

Planning Commission Agenda Report

March 14, 2018
Item 6.b.

- SUBJECT:** PUD-125
- APPLICANT/
PROPERTY
OWNER:** Mark Taylor
Carpenters Training Trust Fund
- PURPOSE:** Application for Planned Unit Development (PUD) development plan to demolish an existing, approximately 68,000-square-foot building and construct an approximately 87,000-square-foot two-story Carpenter's Training Center (CTC) building and outdoor training and storage yard with associated site improvements. (Public Hearing continued from December 13, 2017)
- LOCATION:** 2350 Santa Rita Road
- GENERAL PLAN:** Retail/Highway/Service Commercial/Business and Professional Offices
- ZONING:** Planned Unit Development – Office/Central Commercial (PUD-O/C-C) District
- EXHIBITS:**
- A. [Draft Resolution Recommending Denial](#)
 - B. [Project Plans, Narrative, and Response to Planning Commission Comments dated "Received January 11, 2018"](#)
 - C. [December 13, 2017, Planning Commission Agenda Report, including Exhibit A, Draft Conditions of Approval](#)
 - D. [Minute Excerpt of the July, 26, 2017, and December 13, 2017, Planning Commission hearings](#)
 - E. [Location and Notification Map](#)

STAFF RECOMMENDATION

Based in the issues raised within the agenda report, staff is recommending that the Planning Commission deny Case PUD-125 by taking the following actions:

1. Make the finding that not all PUD considerations for the proposed PUD development plan can be made as discussed in the agenda report; and
2. Adopt a resolution recommending denial of Case PUD-125, and forward the application to the City Council for public hearing and review.

EXECUTIVE SUMMARY

This item was previously heard by the Planning Commission on December 13, 2017. At the meeting the Commission directed the applicant to consider alternative phasing options to allow the building to be moved closer to the street and continued the hearing to a date uncertain. Since then the applicant has revised their plan to eliminate the office building from their proposal; however, no alternative site design or building location options have been submitted. The applicant is proposing to demolish the existing 67,619-square-foot Carpenter's Training Center (CTC) building and construct a new approximately 87,000-square-foot two-story building and outdoor training and storage yard with associated site improvements on an 8.13-acre lot located at 2350 Santa Rita Road. While the proposed building architecture is attractive and appropriate, in staff's view the site design and building location are undesirable, inconsistent, and incompatible with land use patterns and development in the area, and are inconsistent with the General Plan, the Pleasanton Municipal Code (PMC) and purposes of the PUD district.

BACKGROUND

In 1981, the City Council approved PUD-81-12 to allow for the construction of a combination office building and CTC, outdoor training yard, and 430 parking stalls. The CTC has continually been in operation at the subject location since that time. The property owner and applicant, Carpenters Training Trust Fund (CTTF), is a joint management-labor trust fund designated for the purpose of training apprentices and journeymen technicians in several construction-related fields. Approximately 2,000 of those apprentices will attend training at the Pleasanton facility.

Pre-Application

On March 1, 2017, the applicant submitted a Preliminary Review application for a PUD development plan application to demolish the existing Carpenter's Training Center (CTC) building and construct an approximately 87,000-square-foot two-story CTC building and outdoor training and storage yard, as well as a pad for a future, approximately 17,000-square-foot office building with associated site improvements on the subject site.

Formal Application & Planning Commission Workshop

Following receipt of initial comments on the preliminary application, a formal PUD application was submitted on May 10, 2017, which was presented to the Planning Commission at a workshop on July 26, followed by a formal public hearing on December 13, 2017. Throughout the review process, staff and the Planning Commission indicated support for the overall project to expand and update the existing CTC facility. However, concerns were expressed by both staff and the Planning Commission with regard to the proposed PUD site plan that called for placement of the new CTC building on the south part of site, with no certainty as to the construction timing of a future office building that would maintain a street fronting building presence on Santa Rita Road; as well as with regard to parking supply during construction phasing. Additional detail on the application submittal, and review of the project through the December public hearing, is provided in the December 13, 2017 agenda report, attached as Exhibit C.

Public Hearing #1

At the December 13, 2017 public hearing, staff recommended approval of the project based on the redesign of the future office building location and the inclusion of a condition of approval that required an enhanced streetscape, including the dedication of public art to be provided until the construction of the office building was constructed. While a less desirable solution

than constructing the CTC building at the north end of the site adjacent to Santa Rita Road, it was staff's view that this could, in the short-term, still create a positive street frontage along Santa Rita Road pending the construction of a future office building.

At the hearing, the Planning Commissioners expressed concern with the limited amount of parking at build-out as well as disappointment that no alternatives were studied or analyzed by the applicant that would construct the CTC closer to Santa Rita Road to provide the desired frontage and streetscape character consistent with adjacent businesses and buildings along Santa Rita Road.

The Commission discussed various alternatives to accomplish this goal and allow the CTC to be constructed closer to Santa Rita Road, including providing on-site modular classrooms to the rear of the property during construction. By a unanimous vote, the Planning Commission continued the public hearing, and directed the applicant to consider alternative phasing options to allow the CTC to be moved closer to the street. The December 13, 2017, Planning Commission agenda report and minutes are attached to this report as Exhibits C and D.

The applicant has submitted revised plans, narrative, and a written response to the Planning Commission's comments and concerns (Exhibit B). The revised plans eliminate the office building and add four compact parking stalls to increase the total number of parking spaces from 332 to 336. The applicant's communication also includes objections to the December 13, 2017, draft conditions of approval that required enhanced streetscape improvements along Santa Rita Road beyond those originally proposed, stating that they believe that conditions that the City may impose must be limited to any impacts created by the proposed project, and that open-ended "enhanced" street frontage requirements would not be justified. The revised plans do not include any other site changes or modifications, and no alternatives were provided that would move the CTC building closer to Santa Rita Road.

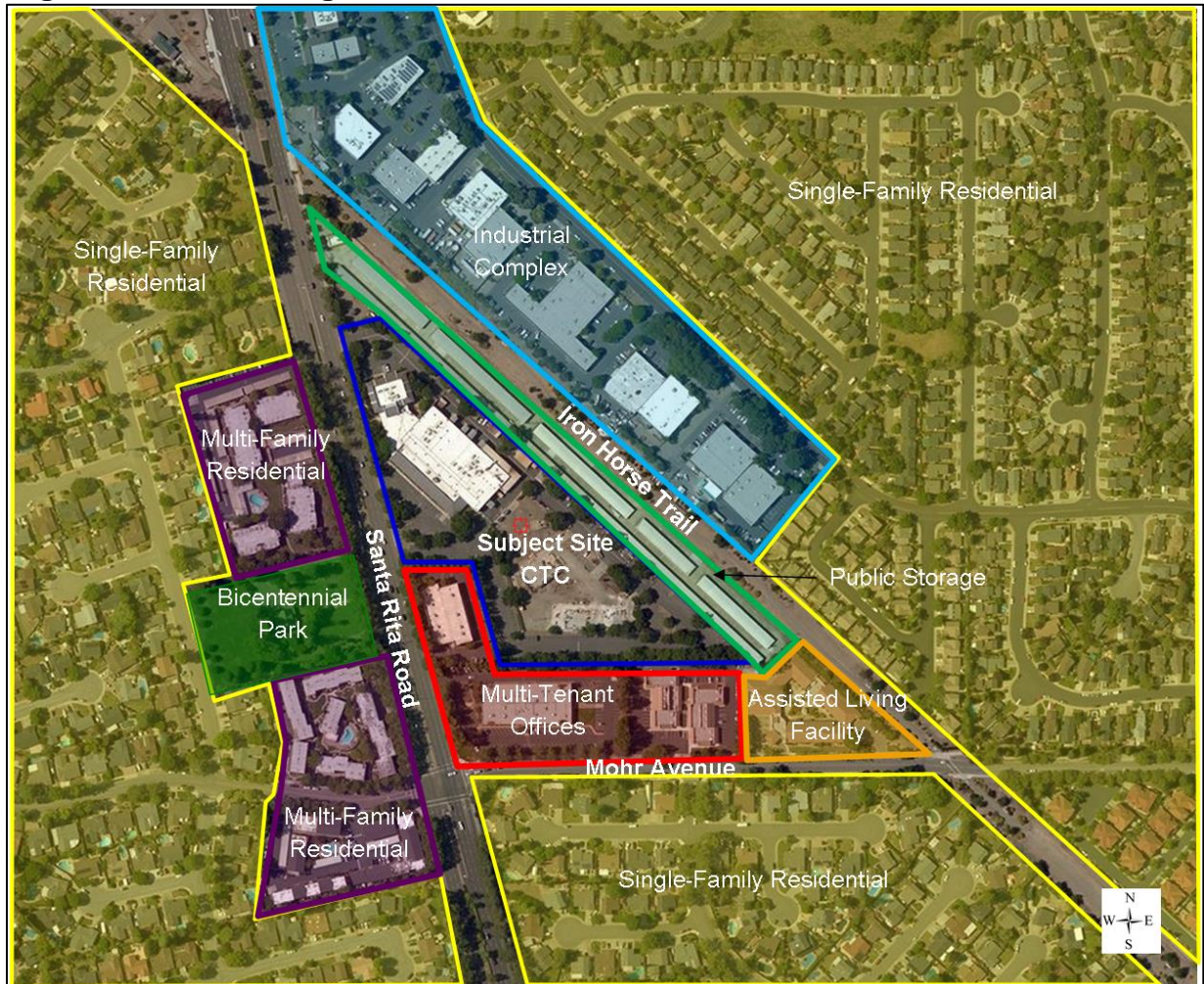
AREA AND SITE DESCRIPTION

This section summarizes information previously provided to the Planning Commission at the December public hearing; additional detail on the area and site is provided in the December 13, 2017 agenda report, included as Exhibit C.

The approximately 8.13-acre project site is currently developed with the existing CTC, including their administrative offices, classrooms and vocational training facility for various construction-related trades. The site has approximately 607 linear feet of street frontage along Santa Rita Road, with access provided by three driveways off Santa Rita Road.

The properties and land uses adjacent to and within the immediate vicinity of the site are shown in Figure 1.

Figure 1: Surrounding Land Uses



PROJECT DESCRIPTION

The project remains largely as previously proposed and reviewed by the Planning Commission in late 2017, including a proposal to demolish the existing 67,619-square-foot CTC building and construct an approximately 87,000-square-foot two-story CTC building with associated site improvements on an 8.13-acre lot. As shown below in Figure 2, the new building would be located towards the southern portion of the site, with parking occupying the majority of the northern part of the site that fronts Santa Rita Road. A proposed outdoor training and storage yard would be located in the east corner of the property, behind the CTC.

As noted, the project previously proposed creating a pad for an additional 17,000-square-foot office building on the northern portion of the property, to be developed at a future date. Since the December 13, 2017 public hearing the applicant has revised the project to eliminate the future office building from the plans. With the exception of this change and the addition of four compact parking stalls for a total of 336 stalls, no other changes to the project were made.

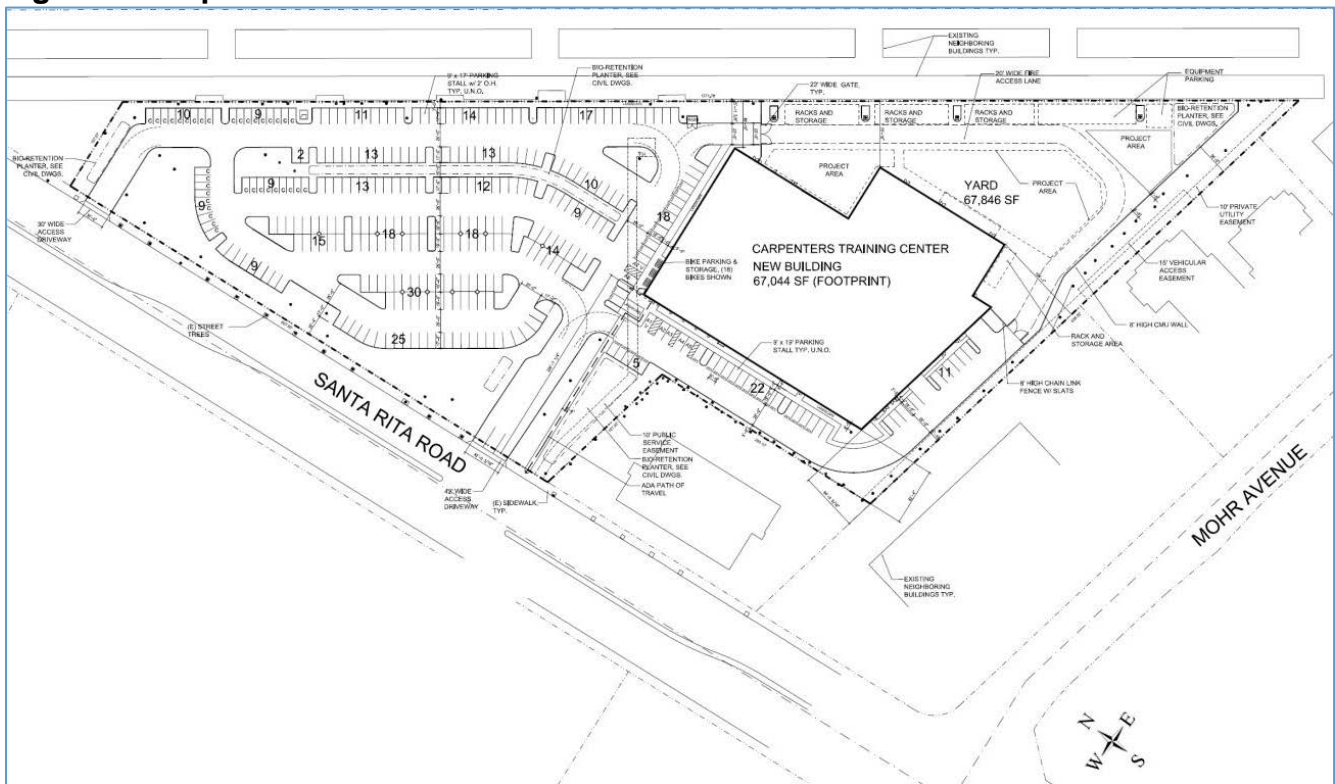
Once the CTC is complete, the site would include a total of 336 parking spaces. Parking stalls would include a mixture of standard stalls (300 spaces, 89 percent of total spaces) and compact stalls (36 spaces, 11 percent of total spaces). The applicant continues to request that the project be allowed to be constructed in phases to allow for the existing facility to remain in

operation while the new facility is under construction, following which operations would be moved to the new facility while the old building is demolished and the parking improvements are completed. The phased approach, allowing operations to continue in the existing building while the new building is constructed, creates on-site parking short-falls for the duration of the construction project. The attached December 13, 2017, Planning Commission agenda report (Exhibit C) presents a more thorough discussion of the project areas that have remained unchanged, which include the site layout; access; circulation, traffic, and parking; architecture and design; floor plan and operations; grading and drainage; and landscaping.

ANALYSIS

The following section provides further analysis of the project as revised and the outstanding areas of concern. It is staff’s recommendation that the Planning Commission recommend denial of the application, based on findings that the project as proposed would not be desirable, consistent, or compatible with land use patterns and development in the area, and therefore would be inconsistent with the General Plan, PMC, and purposes of the PUD district. The analysis below provides support for that recommendation.

Figure 2: Proposed Site Plan



General Plan and Municipal Code Conformance

The General Plan designates the subject property as “Retail/Highway/Service Commercial/Business and Professional Offices.” The proposed project would continue the existing use of the site with a commercial use that has been found to be consistent with this land use designation. However, the design of the project and particularly the manner in which the site would be redeveloped appears to be inconsistent with several policies of the City’s General Plan, including the General Plan’s smart growth policy, and, as designed would not be complimentary, consistent, or compatible with the character of other properties in the vicinity. In addition, the Zoning Ordinance of the Municipal Code (Section 18.04.101) sets forth

objectives for all projects to promote the public health, safety, peace, comfort, convenience, prosperity and general welfare. Staff believes that the project as proposed does not meet many of the objectives within this section.

Analysis of the project's conformance with relevant General Plan Goals, Programs, and Policies as well as conformance with relevant Municipal Code objectives is provided below.

General Plan – Land Use Element – Smart Growth: *Policies that integrate transportation and land-use decisions by encouraging more compact, mixed-use development within existing urban areas and that discourage dispersed, automobile-dependent development at the urban fringe make up the concept of smart growth. A main concept of smart growth is the decentralization of services so that people may access local services – retail, service industry, schools, recreation, etc. – through alternative modes of travel – i.e., walking, bicycling, and taking the bus. As a result, a land use pattern is established that is more fine-grained where public facilities, retail, and other commercial services are generally local, relatively small, and distributed throughout neighborhoods. Streets are designed to accommodate non-automobile traffic and are safer and slower than streets designed mainly to move automobile traffic or to transport people to larger, centralized services and businesses. Throughout its elements, this General Plan recognizes the importance of smart growth and incorporates its concepts – whenever reasonable and feasible – to help Pleasanton become more sustainable.*

Zoning – General Provisions of the PMC Section 18.04.101 are designed to achieve the following objectives:

- *To promote the stability of existing land uses that conform with the general plan and to protect them from inharmonious influences and harmful intrusions;*
- *To provide a precise guide for the physical development of the city in such a manner as to achieve progressively the arrangement of land uses depicted in the general plan adopted by the city council;*
- *To foster a harmonious, convenient, workable relationship among land uses.*

Analysis: While staff acknowledges the importance of locating key services and businesses such as the CTC along major arterial streets and highways, the City must also create consistent and compatible land use patterns and development that is consistent with the smart growth approach. As was reflected in the proposal, the existing CTC building would be demolished and replaced with a new building located in the southern portion of the site, set back approximately 225 feet from the front or western property line along Santa Rita Road, behind a building located on the adjacent property, and with the north part of the property along Santa Rita occupied by parking. This design, as currently proposed, would reflect a largely auto-oriented development that does not promote smart growth because it would not create a well-defined building edge that contributes to a fine-grained, pedestrian-oriented scale and environment.

With the elimination of the proposed office building, the new CTC would differ substantially from previously developed properties in the general vicinity and create inconsistent and incompatible land use patterns and development as shown in Figure 3. The existing CTC building is setback approximately 30 feet from Santa Rita Road, consistent with other adjacent

developments in the area. Except for Bicentennial Park, a city park that maintains a historic home (Century House) that is set back approximately 165-foot from Santa Rita Road; other properties in the vicinity maintain relatively small setbacks with limited parking between the buildings and the street.

Based on prior analysis and Planning Commission direction, staff has continued to encourage the applicant to move the CTC building adjacent to the street to provide a consistent and improved street presence and streetscape along Santa Rita Road. Within the applicant's response included within Exhibit B, the applicant has indicated that they have considered options to use temporary off-site facilities during construction but have found the option to add cost, time, and to be counter to the premise of their proposal. In addition they have considered using on-site portables during construction to allow for construction of the building towards Santa Rita Road but due to the nature of much of their training which requires specialty equipment and space, this option would not be feasible.

Figure 3: Setback Comparison



Staff believes that the proposed building location would not provide the continuous building presence that exists today along Santa Rita Road from Highway 580 extending to downtown. As redevelopment occurs along the Santa Rita Road corridor (and in other parts of our community), the City expects new projects to enhance the character of the existing streetscape using smart growth policies and relate to the pedestrian realm and public right-of-way in a manner that improves and upgrades current conditions. Setting the building back and placing significant parking in the area visible from the street is uncharacteristic of the Santa Rita Road

corridor, would reflect a worse, rather than improved condition over what exists today, and would be counter to many of the community's broader policy and design objectives. The applicant has attempted to address the building presence deficiency by retaining the existing trees along Santa Rita Road and installing interior parking lot trees, but has indicated that any additional enhanced landscaping or public art along Santa Rita Road is not justified and would be not provided. Although additional landscaping is always encouraged, it does not provide the same or consistent presence as would be provided by a structure or building along Santa Rita Road. Staff believes that the proposed site layout would present an overly auto-oriented character along the corridor, replacing the existing street-fronting CTC building with an expanse of parking that would not be an improvement over the existing condition.

General Plan – Community Character Element Policy 15:

- *Encourage new commercial area development and redevelopment, including stand-alone retail buildings, restaurants, and hotels, to incorporate attractive architectural and site-design features.*

Zoning – General Provisions of the PMC Section 18.04.101 are designed to achieve the following objective:

- *To safeguard and enhance the appearance of the city.*

Analysis: While the proposed CTC building has been designed with attractive architecture, the site design features are not consistent with the community's broader policy and design objectives to provide a consistent streetscape and building presence along Santa Rita Road, discourage auto-oriented development patterns, and provide an orientation and connectivity towards pedestrian facilities and transit. The proposed building will not enhance the existing street and curb appeal along Santa Rita Road due to the proposed location and in staff's opinion will be a downgrade from the current site design. Staff believes that the existing building and site design is more appropriate and provides a better appearance than the proposed parking lot and building setback 225 feet from the street. As proposed, the development appears auto-oriented and lacks curb appeal and will not enhance the appearance of the city.

General Plan – Community Character Element Program 15.3: Require developers to include the following features, as feasible, in the development of new and the redevelopment of existing commercial areas:

- *Pedestrian amenities such as landscaping, benches, trellises, fountains, public art, and attractive lighting*
- *Orientation of buildings to transit facilities, where applicable*

Zoning – General Provisions of the PMC Section 18.04.101 are designed to achieve the following objective:

- *To insure that public and private lands ultimately are used for the purposes which are most appropriate and most beneficial from the standpoint of the city as a whole.*

Analysis: As proposed, the new development does not provide any pedestrian amenities or enhanced landscaping along Santa Rita Road. Although the applicant is retaining the majority of the street trees, they have indicated that from their perspective additional landscaping or public art along Santa Rita Road is not justified and would be not provided. In addition, the proposed development is auto-oriented and does not align or position the building adjacent to the street or transit facilities. Setting buildings back to allow for significant parking that is visible from the street is counter to many of the community's broader policy and design objectives. For example, the recently adopted Bicycle and Pedestrian Master Plan includes Santa Rita Road as the second highest priority corridor for future improvements, but auto-oriented development along the corridor would not promote walking or bicycling in a complementary way.

The project as proposed is not consistent with the above-noted goals, policies, and programs of the General Plan. The project is located along Santa Rita Road, a main city thoroughfare, and does not meet the community's broader policy and design objectives to provide a consistent street-scape and building presence along Santa Rita Road or promote smart growth. The proposed development is not consistent or appropriate for the subject site and will not be an improvement or beneficial from the standpoint of the city as a whole.

Community Character Element Policy 22: Encourage the installation of public art in residential and commercial developments

Community Character Element Program 22.1: In new developments, encourage project applicants to work with the City's Planning Department and Civic Arts Commission on the installation of art visible from public rights-of-way.

Analysis: As previously proposed, draft conditions of approval required the applicant to include an enhanced streetscape to include public art along Santa Rita Road, consistent with the General Plan goals and policies stated in the Community Character Element. Although not ideal, in staff's view this would help to create a more positive street frontage along Santa Rita Road, consistent with previously-reference General Plan policies. The applicant has indicated that they believe that the condition as written was open-ended and that they would not support its inclusion or provide additional enhanced landscaping or public art (beyond typical requirements) along Santa Rita Road. As currently proposed, the CTC does not promote the installation of public art or provide similar amenities visible from the public right-of-way, and is not consistent with the above-noted policy and program.

Traffic Analysis and Parking

A Traffic Impact Analysis (TIA), was completed for the project in October 2017, which looked at the project as originally proposed, including the 87,000-square-foot CTC with a separate 17,327-square-foot office building. A supplemental parking analysis was also prepared which looked at the revised site plan and construction of only the CTC building as currently proposed. The attached December 13, 2017, Planning Commission agenda report (Exhibit C) presents a more thorough discussion of the TIA including off-site traffic impacts and on-site access and circulation. Overall the study recommended modifications to the on-site access and circulation which have been made and concluded the project would have no significant level of service impacts at the signalized study intersections under near-term or buildout conditions with or without the project. It also concluded that during all construction phases the on-site parking proposed would not be adequate to serve the proposed needs of the CTC.

Parking

Parking analysis conducted for the project as part of the TIA found that the parking at completion of all construction for the CTC would be four parking spaces short. Based on this analysis and direction from the Planning Commission the applicant has revised the project proposal to include four more compact parking stalls, which would increase the total number of parking spaces at the end of construction from 332 to 336. Parking demand for the CTC is based on surveys (parking counts) conducted Wednesday, August 2, and Thursday, August 3, 2017, at the subject site. On the two days surveyed, the peak parking accumulation observed was 162 occupied parking spaces on-site and on-street fronting the site. On the surveyed days, the student enrollment was 122 students/apprentices. Accordingly, the peak parking demand ratio for the CTC derived from the parking survey was 1.33 occupied spaces per enrolled student. When designing for parking, the consultant suggested the parking supply requirement should be calculated at a rate 10 percent higher than the maximum existing surveyed demand, resulting in an effective design parking ratio of 1.46 parking spaces per enrolled student. Table 1 below shows the parking supply and surplus or deficit for each project phase, based on this ratio.

Table 1: Parking Analysis

Construction Phase	Students	Parking Required (1.46 ratio)	Proposed Supply	Surplus (Deficit)
Existing	145	212	266	54
1	145	212	130	(82)
2	145	212	180	(32)
3.1	207	302	242	(60)
3.2	230	336	269	(37)
4-5	230	336	336	0

As shown in the table, there is projected to be a deficit of parking at all phases when the project is under construction, although ultimately the project will provide 336 spaces, which staff agrees would be sufficient to serve the needs of the CTC. To address the projected shortfall of parking during various construction phases, the applicant has indicated they will obtain off-site parking agreements at alternate locations; however no off-site locations have been presented at this time. Staff is concerned that the large number of off-site parking spaces that will be required during construction (between 37 and 82 spaces, depending on the phase) may be problematic and/or may not allow the CTC to operate at full capacity during construction. While the City may approve temporary shared use of off-site parking, any off-site location must be able to show that there is excess parking capacity for the duration of the proposed leasing period. Staff is unaware of any such properties in the general area, which would need to be within a convenient walking distance (a quarter mile or less) of the CTC unless alternative modes of transportation are provided. If the PUD were to be approved, staff would require condition(s) related to securing off-site parking agreements prior to issuance of building permits and require all agreements to be reviewed and approved by the Director of Community Development.

PLANNED UNIT DEVELOPMENT CONSIDERATIONS

Section 18.68.110 of the Pleasanton Municipal Code sets forth purposes of the Planned Unit Development (PUD) District and seven separate considerations to be addressed in reviewing a PUD development plan. These purposes and considerations are set forth in the Draft Resolution included as Exhibit A, and include whether the plan would be in conformance with

the City General Plan, in the best interest of public health, safety and general welfare, and whether the plan would be compatible with developed properties in the vicinity. As described in Exhibit A, and based on the information and analysis provided in this Agenda Report, staff believes the project would not meet several of those considerations and that the requisite finding for approval of the PUD Development Plan cannot be made. Therefore it is staff's recommendation that the Planning Commission recommend denial of the proposed PUD plan.

PUBLIC NOTICE

Notice of this application was sent to all property owners and tenants/occupants in Pleasanton within 1,000 feet of the site as shown in Exhibit E. At the time of report publication, staff received no public comments. Any public comments received after publication of this report will be forwarded to the Commission.

ENVIRONMENTAL ASSESSMENT

The proposed project is consistent with the development density established within the Pleasanton 2005-2025 General Plan and associated Environmental Impact Report (EIR) which was adopted and certified in July 2009. From environmental review pursuant to the California Environmental Quality Act Guidelines, Section 15183, Projects Consistent with a Community Plan, General Plan, or Zoning, additional environment review is not required except as necessary to examine whether there are project-specific significant effects which are peculiar to the project or its site. The project involves the re-development of an existing developed property, including replacement of existing buildings and parking areas with new and reconfigured buildings and parking. A Traffic Impact Analysis and Noise Assessment were prepared for the project and determined the new CTC and expanded operations would not create any significant effects peculiar to the project on- or off-site, or create new or substantially greater impacts compared to those associated with the existing uses on the property. Therefore, no further environmental review is required.

ALTERNATIVES

As described above, it is staff's recommendation that the Planning Commission adopt the attached Resolution, recommending the City Council deny Case PUD-125, based on the findings outlined in the resolution and analysis in this Agenda Report. However, the following alternative may be considered by the Planning Commission:

1. Recommend the City Council approve PUD-125, reflecting the site plan presented by the applicant and dated January 11, 2018, or with modifications, subject to Conditions of Approval. Since staff has not prepared a Resolution for approval of the project in its current form, it would be necessary to continue the hearing, in order for the resolution and conditions to be drafted.

SUMMARY/CONCLUSION

Staff is supportive of the CTC's continued use of this site and its expansion to accommodate the growing needs of the organization's vocational training functions and administration in Pleasanton. While the proposed building architecture is attractive and appropriate, in staff's view the site design and building location appear undesirable, inconsistent, and incompatible land use pattern with development in the area, and inconsistent with the General Plan and purposes of the PUD district. As documented in this agenda report and record of prior meetings and communication with the applicant, staff and the Planning Commission have

continuously held the position that the CTC building should be placed closer to Santa Rita Road, similar to the existing building, in order to maintain and reinforce a consistent and harmonious streetscape along Santa Rita Road, in-line with the existing and previously developed properties in the vicinity. The applicant is unwilling to make such a change to the project. Therefore, staff recommends the Planning Commission recommend the City Council deny Case PUD-125.

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