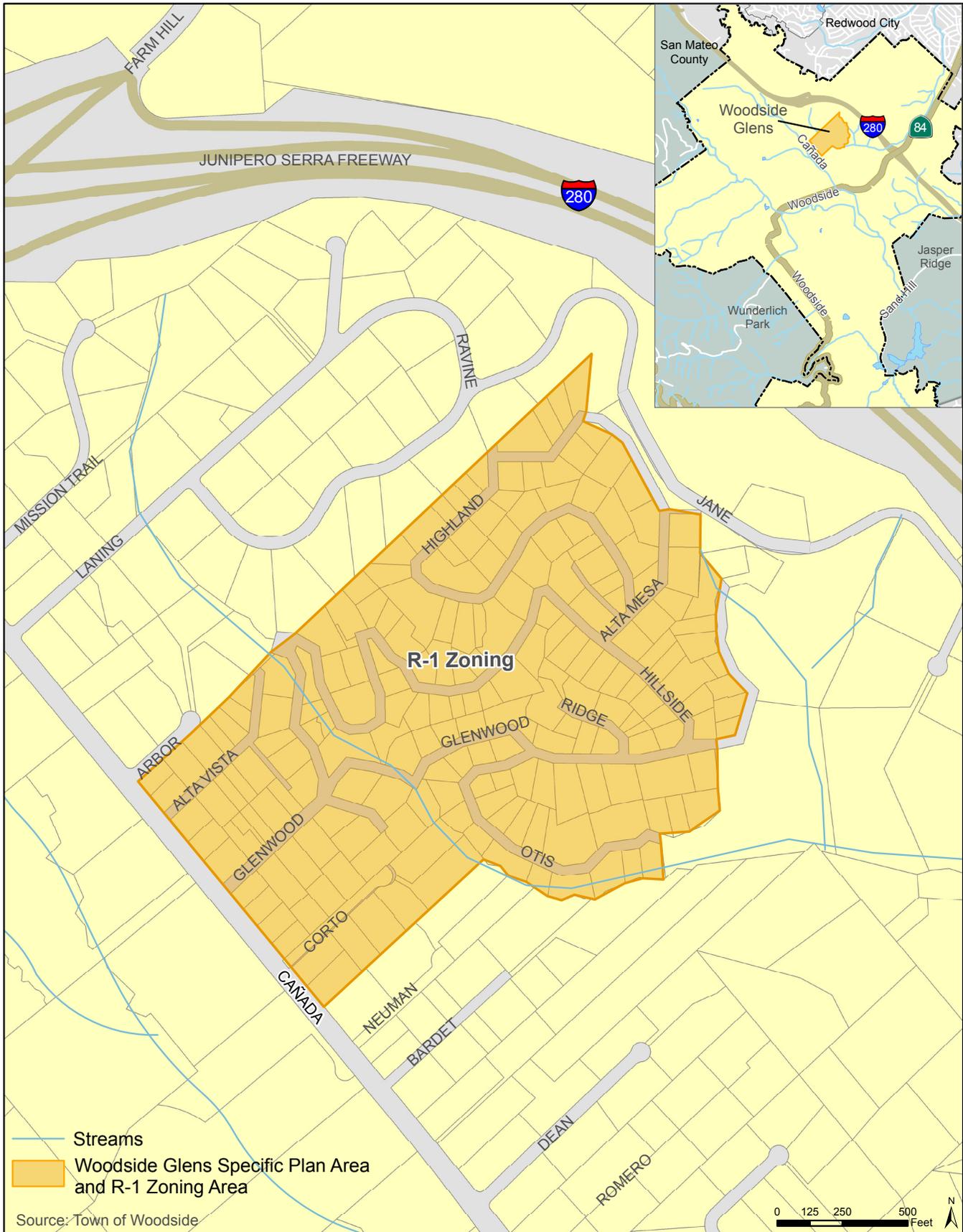
Minimum Lot Size	20,000 Square Feet
Minimum Lot Width	80 Feet
Floor Area Ratio	36% up to 12,000 Square Feet
	30% over 12,000 Square Feet
Maximum Size of Main Residence	3,000 Square Feet
Maximum Paved Area	5,000 Square Feet
Height Limit	28 Feet
Required Front Setback	30 Feet
Required Rear Setback	25 Feet
Required Side Setback	15 Feet
	22.5 Feet for any portion of structure over 17 feet high

R-1 COMMITTEE

In 1991, the Town Council appointed a citizens committee (the “R-1” Committee) to review development standards in the zoning district to determine what changes, if any, were appropriate to better recognize the unique circumstances of these small lots. The Committee was comprised of residents of the Woodside Glens, Emerald Lake Hills, and a small area along Woodside Road, which comprise the three R-1 zoned areas of the Town. The Committee formulated a series of recommendations to the Town Council, including:

1. Re-affirming the goals of the Woodside General Plan and the current R-1 zone setbacks;
2. Allowing existing non-conforming main residences to encroach into front yards, not to exceed 150 square feet and not more than 50% encroachment;
3. An exception procedure to allow encroachments into setbacks for main residences, not to exceed 33% encroachment and to be offset by an equal increase of the opposite yard setback;

Map WG1: Woodside Glens Specific Plan Area



Source: Town of Woodside

4. Allowing a 440 square foot attached garage in addition to the maximum residence size limit;
5. Allowing replacement of demolished non-conforming main residences, within the existing building envelope;
6. Requiring a “minimum natural or landscaped area” of 40% on lots 12,000 square feet or more and 30% on lots less than 12,000 square feet;
7. Improvements to the building permit process to provide more expeditious review and clearer guidelines;
8. Reduction of allowable floor area to a maximum of 25% to 36%, based on lot size;
9. Limiting accessory buildings to 720 square foot maximum, usable as living units only on lots of 30,000 square feet or greater; and
10. Merger of existing non-conforming lots under common ownership.

Many of the Committee’s recommendations have become law in the Town of Woodside, and the remainder are under review. Subsequent to the Committee’s studies, however, many neighborhood residents have become increasingly concerned with the potential fire safety and traffic safety hazards existing in the area, particularly in light of the Oakland Hills fire of 1991. Also of serious concern is the potential for build-out of small lots which might exacerbate those concerns, as well as the impacts of that future development on open space and the rural quality of the Woodside Glens.

PURPOSE OF SPECIFIC PLAN

On June 17, 1992, the Town Council enacted a moratorium on the development of new single family residences in the Woodside Glens and directed staff to prepare a Specific Plan for the area, as well as a Specific Plan for the Emerald Lake Hills area. The Woodside Glens moratorium was subsequently extended on July 22, 1992 through May of 1993, with a target date of February of 1993 to complete the Specific Plan.

On August 11, 1992, the Town Council appointed over 40 property owners in the Woodside Glens and Emerald Lake Hills areas to a Specific Plan Committee. The primary charge of the group was defined as follows:

“Provide direction to the Planning Director regarding priorities and issues to be addressed by the Specific Plan. Issues to be considered should include, but are not limited to: fire safety, traffic safety, road access, parking, sewer and water service, maintenance of rural character and open space, etc.”

The Specific Plan Committee subsequently broke up into two groups, one each for the Woodside Glens and Emerald Lake Hills. The Woodside Glens group has met approximately 20 times during the period of August of 1992 through February of 1993, as well as conducting numerous subcommittee meetings and field visits and inventories. Additionally, several of the Committee members have spent their time and money to create professional quality maps for use by the Committee and staff. A number of consensus recommendations were made by the group regarding needed improvements to the neighborhood infrastructure, and input was provided regarding how to address potential buildout concerns.

STATE LAW AND SPECIFIC PLANS

Sections 65450 through 65457 of the State Government Code outlines requirements for the preparation of “specific plans” for all or part of an area covered by a local government’s general plan. In particular, Section 65451 lists the required contents of a specific plan, as follows:

“(a) A specific plan shall include a text and a diagram or diagrams which specify all of the following in detail:

(1) The distribution, location, and extent of the uses of land, including open space, within the area covered by the plan.

(2) The proposed distribution, location, and extent and intensity of major components of public and private transportation, sewage, water, drainage, solid waste disposal, energy, and other essential facilities proposed to be located within the area covered by the plan and needed to support the land uses described in the plan.

(3) Standards and criteria by which development will proceed, and standards for the conservation, development, and utilization of natural resources, where applicable.

(4) A program of implementation measures including regulations, programs, public works projects, and financing measures necessary to carry out paragraphs (1), (2), and (3).

(b) The specific plan shall include a statement of the relationship of the specific plan to the general plan.”

State law requires that specific plans be prepared and adopted in the same manner as general plans, i.e., public notice and hearings by the Planning Commission and Town Council. The Government Code also explicitly requires that the specific plan be consistent with the general plan, and that any public works project, subdivision map, and zoning or other regulations must be consistent with the specific plan.

ORGANIZATION OF THE SPECIFIC PLAN

The Woodside Glens Specific Plan is organized as follows:

- **Specific Plan Goals:** States the overall goals of the Specific Plan.
- **Specific Plan Issues and Policies:** Addresses the key issues of concern by identifying the current status of the issues, policies regarding each issue, and specific actions to be taken to implement the policies.
- **Potential Buildout:** Describes the potential for buildout of additional homes in the Woodside Glens, prescribes policies related to future development, and outlines specific actions to implement the policies.
- **Implementation:** Summarizes the implementation actions outlined in the previous sections, and discusses overall regulatory and financing mechanisms to achieve implementation.
- **Consistency with General Plan:** Discusses the Specific Plan’s relationship to the General Plan.

SPECIFIC PLAN GOALS

The following represent the key goals of the Woodside Glens Specific Plan:

Goal 1: To maintain and, where possible, enhance the existing rural atmosphere of the Woodside Glens.

Goal 2: To enhance the safety and health of all residents of the Woodside Glens for both daily functioning and under emergency conditions.

Goal 3: To allow future development to the extent that such development protects and enhances public safety and the rural quality of the Woodside Glens, and which recognizes the rights of both current residents and applicants.

SPECIFIC PLAN ISSUES AND POLICIES

(See the following pages.)

Open Space

The Joan Olsen Preserve, Kite Hill, and the Wildflower Preserve, are open spaces often associated with Woodside Glens but are actually located outside of the Woodside Glens boundary. These open space lands are approximately 30 acres and are located to the north and east of Woodside Glens. These “passive” open spaces are accessible to the public (through the Town’s trail system), and were generally set aside through agreements with landowners at the time of development.

The nearby open space lands serve to prevent development of property which is environmentally constrained by slopes, soils, instability, noise, etc. These areas also provide residents with visual and noise buffers and recreational opportunities in an area of small lots developed prior to requirements for open space preservation. Some areas within the open space lands, however, may require periodic maintenance to minimize fire hazards from dead brush, trees, or weeds.

Open space actually located in Woodside Glens is made up of areas of serpentine soil woodlands, riparian and stream corridors. Also private open space on residential properties plays an important part in maintaining the rural character of the Woodside Glens. Trees and brush on such properties, however, sometimes create traffic safety or fire hazards if not properly trimmed or otherwise maintained.

POLICY WG1: MAINTAIN AND ENHANCE OPEN SPACE

Open space lands in and adjacent to the Woodside Glens should be maintained and enhanced, according to the stated purposes of the General Plan Open Space Element and agreements dedicating such lands for open space use, with oversight by a committee of residents. Oversight of such areas should be provided by a committee of residents.

POLICY WG2: REDUCE FIRE HAZARDS

Vegetation within open space areas should be appropriately maintained to reduce fire hazards.

POLICY WG3: EMERGENCY ACCESS

Open space areas should be available for use for emergency access (vehicular, equestrian, and/or pedestrian) as appropriate (see also “Emergency Access and Evacuation” issue).

Actions:

a. Open Space Committee

Appoint an Open Space Committee for the area to regularly review open space maintenance issues; the Committee to be composed of three interested Woodside Glens residents, with the District 1 Council member as an ex-officio member of the Committee.

b. Preventative Maintenance

Clear dead brush which could pose a fire hazard, particularly along the median strip near Kite Hill. Inform agencies which work in those areas that dumping of brush and debris is not allowed on open space lands, and prohibit chemical defoliant from application on or draining to open space or creek areas.

c. Brush Clearance Program

Develop, under the auspices of the Open Space Committee, a brush clearance program for residential properties in the Glens, including identification of trouble spots, with the objective of providing clearance of at least three feet from roadway pavement, wherever feasible.

d. Scotch Broom Removal Program

Develop, under the auspices of the Open Space Committee, a Scotch Broom removal program to encourage removal of such vegetation from trails and open space areas, and coordination with the Town of Woodside for collection and disposal.

e. Clean-up Assistance

Assist with clean-up, collection and disposal of brush along trails and in open space areas, to enforce current regulations regarding the integrity of stream corridors.

f. Weed Abatement Program

Develop a Town-wide weed abatement program to require maintenance of yards and other open spaces to minimize fire hazard and other potential nuisances.

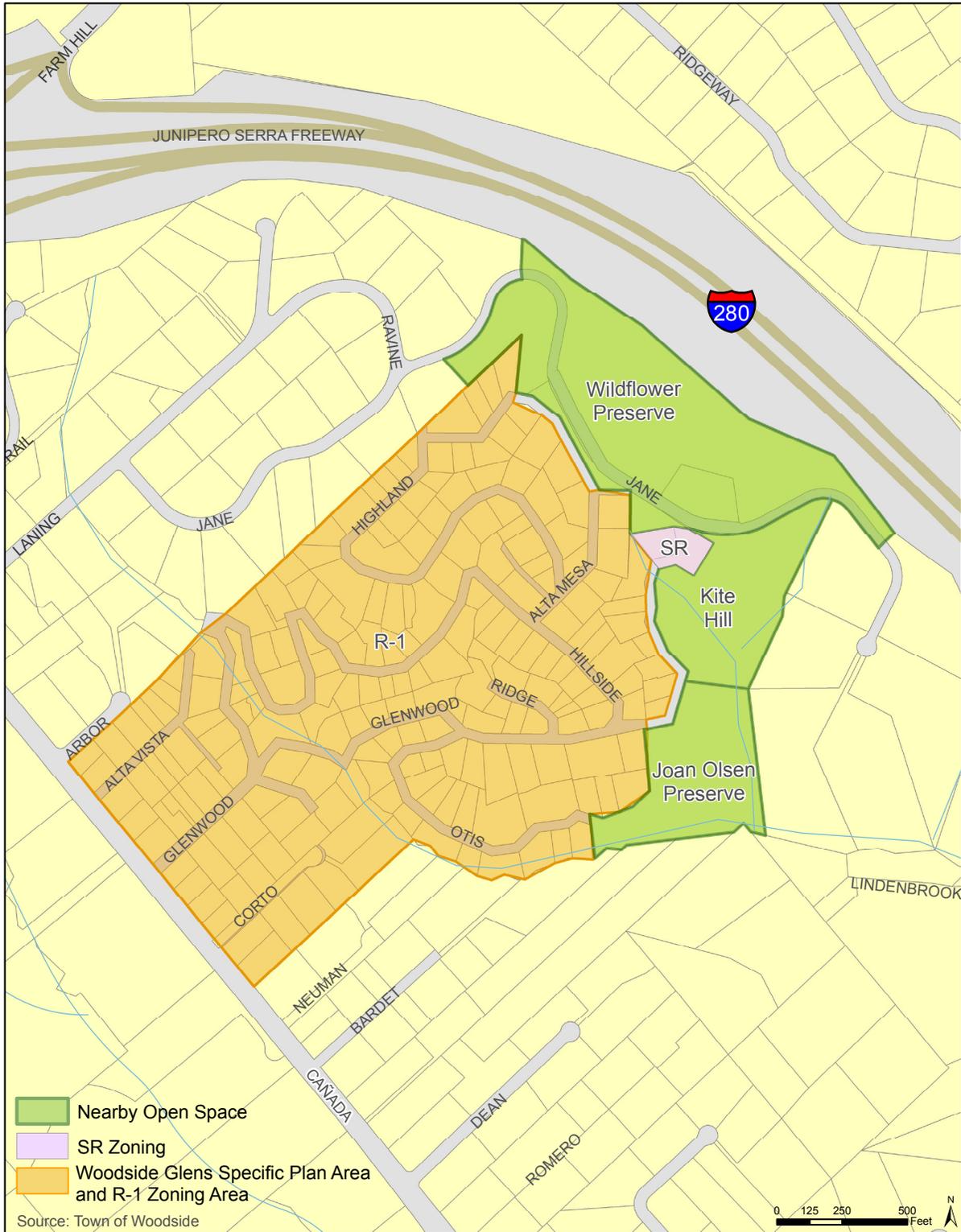
g. Replace Alta Mesa / Jane Drive Gate

Replace the existing metal gate on the emergency exit at Alta Mesa/Jane Drive with a more attractive gate which can be readily used by residents for vehicular access in emergency situations.

h. Complete Trails

Complete the trails across the top of Kite Hill and the connecting loop to the Glenwood cul-de-sac, also to serve as pedestrian emergency access.

Map WG2: Woodside Glens Nearby Open Space



Emergency Access and Evacuation

The Woodside Glens consists of about 185 homes. Over 150 of those homes are dependent on Glenwood Avenue to/from Cañada Road for ingress and egress, having no other means of escape or rescue in the event of an emergency closing Glenwood. A single emergency access gate exists between Alta Mesa Road and Jane Drive in the neighboring subdivision, but the gate is locked to all but Fire District personnel. If a disaster such as a fire or an earthquake should occur, the lack of adequate evacuation routes could result in extensive damage, injuries and/or fatalities for residents. Additionally, many of the roads within the Woodside Glens are inadequate in width to accommodate emergency vehicles or the evacuation of residents (see "Roads and Parking" issue). In addition to residents, the Woodside Fire District has expressed concern regarding the limited access routes for emergency vehicles and inadequate turnarounds and clearance along roadways.

POLICY WG4: EMERGENCY EXITS

Adequate emergency exits should be available and readily usable for residents in the event of a disaster.

POLICY WG5: EVACUATION PLAN

The residents of the Woodside Glens should, in cooperation with the Woodside Fire District, be organized and educated regarding an effective evacuation plan, in the event of an emergency.

POLICY WG6: ROADWAY UPGRADES

Roadways in the Woodside Glens should be upgraded to enhance emergency access and evacuation in the event of disaster (see "Roads and Parking" issue).

Actions:

a. Enhance Emergency Access

Pursue enhanced emergency access at the existing connection from Alta Mesa to Jane Drive, in coordination with Meadow Vista homeowners. The existing chain link emergency exit gate should be replaced with a more attractive gate which can be readily used by residents for vehicular access in emergency situations.

b. Additional Emergency Ingress and Egress

Provide additional emergency ingress and egress for vehicles and pedestrians for the Woodside Glens, upon evaluation with the Town of Woodside, the Woodside Fire District, and CalTrans. The Town should identify all possible options for vehicular, pedestrian, and equestrian access, including but not limited to items listed in Table WG2: "Recommended Access / Evacuation Improvements."

c. Pedestrian Trails

Pedestrian trails which also can provide emergency exit through open space areas in the event of closed roads should receive the highest priority for completion by the Town's Trails Committee.

d. Emergency Preparedness Committee

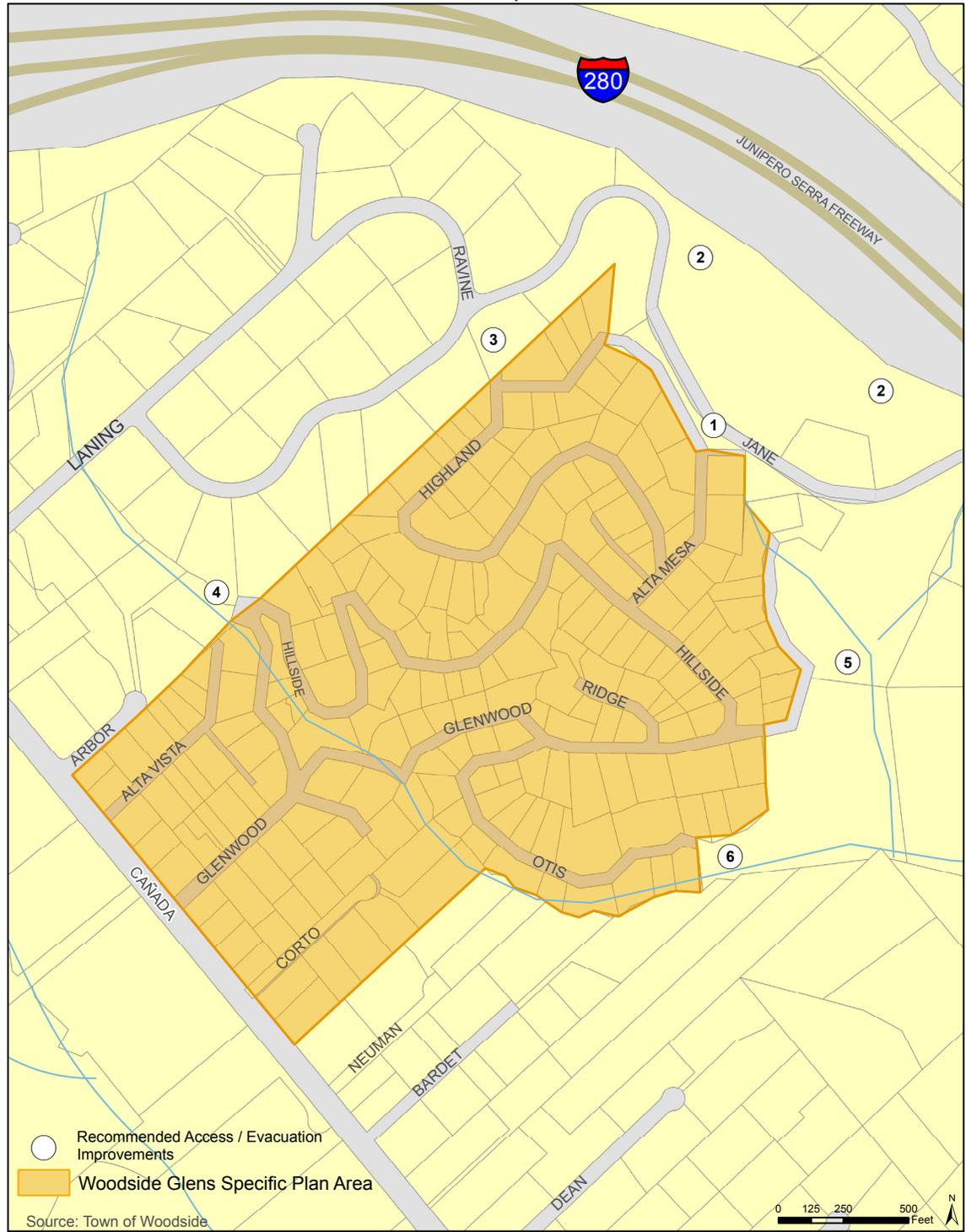
Appoint an Emergency Preparedness Committee which will:

1. Work with the Town and the Fire District to prepare an emergency preparedness and evacuation plan, with periodic update;
2. Develop and distribute an emergency information sheet with evacuation map to every resident of the Woodside Glens; and
3. Educate, inform, and train residents regarding emergency evacuation and preparedness.

Table WG2: Recommended Access / Evacuation Improvements

Label	Emergency Ingress and Egress
1	Enhance emergency vehicular access from Alta Mesa to the east to Jane Drive.
2	Designate emergency vehicular or pedestrian access from Jane Drive to 1-280, with access gates along Hwy. 280 across Kite Hill.
3	Designate emergency vehicular or pedestrian access from Highland Terrace to the north to Jane Drive.
4	Designate emergency vehicular or pedestrian access to Arbor Court/Alta Vista Road from the most westerly curve on Hillside Drive.
5	Designate emergency pedestrian access from Glenwood Ave. to trails to Hwy. 280 or to the west.
6	Designate emergency pedestrian access from Otis Ave. to the trail along the creek back to Bardet Road.

Table WG3: Recommended Access / Evacuation Improvements



Roads and Parking

The vast majority of roadways in the Woodside Glens are substandard in width, based on the Town's roadway design standards (C-REM Engineers, "Study of the Operational Capacity of the Town's Minor Rural Roads in Certain R-1, SR, and SCP Zones, 1990). These roads are frequently only 50-80% of the standard width, and road surface conditions presently range from fair to very poor on the Pavement Condition Index (PCI), exhibiting uneven pavement, cracked surfaces, depressions and fractures overlaying underground utilities, potholes, and crumbling edges. Speeding motorists further exacerbate safety concerns, particularly on Glenwood Ave. between Cañada Road and Hillside Drive.

Traffic flow on roadways in the Woodside Glens is impeded in a number of locations where either natural or man-made features encroach into the road right-of-way (trees, vegetation, cut hillsides, downhill embankments, garages, fences, utility poles, mailboxes, etc.). Additionally, parking which encroaches on or near the roadway pavement further constricts traffic flow, including passage of emergency vehicles in the event of disaster.

Traffic flow is further impeded in several areas by short-radius turns and inadequate turnarounds at the end of cul-de-sacs. As previously mentioned, the road system provides only one point of ingress and egress, Glenwood Avenue, for over 150 existing residences, severely restricting emergency access and evacuation capacity (see "Emergency Access and Evacuation" issue).

POLICY WG7: ACCESS TO RESIDENTIAL HOMES

Provide adequate, unimpeded access to all homes for residents, visitors, delivery, and trades people.

POLICY WG8: EMERGENCY VEHICLE ACCESS

Provide adequate, unimpeded access for emergency vehicles.

POLICY WG9: ROADWAY MAINTENANCE

Maintain roadways in not less than fair condition, and preferably good condition (as measured on the "PCI" scale).

POLICY WG10: PAVED ROAD PARKING

Eliminate parking on the paved roadway to the greatest extent possible and maximize off-street parking. Strictly enforce the Town's requirement for four off-street parking spaces per residence.

Actions:

a. Establish Roadway Funding

Establish a funding mechanism (share of road impact fees, new development contributions, assessment district, etc.) to upgrade the existing roadway system, with primary consideration for access and safety, consistent with maintaining the rural character of the neighborhood. Specific improvements (Map 5) which should be addressed include, but are not limited to:

1. First sharp turn on Hillside Drive be repaired and, if possible, widened.
2. Downhill slope between the last sharp turn on Hillside Drive and 515 Hillside be reinforced and stabilized.
3. At the intersection of Hillside Drive and Glenwood Ave., replace the existing "One Way/No Left Turn" sign with more prominent "ONE WAY/DO NOT ENTER" and mark pavement "DO NOT ENTER".
4. On Glenwood Ave., paint double yellow line and install traffic dots demarking two lanes of traffic beginning at the top of Glenwood down through the turn at the bottom (228-231 Glenwood). Also, paint a double yellow line and install traffic dots on Glenwood for 100 feet prior to its intersection with Hillside Drive, and for 100 feet on Hillside Drive past the Glenwood intersection.

-
5. At the Glenwood Ave. entrance, provide more prominent posting of 30 foot vehicle length limit, and add a height limit for vehicles entering the Woodside Glens.
 6. Install speed bumps along Glenwood Ave. and elsewhere as appropriate to reduce speed.
 7. Trim vegetation back along narrow portions of roadways and request fences be relocated or opened to enhance sight distance as necessary.
 8. Erect a "Yield to Oncoming Traffic" sign or a "Stop" sign for downhill traffic on Glenwood Ave. just west of Otis Ave. and additional signs as recommended by the Town Engineer.
 9. Remove overhead branches above roadways to provide minimum 12 foot clearance; trim limbs which rest on wires, trim dead overhanging branches and trees in danger of falling on roadway.
 10. Post appropriate speed limit signs along the length of Glenwood Ave., after study and recommendation by the Town Engineer.
 11. Direct the Sheriff's Department to make regular passes through the Woodside Glens, particularly to enforce speeding restrictions, especially in conjunction with patrol of the Glenwood/Cañada intersection.

b. Study Prohibited Parking

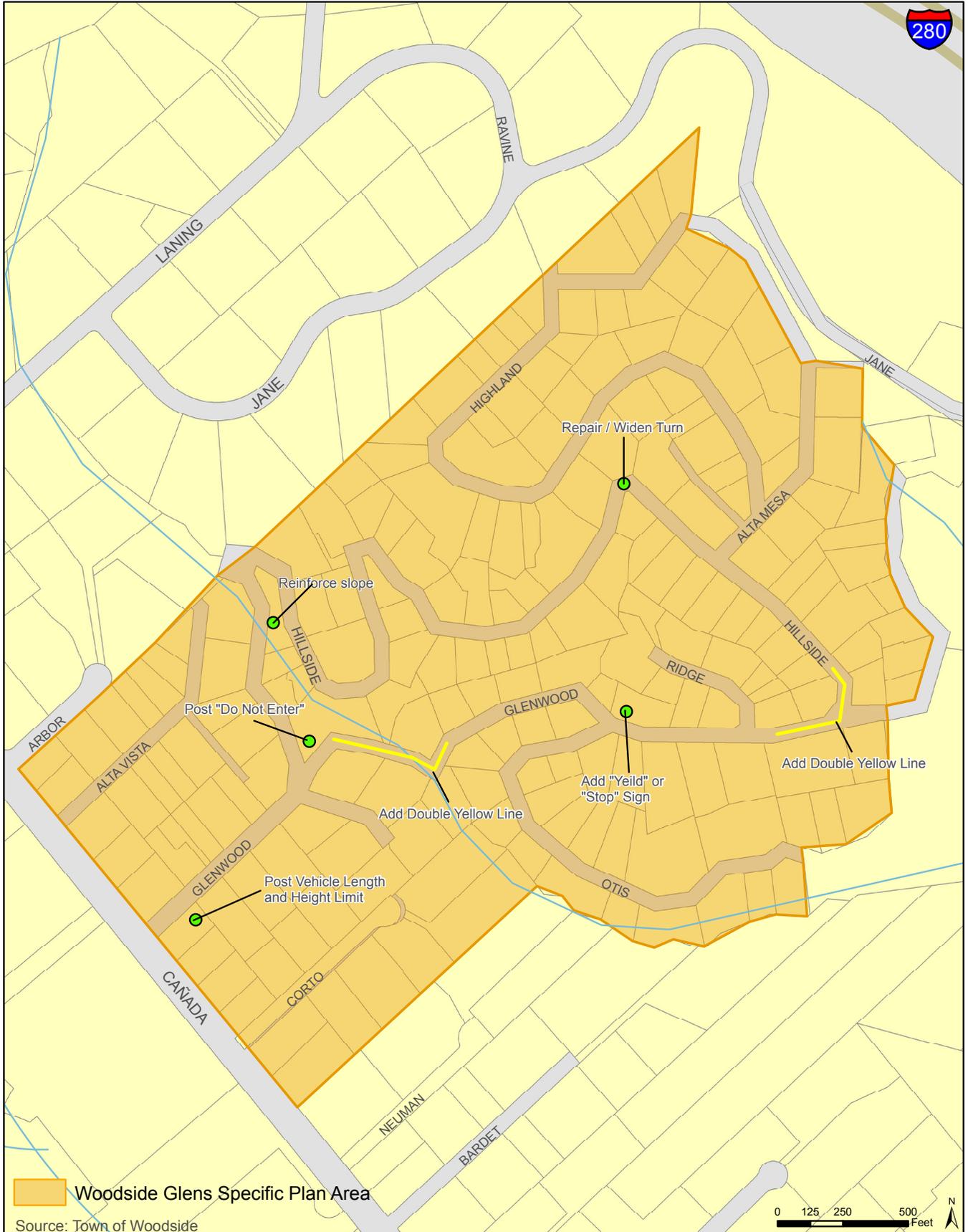
For a 90-day trial period, evaluate the effects of prohibiting parking on the paved roadways in the Woodside Glens, with the intent of assuring a minimum of 12 feet of clear width for emergency vehicle passage. Develop a system of notification of "violators" who may then explain their parking limitations. Critical parking areas should be identified (such as at the first turn on Hillside, spaces adjacent to 231 and 519 Hillside, initial access to Otis Ave., etc.). The study should also evaluate the feasibility and/or desirability of:

1. Prohibiting overnight parking;
2. Designating fire lanes or specified "no parking" areas;
3. Establishing a parking permit system for residents; and/or
4. Creating some visitor parking areas within the area.

c. Enforce Off-Street Parking Requirements

Strictly enforce the Town's off-street parking requirements for new developments and additions and require upgrade to provide additional parking for any substantial additions or remodeling. Revise ordinances to allow staff to approve off-street parking improvements such as parking pads and carports within setbacks.

Map WG4: Woodside Glens Roadway Improvements



Water Supply

Water service to the Woodside Glens is provided by the California Water Service Company. The water company and the Woodside Fire Protection District rate the water supply in the Glens as generally very good to excellent, with water pressure of 70 to 100 psi throughout the system. All hydrants are capable of meeting the Town's 1,000 gallon per minute criterion for fire flows, and the line pressure is checked once per year by the Fire District.

The water system's primary mains are constructed in a loop configuration (Map 6), an advantageous design as it allows for the drawing of water from either side of a line break. The exceptions are the closed-end mains serving the spur (cul-de-sac) roads, such as Otis Ave. and Glenwood Ave. Breaks in these lines would result in downstream loss of supply.

The loop system has sufficient unused capacity to accommodate a moderate number of new services without upgrading the mains. The capacities of the closed-end lines serving the residences on the spur roads would have to be evaluated individually. Though these mains can be extended and upgraded, if required, the problem of potential loss of supply due to a line break remains unabated unless the loop is closed. Of particular concern is the fact that the two spur roads adjacent to the high fuel load open space areas (Otis Ave. and the 400 block of Glenwood Ave.) are serviced with closed-end lines.

POLICY WG11: SECURE WATER SUPPLY

Ensure continued adequate water supply and pressure for residential needs.

POLICY WG12: SECURE EMERGENCY WATER SUPPLY

Ensure a water supply adequate to meet emergency demands, particularly for fire flow.

Actions:

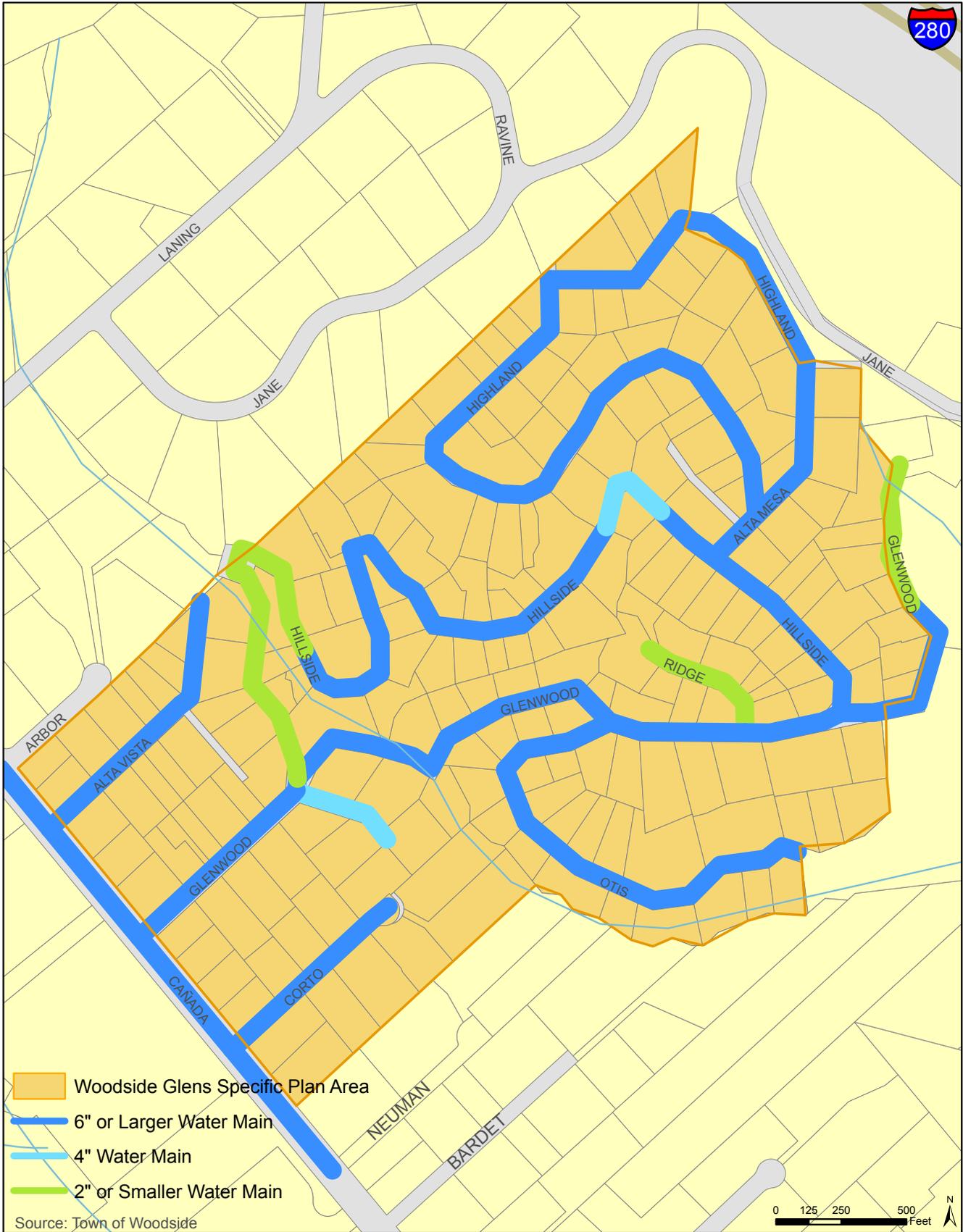
a. Looping Water Systems

Evaluate opportunities for looping the water systems at the end of cul-de-sac roadways, particularly for Otis Ave. and Glenwood Ave.

b. Project Mitigation

Apply mitigation measures, as suggested by the Woodside Fire Protection District, for projects requesting additional service from closed-end water systems.

Map WG5: Woodside Glens Water System



Sewer Service

The Woodside Glens receives sewer service through a system constructed by the Town in the late 1960's and operated today by the Fair Oaks Sewer Maintenance District (FOSMD) of San Mateo County. The Woodside Glens Sewer Assessment District comprises a portion of the Redwood Creek Assessment District (RCAD), which includes other properties outside the Woodside Glens, particularly those east of I-280 and north of Woodside Road (Woodside Hills).

The Town was allotted a sewer service capacity of 150,000 gallons per day through the Fair Oaks District and through Redwood City's treatment plant capacity at the South Bay Sewage Treatment Plant in Redwood Shores. 567 assessments were established within that capacity, assuming 250 gallons of sewage generated per day per household, with some reserve. Of the 567 assessments, 189 were for properties in the Woodside Glens and 378 were for properties elsewhere. To date, about 189 connections appear to have been made in the Woodside Glens, as compared to the 189 initial assessments. Only about 66 of the 378 assessments outside of the study area have been utilized, however, as many of the properties outside the Woodside Glens have either not yet connected or have not been developed as intensely as originally projected.

Over the past 25 years, there have been four additional connections granted for lots without assessments or with partial assessments in the Woodside Glens. There has been no consistent policy or process for granting these connections: some occurred with no Town approval process (through FOSMD); some were approved by Town staff; some were approved by the Town Council by transferring excess assessments from elsewhere in the District; some were approved with no conditions; and some were approved with conditions for merging lots, limiting house size, contributing a present-value amount of the assessment to the sewer fund, etc.

Some concern has been raised that this practice might jeopardize the potential future connections of others outside the Woodside Glens, by surpassing the maximum allotment of 150,000 gallons per day in the RCAD prior to the connection of all those assessed in 1968 for the trunk line.

There is currently an estimated "theoretical" buildout potential for 59 additional requests for sewer connections in the Woodside Glens (Map 7). Factors which the Town must consider in order to address the capacity issue will include relevant assumptions regarding standard usage per household, the rate of buildout and connections outside the Woodside Glens, and Town policy regarding allocation of that capacity within the service area of the Redwood Creek Assessment District. As of today, probably less than half of the 150,000 gallon per day capacity has been committed.

POLICY WG13: PROVIDE SEWER SERVICE

Provide sewer service to Woodside Glens residents without exceeding the 150,000 gallons per day allotment for the Redwood Creek Assessment District.

POLICY WG14: ESTABLISH FINDINGS FOR ADDITIONAL CONNECTIONS

Within capacity limitations, establish a rationale for granting additional connections in a fair and equitable manner among potential users within the designated service area for the Redwood Creek Assessment District, as may be amended from time to time.

Actions:

a. Determine Actual Sewer Usage

The Town should determine to what extent, if any, capacity exists in the Redwood Creek Assessment District in excess of committed use (existing connections plus original but unused assessments).

b. Determine Excess Capacity Policy

The Town should develop a sewer plan or policy to determine how any excess sewer capacity should be allocated within the service area for the Redwood Creek Assessment District, as may be amended from time to time.

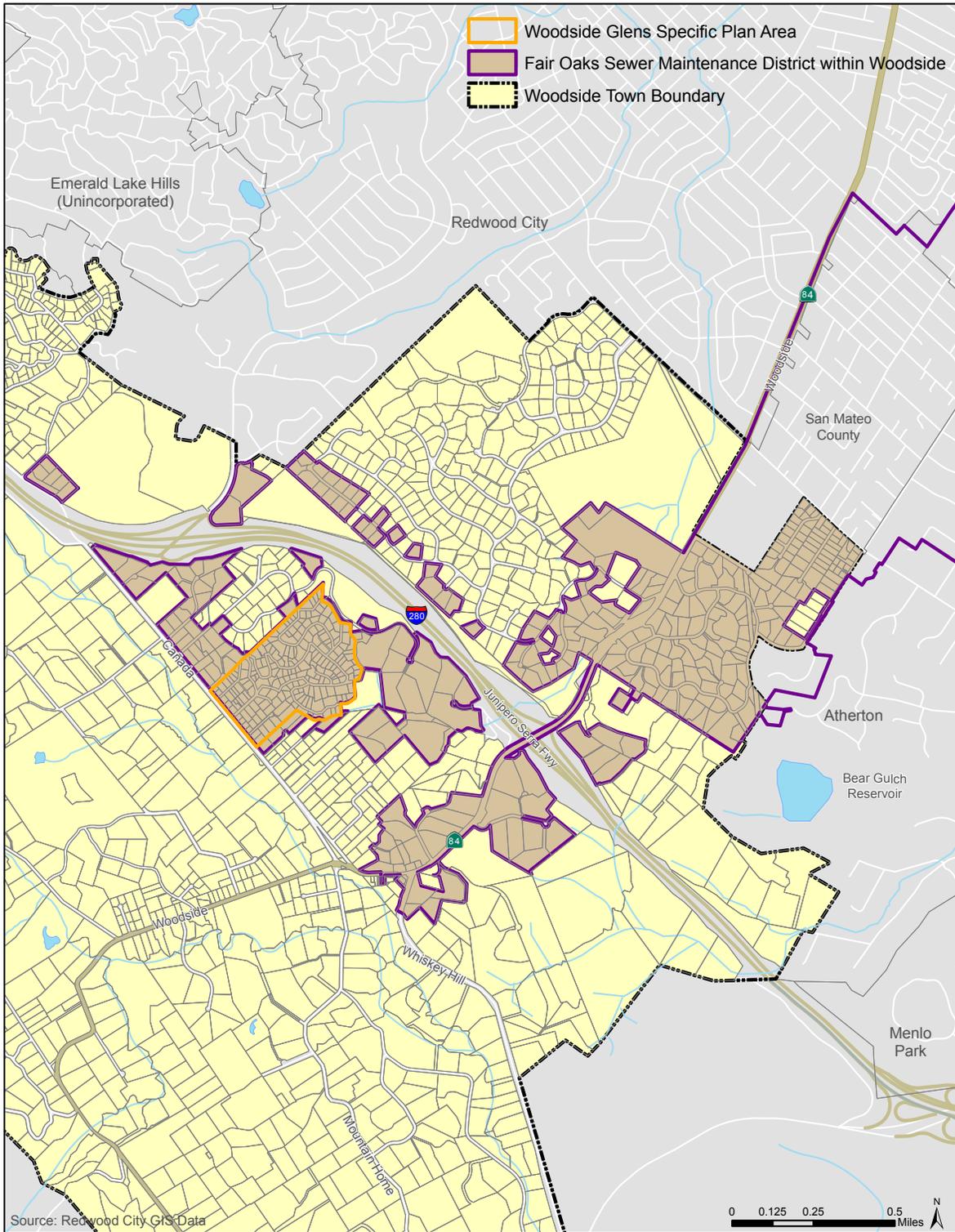
c. Additional Sewer Connections

Develop criteria for granting additional sewer connections within the Woodside Glens for projects which are consistent with the Town's zoning requirements; the goals, policies, and criteria of the "Woodside Glens Specific Plan"; and the Town's Sewer Plan.

d. Sewer Cap and Trade

As part of its sewer policy, the Town may wish to allow unused sewer assessments to be transferred from one property to another, provided that the transferring property is appropriately restricted from future development.

Map WG6: Fair Oaks Sewer Maintenance District



Potential Buildout

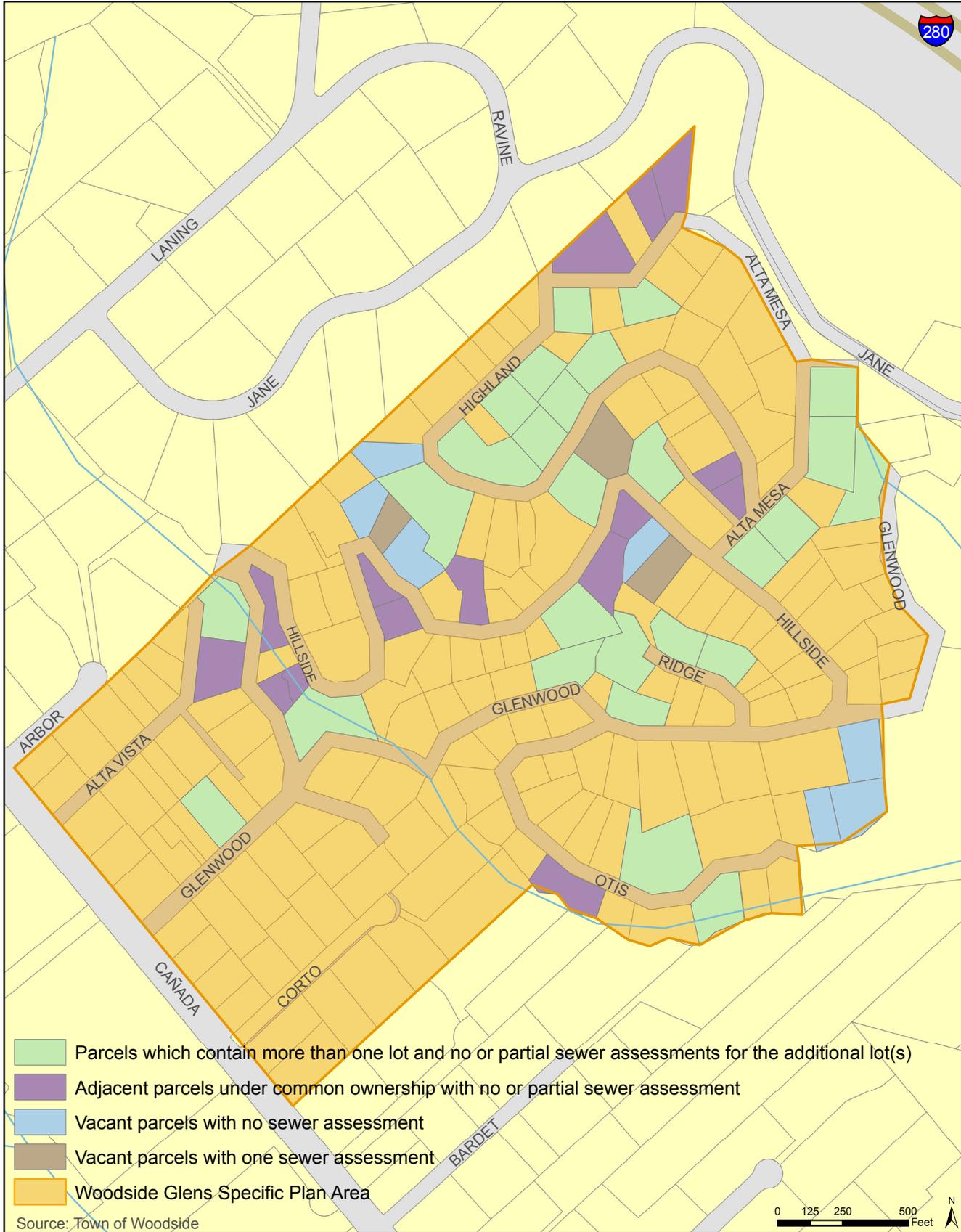
There are currently a total of 245 lots in the Woodside Glens. Of those, homes exist on 186 lots, leaving a total of 59 additional residences which could (theoretically) be built in the area. These potential units can be broken down into four categories (Map 7):

- Vacant assessor parcels which have 1 full sewer assessment (4 existing lots);
- Vacant assessor parcels with no assessments (8 existing lots); or partial sewer
- Adjacent assessor parcels which are under common ownership with no or partial sewer additional lots (13 lots); and assessments for the additional lots (13 lots); and
- Assessor parcels which contain more than one lot and with no or partial sewer assessments for the additional lot(s) (34 lots).

In reality, however, many of the lots would likely not ever be built upon, due to environmental, zoning, and/or cost constraints or because the owner would prefer to maintain the existing house on a more reasonably sized parcel. Theoretically, however, such homes could be demolished, leaving more than one lot available for development, other constraints permitting.

The addition of up to 59 additional homes in the Woodside Glens would certainly exacerbate most all of the inadequacies noted previously in the Specific Plan, namely open space, emergency access and evacuation, road safety and parking problems, water supply, and sewer service. Each additional home constructed would add incrementally to worsening a situation which is at present unacceptable to many of the neighborhood's residents. At the same time, however, new construction could be required to contribute to making public improvements which enhance health and safety for the Woodside Glens.

Map WG7: Woodside Glens Potential Buildout



POLICY WG15: LIMIT FUTURE DEVELOPMENT

The number of lots available for future development should be limited to assure that additional development will not exacerbate concerns regarding emergency access and evacuation, traffic safety and parking, and water supply, and will not have a significant negative impact on open space and the rural quality of the area.

POLICY WG16: SITING AND ARCHITECTURAL DESIGN

All new development and additions in the Woodside Glens should maintain open space and the rural character of the area through sensitive site and architectural design.

POLICY WG17: DEVELOPMENT CONSISTENCY

All new development and additions in the Woodside Glens should comply with the provisions of the Woodside zoning and site development codes and should be consistent with the provisions of the Woodside Glens Specific Plan.

POLICY WG18: IMPROVE HEALTH, SAFETY AND WELFARE

All new development and additions in the Woodside Glens should contribute to making improvements which enhance the health and safety of the existing and future residents of the area.

Actions:

a. Merge Unbuildable Lots

Initiate mergers of all “unbuildable” lots under common ownership within the Woodside Glens, as well as lots which property owners agree to merge. A lot would be considered “buildable” if the owner can demonstrate that an adequate building site and parking area exist consistent with the Town’s zoning code provisions, generally without variances; that adequate access is available to the site; and that no portion of an existing main residence is located across lot lines or within the adjacent setback of the potentially developable lot.

b. Change Development Ordinance

Enact ordinance changes to maximum residence size, total floor area and paved area coverage requirements, as previously recommended by the “R-1 Committee”, such as:

1. A minimum 30% natural/landscaped open space for lots smaller than 12,000 square feet and 40% open space for lots of 12,000 square feet and larger; and
2. More stringent floor area ratio limits of 25% for lots of 16,000 square feet or more (maximum of 5,000 square feet of floor area) graduating up to 36% for lots of 5,000 square feet or smaller.

c. Non-conforming Lot Development Standards

Require that all new development on non-conforming size lots in the Woodside Glens meet the following criteria:

1. Compliance with all of the Town’s zoning and site development codes; and
2. Merger with another lot or lots to create a conforming size lot; or acquisition of another vacant lot such that the combined square footage of the two lots would constitute a conforming size, and prohibiting any future development of the second lot; subject to the zoning standards being applied only to the lot to be developed; or limitation of floor-area ratio (FAR) to apply to only the “buildable” area of the site, exclusive of slopes over 35%, easements, creek corridors, etc., rather than the gross site area, with a maximum house size of 18% of such area; and
3. Contribution of fees toward a fund which would be used to improve roadways, emergency access, water supply, etc. in an amount roughly equivalent to the present value of the 1968 sewer assessment (+/- \$15,000); and/or construction of equivalent dollar improvements determined to further the goals of the Woodside Glens Specific Plan; excepting properties for which a full sewer assessment from 1968 forward was paid.

IMPLEMENTATION

In order to carry out the goals and policies of the Specific Plan, the actions described previously must be implemented within a reasonable timetable and with continued input of the affected residents. The following strategy outlines key implementation steps, including the party responsible for the action, a timeline for action, and estimated financing methods:

Table WG3: Woodside Glens Specific Plan Implementation Matrix

Action	Responsibility	Timeframe	Cost
Develop enhanced emergency access at the existing connection from Alta Mesa to Jane Drive, in coordination with Meadow Vista homeowners.	Planning Director / Town Engineer	August 1, 1993	Staff costs, estimated at \$1,500; costs of improvements estimated at \$1,000 to \$5,000.
"Appoint an ad-hoc Woodside Glens Committee to oversee open space maintenance; to review parking strategies, roadway improvements, and emergency access; and to establish a communication network for emergency evacuation."	Town Council	Immediate	Minimal staff time to prepare resolution and solicit names; on-going staff time to maintain committee activities, but should be mostly self-sustaining.
Request that Town road funds be set aside to be put into a community improvement fund for the Woodside Glens, along with development contributions, to provide funding for roadway and drainage improvements, additional emergency access, open space protection, fire safety measures, etc.	Town Council / Roadway Committee / Finance	Fiscal Year 1993 - 1994 Budget	Consider with road program and budget for '93-'94; approximately \$15,000-\$25,000 annually.
Evaluate the feasibility of creating a Multi-Purpose Benefit Assessment District to generate funds for initial roadway, drainage, emergency access, and fire safety improvements, contingent on the Town to contribute annual funding for maintenance of such facilities.	Town Engineer / Roadway Committee / Town Council	April 1, 1994	Estimated at \$250,000-\$500,000 for five-year improvement program (est. \$100-125 per Engineer's report, bond counsel, etc.
Develop 90-day trial program to prohibit parking on the paved roadways and at other locations as described in the Specific Plan, with subsequent evaluation for long-term program.	Town Engineer	September 1993	Cost of signage and public notice; could be funded through road program or Woodside Glens Improvement Fund.
Develop plan for allocating sewer service capacity in Redwood Creek Assessment District.	Town Engineer / Planning Director	September 1993	Staff costs, estimated at \$10,000; general fund or sewer funds.
Initiate "voluntary" mergers and mergers of "unbuildable" contiguous lots under common ownership, subject to limitations outlined.	Planning Director	July 1993 (Planning Commission)	Staff costs, estimated at \$3,000; general funds.
Develop ordinances regarding floor-to-area ratios, open space, non-conforming lots, parking improvements, etc.	Planning Director	July 1993 (Planning Commission)	Staff costs, estimated at \$2,500; general funds.

CONSISTENCY WITH GENERAL PLAN

State law requires that a Specific Plan address the relationship between the Specific Plan and a community's General Plan. The Woodside Glens Specific Plan is consistent with the Town of Woodside's General Plan in virtually all respects, and helps to implement many important policies of the General Plan.

LAND USE AND COMMUNITY DESIGN

The Specific Plan particularly supports the following "Policies for Intensity of Use" in the Land Use and Community Design Element:

Policy LU1.3: Property shall be developed with minimum disturbance to the natural terrain. The natural environment should be retained or restored as much as possible.

Policy LU1.3 a: Retention of open space shall be considered in the review of all applications for development.

Policy LU1.3 b: Intensity of land uses shall decrease as steepness of terrain increases.

Policy LU1.3 d: Intensity of use of individual parcels and buildings shall be governed by considerations of: health and safety; impact on adjoining properties because of noise, traffic, night lighting, or other disturbing conditions; protection of natural land characteristics.

OPEN SPACE

The Woodside Glens Specific Plan suggests maintaining and protecting the adjacent open space areas, all listed in the General Plan Open Space Action Program.

CONSERVATION

The Specific Plan helps implement the following key policy of the Conservation Element of the General Plan:

POLICY CV1.2:

The natural features of a site proposed for development shall be one of the planning factors determining the scope and magnitude of development.

CIRCULATION

The Specific Plan strongly supports the following goals and policies of the Circulation Element regarding roadways and parking:

POLICY CL1.2:

Maintain and enhance the physical and aesthetic condition of Town roadways.

POLICY CL1.2 B12:

Off-road vehicular parking is the responsibility of individual land owners. On-road parking is usually not appropriate.

POLICY CL1.2 B13:

Circulation patterns shall be designed so an alternative route is available in the event that the primary access to an area is blocked.

PUBLIC UTILITIES

Regarding water and wastewater service, the Specific Plan implements the following policies in the Public Utilities Element of the General Plan:

POLICY PU1.3:

The existing water supply systems in the Woodside Planning area should be effectively inter-connected, to assure adequate water supply for fire fighting in the event of a break in any water line.

POLICY PU1.24:

The Town shall attempt to assure that (sewer) service remains available for any properties included in sewer assessment districts, to the extent of the assessment and within the sewer capacity limits of service providers. Authority to permit additional connections within a sewer service area or assessment district rests with the Woodside Town Council, prior to final approval by the service provider.

PUBLIC UTILITIES

Regarding water and wastewater service and drainage, the Specific Plan implements the following policies in the Public Utilities Element of the General Plan:

POLICY PU1.9:

The problem of adequate water supply for the Planning Area is of utmost concern to the Town. Efforts to improve the existing situation shall be continued.

POLICY PU1.11:

Work shall be continued toward the improvement of all water systems to provide sufficient line size and storage to meet established health and fire protection standards.

POLICY PU1.16:

Each parcel served by an individual sewage disposal system shall be of such size and characteristics that an effective, reliable disposal system can be installed and maintained, and shall demonstrate effective functioning under wet weather conditions.

POLICY PU1.19:

In areas served by on-site sewage disposal systems as permitted, the Town shall require that the property owner take geologic, hydrologic and soil conditions into account and exercise special care to assure that effluent will not activate landslides or contaminate groundwater or surface water.

POLICY PU1.26:

Vegetative ground cover shall be retained to the maximum extent feasible, as a means of reducing stormwater runoff.