

Planning Commission Agenda Report

February 27, 2019

Item 5.a.

SUBJECT: P19-0021/P19-0022/P19-0023

**APPLICANT/
PROPERTY OWNER:** City of Pleasanton

PURPOSE: Applications for: (1) General Plan Amendment to change the land use designation from Retail/Highway/Service Commercial; Business and Professional Offices to Community Facilities – Public and Institutional; (2) Downtown Specific Plan Amendment to change the land use designation from Downtown Commercial to Public; and (3) Rezoning from C-C (Central Commercial), Downtown Revitalization, Core Area Overlay District to Public and Institutional, Downtown Revitalization, Core Area Overlay District

LOCATION: 4363 and 4377 First Street

GENERAL PLAN: Retail/Highway/Service Commercial; Business and Professional Offices

SPECIFIC PLAN: Downtown Specific Plan – Downtown Commercial

ZONING: Central-Commercial (C-C), Downtown Revitalization, Core Area Overlay District

EXHIBITS:
A. Draft Resolution
B. Location and Notification Map

STAFF RECOMMENDATION

1. Find that pursuant to the California Environmental Quality Act Guidelines, Section 15061(b)(3), the proposed project is exempt from the California Environmental Quality Act (CEQA); and
2. Adopt a resolution recommending approval of Case Nos. P19-0021/P19-0022/P19-0023 and forward the applications to the City Council for public hearing and review.

EXECUTIVE SUMMARY

The subject property was recently purchased by the City with the intent to use the property for public purposes, in particular to take advantage of the property's adjacency to the Firehouse Arts Center, public parking lot, and Lions Wayside Park, including the potential to create a connection between First Street and the Firehouse Arts Center's parking lot, possibility for

improving Downtown circulation, increase public parking in the Downtown, and generally provide more options for the Downtown. To facilitate the future public uses of the property, the property's commercial land use designations and zoning will need to be changed to public designations and zoning, which is the purpose of the current applications before the Planning Commission. The Planning Commission's recommendations on the proposed applications will be forwarded to the City Council for review and final decision.

BACKGROUND

In 2018, the owners of 4363 and 4377 First Street placed their property for sale. The City was interested in acquiring the site due to its adjacency to the Firehouse Arts Center, public parking lot, and Lions Wayside Park. On August 21, and November 6, 2018, the Council held two closed sessions to discuss the purchase price, terms and conditions of a potential acquisition of the property. At its December 4, 2018, public hearing, the City Council approved the execution of a purchase and sale agreement for the acquisition of the property. At its December 12, 2018, hearing, the Planning Commission made a finding of General Plan conformity for the City's purchase of the property as required by state law. Escrow recently closed and the City now owns the property. It is anticipated that the existing tenants generally will vacate as the month-to-month leases expire or are not renewed, and the buildings located on-site will eventually be removed.

Following City Council action on the subject applications, the City Council and Parks and Recreation Commission, in consultation with the Pleasanton Downtown Association and neighboring residents and businesses, will explore options for the property that enhance Downtown.

AREA AND SITE DESCRIPTION

The subject site is an approximately 18,200-square-foot parcel on the northwest side of First Street (see Figure 1 on the following page). The property is developed with two commercial buildings totaling 6,154 square feet in area which were constructed in 1971. The buildings are currently occupied by six tenants: Express Liquor, Yan's Massage, Roots of Eastern Medicine (acupuncture), Team EdServe (marriage and family counseling), Urban Realty Services, and a leased storage unit. An existing driveway off First Street provides access to an 18-space paved parking lot between the buildings. There are two mature trees (redwood and palm) and a variety of shrubs on the subject site. The site topography is generally flat.

Properties adjacent to this site include: the Firehouse Arts Center and public parking lot to the west and northwest, respectively; Lions Wayside Park to the southwest; a residence and counseling business to the northeast (4345 First Street); and single-family residences on the opposite side of First Street.

Figure 1: Aerial Photograph of the Subject Site and Surrounding Area



PROJECT DESCRIPTION AND DISCUSSION

In order to accommodate future public uses of the site, the proposal includes applications for:

1. General Plan Amendment to change the General Plan Land Use Designation from Retail/Highway/Service Commercial; Business and Professional Offices to Community Facilities – Public and Institutional
2. Downtown Specific Plan Amendment to change the land use designation from Downtown Commercial to Public
3. Rezoning from C-C (Central Commercial), Downtown Revitalization, Core Area Overlay District to Public and Institutional, Downtown Revitalization, Core Area Overlay District.

The proposed amendments and rezoning would allow for a variety of public uses on this property. The exact uses and redevelopment of the property will be determined at a future date after going through a public process which includes consultation with the Pleasanton Downtown Association and neighboring residents and businesses. Given the property's adjacency to Lions Wayside Park and City parking lot which includes a multi-use public trail, there is a potential to

create several beneficial and compatible public amenities such as expanding Lions Wayside Park, providing a connection between First Street and the City parking lot and trail, and increasing public parking in the Downtown. Redevelopment of the site will also improve the appearance of this highly visible property along a main arterial in the Downtown.

General Plan Amendment

The subject property currently has a General Plan land use designation of Retail/Highway/Service Commercial; Business and Professional Offices (see Figure 2 on the following page). The proposed Community Facilities – Public and Institutional General Plan Land Use designation allows any public or institutional use; the General Plan lists a very broad range of uses allowable under this designation from a utility substation, sewage treatment plant or corporation yard to a community center, post office or City Hall. Although the potential use of the site would be substantially less intensive than most of the uses listed, staff believes that this would be the most appropriate General Plan land use designation for the property given the anticipated use of the property for public purposes.

The General Plan provides policies and programs that encourage the evaluation of land use changes and the provision of public and community facilities:

General Plan - Land Use Element

Overall Community Development

Goal 2: Achieve and maintain a complete well-rounded community of desirable neighborhoods, a strong employment base, and a variety of community facilities.

Policy 5: Evaluate land-use changes in the context of overall City welfare and goals, as well as the impacts on surrounding neighborhoods.

Program 5.2: Consider surrounding land uses and potential impacts when changing land-use designations.

General Plan - Public Facilities and Community Programs Element

Goal 1: Provide sufficient public facilities and community programs to efficiently serve existing and future development while preserving and enhancing the quality of life for existing and future residents.

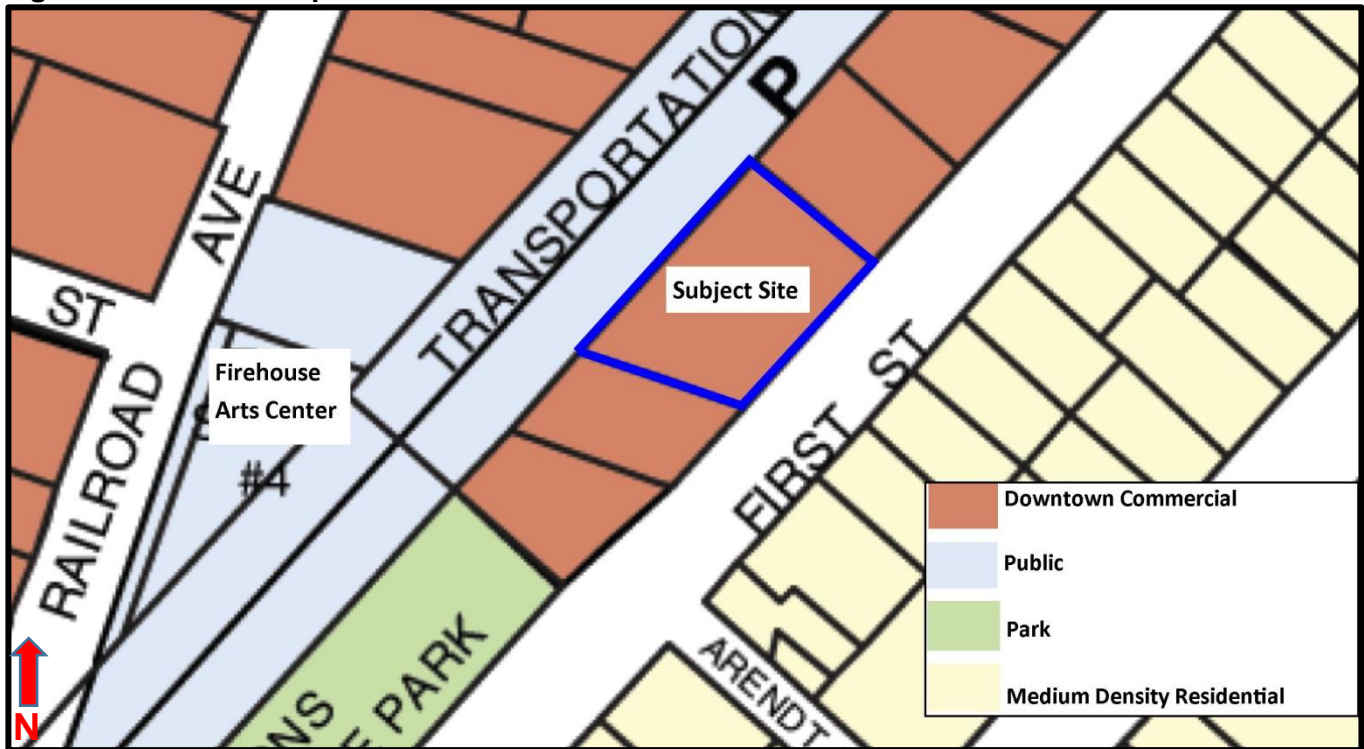
Community Facilities and Cultural Arts

Goal 8: Improve the quality of life in the City by adding and maintaining appropriate new community amenities.

Policy 17: Make Pleasanton's downtown into a visitor-friendly location by providing public amenities that enhance the downtown for Pleasanton residents and visitors.

The proposed General Plan Amendment would change the land use designation of a property that is currently being used for commercial uses that serves residents, workers, and visitors. While the removal of a commercial-designated site is not inconsequential, particularly in the

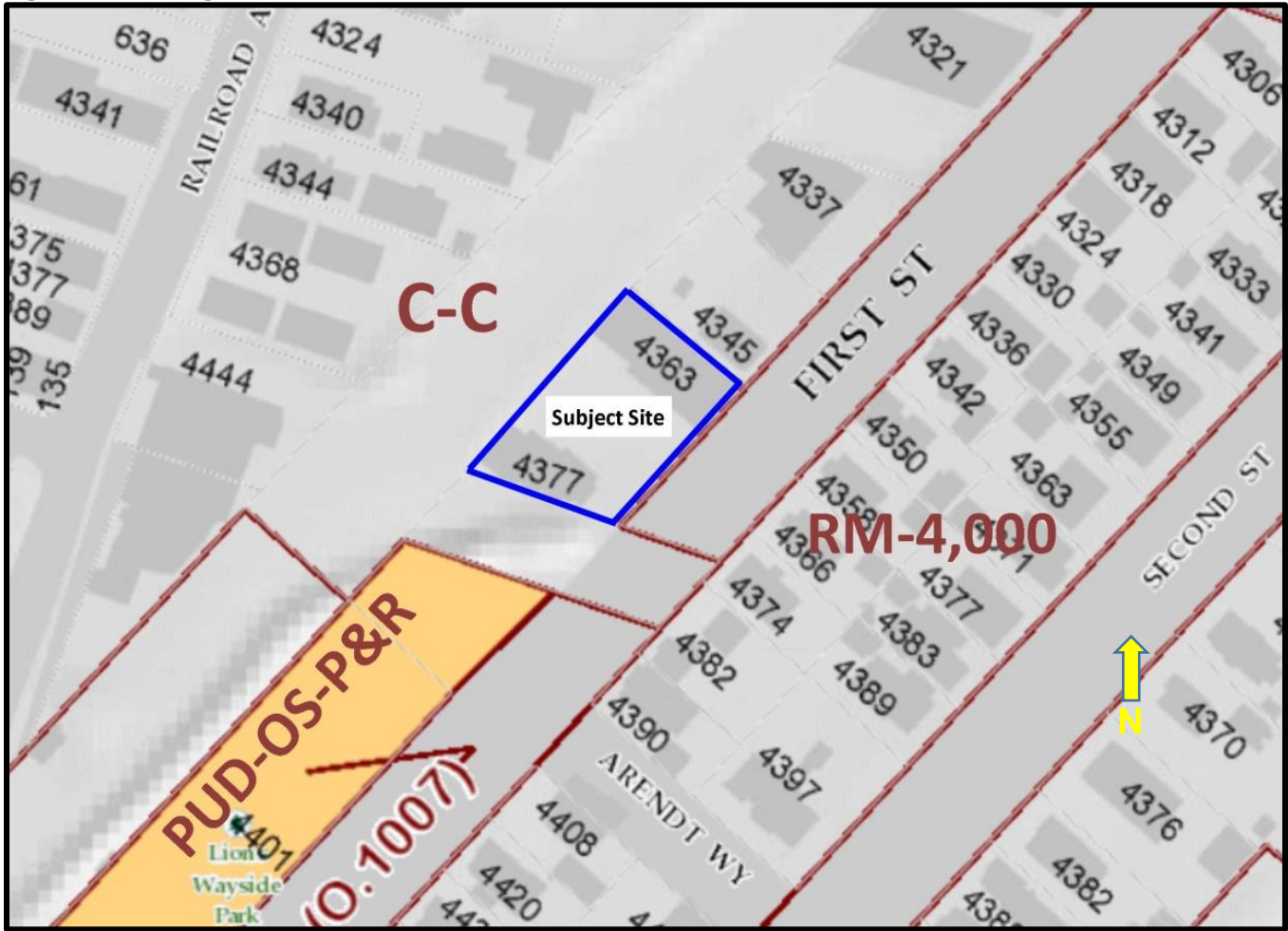
Figure 3: Downtown Specific Plan Land Uses



Rezoning

The subject parcel is currently zoned C-C (Central Commercial), Downtown Revitalization, Core Area Overlay District. The proposal would rezone the property to Public and Institutional, Downtown Revitalization, Core Area Overlay District (see Figure 4 on the following page). The Public and Institutional District allows a variety of public and quasi-public uses. Examples of public uses include parks and other public recreation facilities, public buildings and grounds, and public service facilities. Additionally, the district allows off-street parking facilities located on a site separated from the use which the facilities serve. Staff believes the Public and Institutional District is the most appropriate zoning district given the anticipated uses for the property and it would be consistent with the proposed General Plan and Specific Plan land use designations. Additionally, the Public and Institutional zoning requires a Conditional Use Permit be granted by the Planning Commission for any use. This would provide an additional step in the public review process to ensure that the future uses do not have any negative impacts on the surrounding residences and businesses.

Figure 4: Zoning



PUBLIC NOTICE

Public notices were sent to property owners and tenants within a 1,000-foot radius of the project site. The public notice was also published in *The Valley Times*. At the time this report was written, staff had not received any comments from the surrounding property owners or tenants. Staff will forward to the Commission any public comments as they are received.

ENVIRONMENTAL ASSESSMENT

The subject property is an infill site that has already been developed with commercial buildings and parking. While the proposed General Plan, Specific Plan and Zoning amendments would allow for a range of future uses, the City anticipates the ultimate use of the site will be of a lesser scale and intensity than the current commercial use of the site, likely involving removal of the existing buildings to allow for uses that would enhance circulation, parking, public amenities and streetscape along First Street. Furthermore, the redesignation and rezoning of the site does not, by itself, result in any change or use of the site, which will ultimately be determined through a public process with the Park and Recreation Commission and City Council, and, pursuant to the requirements of the Public and Institutional Zoning District, a Conditional Use Permit to be approved by the Planning Commission and itself a project subject to CEQA review. Based on the foregoing, it is concluded that the proposed amendments and rezoning have no possibility to have a significant effect on the environment and are therefore exempt from the California Environmental Quality Act per Title 14 California Code of Regulations §15061(b)(3).

SUMMARY/CONCLUSION

Staff believes the proposed changes to the land use designations and zoning of this property are appropriate and will allow the City to proceed with planning for the redevelopment of the site with public uses that would enhance the Downtown.

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