

## Planning Commission Staff Report

September 28, 2016  
Item 6.a.

**SUBJECT:** PUD-121, P16-1347, and P16-1349

**APPLICANT/  
PROPERTY OWNER:** Abbas Mash

**PURPOSE:** Work session to review and receive comments on applications for: (1) Planned Unit Development (PUD) Rezoning and Development Plan to demolish the existing restaurant building at 6455 Owens Drive and construct two single-story commercial buildings totaling approximately 8,660-square-feet in area; and (2) Conditional Use Permit approval to operate a drive-through coffee shop.

**LOCATION:** 6455 Owens Drive

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

**ZONING:** C-F (Freeway Commercial)

**EXHIBITS:**

- A. [Planning Commission Work Session Topics](#)
- B. [Development Plans dated "Received July 25, 2016"](#)
- C. [Proposed PUD Uses List](#)
- D. [HortScience Tree Report dated August 18, 2016](#)
- E. [Preliminary Review Comment Letter dated October 7, 2015](#)
- F. [Location and Notification Map](#)

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### RECOMMENDATION

Staff recommends that the Planning Commission review the proposed development project, hear public testimony, and provide comments to staff and the applicant. No formal action will be taken on this project.

### EXECUTIVE SUMMARY

The applicant, Abbas Mash, is proposing construction of two single-story commercial buildings totaling approximately 8,660 square feet in area on an approximately 0.82-acre site at 6455 Owens Drive. Additionally, a drive-through coffee shop is proposed within one of the new commercial buildings. The existing restaurant (formerly Denny's) and other site improvements would be demolished. The proposed project is being presented to the Commission as a work session for the Commission's review and direction. The work session also provides the public with an opportunity to review and comment on the proposed plan.

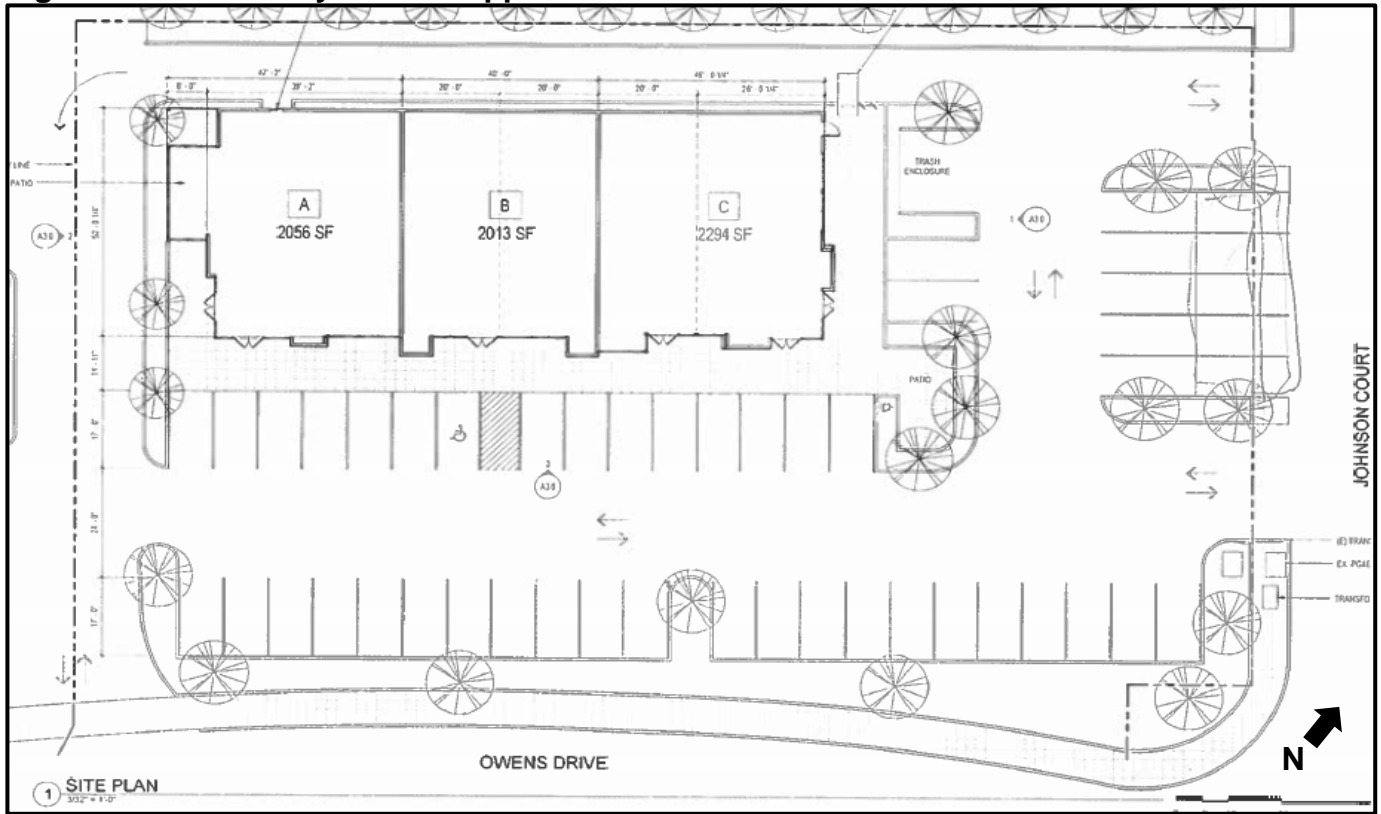
## **BACKGROUND/HISTORY**

On August 21, 2015, the applicant submitted a Preliminary Review application to solicit staff comments on a proposal to construct an approximately 6,363-square-foot multi-tenant commercial building on the subject site. After reviewing the application, staff provided the applicant with a comment letter dated October 7, 2015 (Exhibit E), including comments related to site design and layout, building design/architecture, and landscaping. The following are excerpts from Exhibit E:

- The design of the proposed development is important because the site will be highly visible from the intersection of Owens Drive and Hopyard Road, which is a “gateway” location into Pleasanton. The building design is important due to the prominent location and the building will need to reflect high quality design and materials.
- While positioning of the building along the northern periphery of the site (see Figure 1 below) would screen the proposed drive-through, staff suggests relocating the building closer to the west property line with the drive-through on the west side of the building or creating an “L” shaped building oriented closer to Owens Drive with the drive-through on the west side of the building. This layout would still screen the drive-through, but also create a better design concept, and provide more visibility of the building from the surrounding area, particularly from the intersection of Hopyard Road and Owens Drive.
- The proposed architecture is not reflective of the design character typically seen in Pleasanton and is not likely to achieve the necessary level of community acceptance. While it is acceptable to incorporate contemporary design elements, retail projects in Pleasanton are characterized by more traditional architecture that includes subdued, earth tone colors, varying exterior materials (stone, metal or wood), and techniques that add architectural interest such as window recesses, roofline treatments and variations, and wall plane variation.
- Appropriately size landscaping should be located within the parking lot areas. Landscaping should also be considered around building perimeters and between buildings and walkways.

Over the next several months, staff and the applicant met several times to review and discuss alternative design concepts for the subject site that addressed staff’s comments from the preliminary review process. After numerous site layout and architectural design iterations, on July 25, 2016, the applicant submitted the PUD Rezoning and Development Plan and CUP applications described and analyzed herein.

**Figure 1: Preliminary Review Application Site Plan**



**AREA AND SITE DESCRIPTION**

The 0.82-acre site is generally rectangular in shape and is flat. There is an approximately 3,510-square-foot single-story vacant restaurant (formerly Denny’s) building constructed at the southern end of the site. Access to the site is provided by four driveways, two shared with the adjacent parcel to the west off Owens Drive and two off Johnson Court to the east. There are a total of 47 on-site parking spaces. There are 11 trees (four Italian Cypress and eight Callery pear), one of which is a Heritage Tree, of various sizes and health conditions on the site.

The properties adjacent to and within the immediate vicinity of the site include primarily commercial uses such as Larkspur Landing Hotel, Smart & Final, BevMo and In-N-Out Burger to the north; Tommy T’s Comedy Club, Motel 6, Chevron gas station, and Black Bear Diner to the south; a small two-story office building and a future Chick-Fil-A restaurant to the east; and Lay-Z-Boy Furniture store to the west. Figure 2 shows the site and the surrounding area.

**PROJECT DESCRIPTION**

The applicant proposes to demolish all existing site improvements including removal of the approximately 3,510-square-foot single-story vacant restaurant building, all paved parking spaces, landscaping and trees. The site would be developed with two single-story commercial buildings totaling approximately 8,660 square feet in area and related site improvements. Table 1 summarizes the prescribed development standards for new construction in the C-F Zoning District and provides a comparison of the proposed project to those standards.

**Figure 2: Project Site with Proposed Project and Surrounding Area**



**Table 1: Development Standards Comparison**

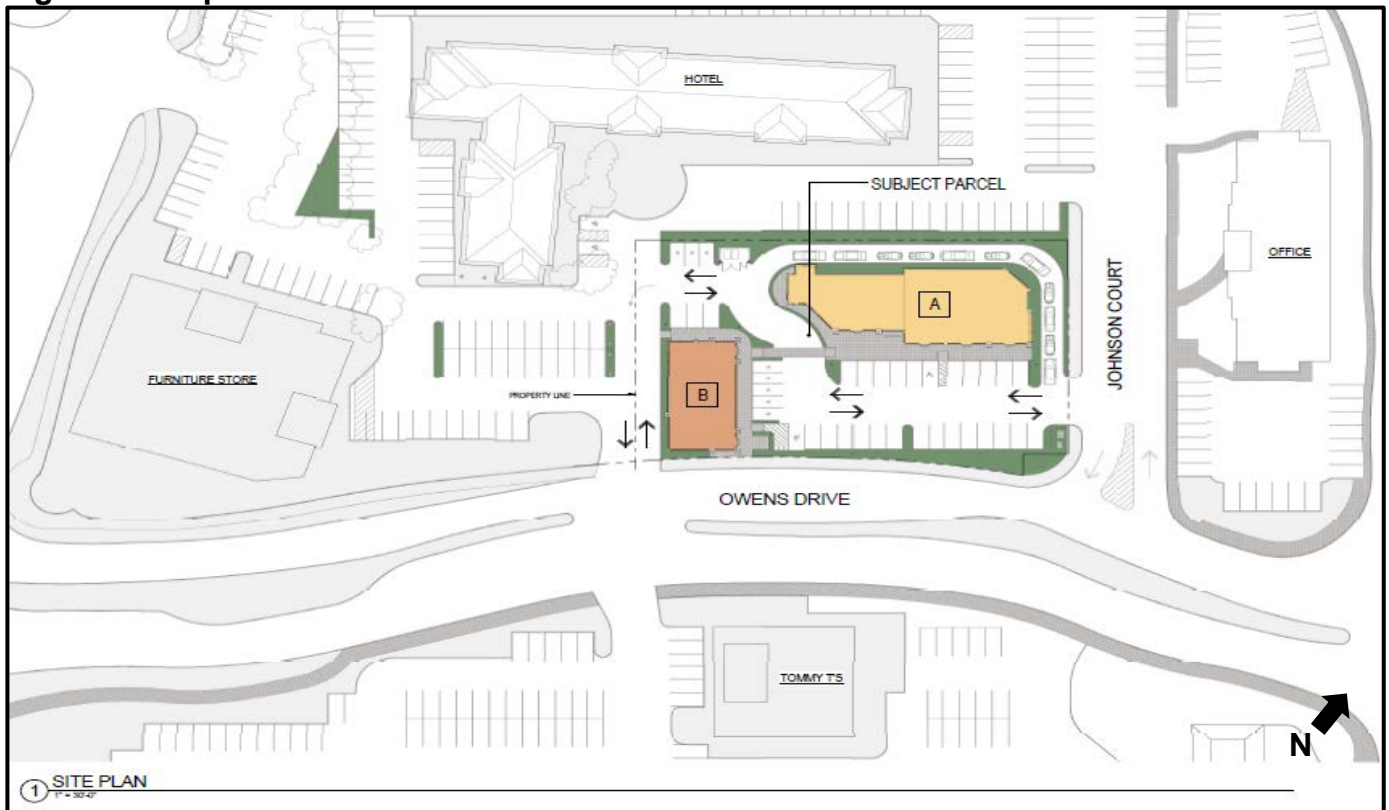
C-F Zoning District		Proposed Project	
Setbacks		Setbacks	
Front	20 feet	Front	2 feet 5 inches (Building B)
Sides	20 feet; 40 feet combined	Sides	20 feet east side 17 feet, nine inches west side 37 feet 9 inches combined
Rear	10 feet	Rear	15 feet (Building A drive-through pick-up window)
Maximum Floor Area Ratio		Floor Area Ratio	
40%		24.2%	
Maximum Building Height		Building Height	
40 feet		28 feet	
Min. No. of Parking Spaces		No. of Parking Spaces	
1 space/200 sq. ft. restaurant = 24 spaces 1 space/300 sq. ft. retail = 13 spaces Total = 37 spaces		37 spaces	

**Site Layout, Parking, and Access**

The two new commercial buildings would be located at the southwest and northeast corners of the site. Building A would be located at the northeast corner of the site, set back approximately 80 feet from the front or southern property line along Owens Drive, with the storefronts facing south towards Owens Drive and west toward Building B. Building B would be located at the southwest corner of the site, set back approximately two and one half feet from the front or southern property line along Owens Drive, with the storefronts facing east toward the interior of the site and north toward the rear of the site. Thirty-seven parking spaces would be provided, with all but six spaces located in front of Buildings A and B, and would be accessible from a standard double-loaded 25-foot-wide drive aisle. The other six parking spaces would be located behind Building B at the northwest corner of the site and would also be accessible from a standard double-loaded 25-foot-wide drive aisle. The two parking areas would be connected by a 23-foot-wide curvilinear drive aisle that runs between Buildings A and B. No parking would be provided along this connector drive aisle. The proposed drive-through entrance would be located on the east side of Building A and run along the entire eastern and northern perimeter of the building, ultimately exiting on the west side of the building. The proposed drive-through

pre-order menu, menu board, and order canopy would all be located on the north side of Building A, specifically the northeast corner of the building; while the pick-up window would both be located on the north side of Building A, specifically the northwest corner of the building. A trash enclosure would be located adjacent to the proposed drive-through exit. Access to the site would be via one shared driveway with the adjacent parcel to the west off Owens Drive and one off Johnson Court to the east. Landscape and hardscape areas would also be provided primarily along the perimeters of the site and in front of both buildings, respectively. Figures 2, 3 and 4 show the proposed site plan, enlarged site plan, and a bird's-eye photo simulation.

**Figure 2: Proposed Site Plan**

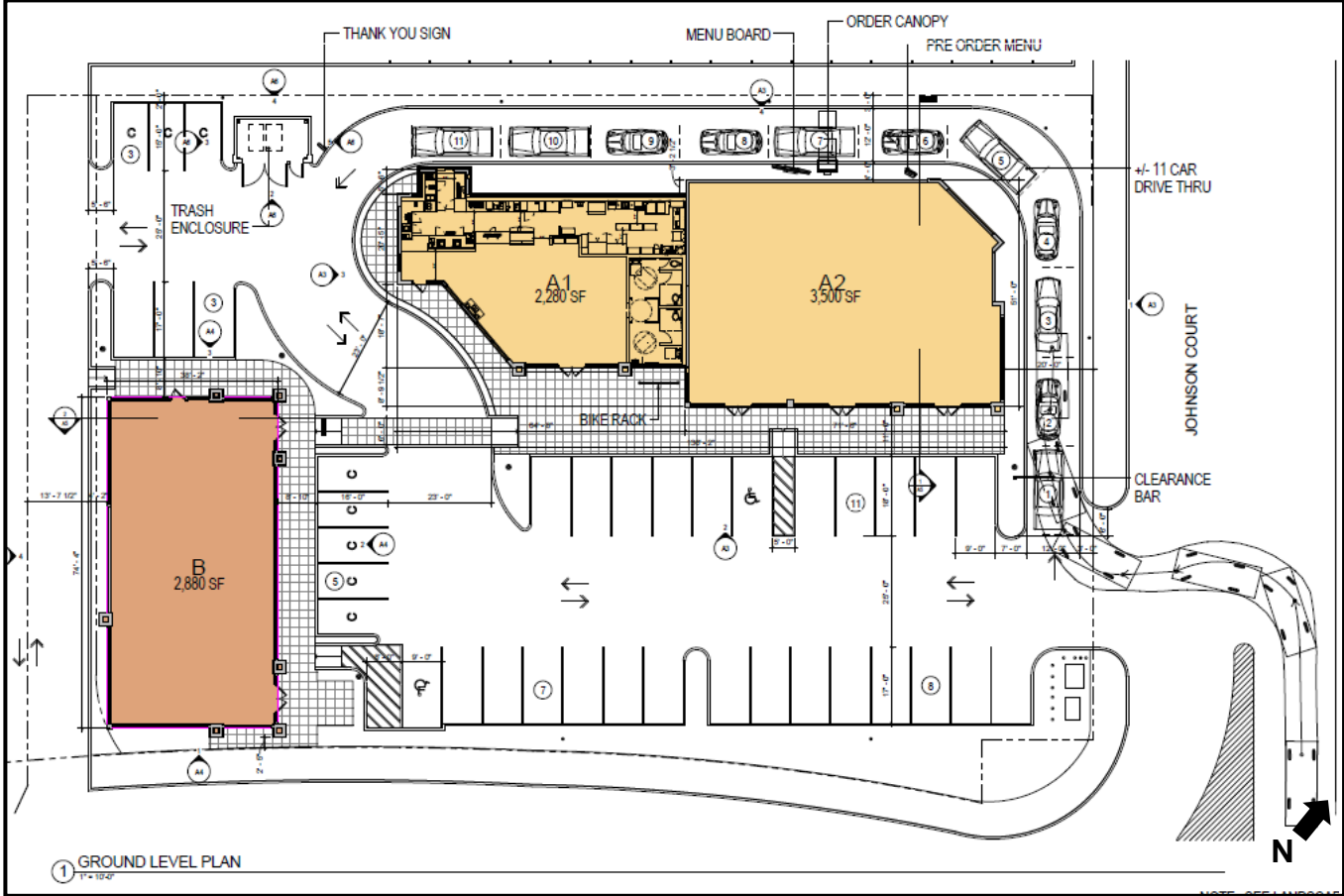


**Commercial Buildings**

Building A would be approximately 5,780 square feet in area and designed for at least two tenants. Suite A1 would be approximately 2,280 square feet in area and is intended to accommodate a drive-through coffee shop. Suite A2 would be approximately 3,500 square feet in area and is intended to accommodate a retail/commercial use. Entrances to Building A would be on the south side of the building facing Owens Drive. As described above, the proposed drive-through pick-up window would be located on the rear (north) side of Building A, within Suite A1. The floor plan for the coffee shop is shown on Sheet A1 of the project plans (Exhibit B).

Building B would be approximately 2,880 square feet in area and is currently shown with a single retail/commercial use, but it could be demised to accommodate several tenants. Entrances to Building B would be on the north and east sides of the building facing the rear and interior of the site.

**Figure 3: Enlarged Site Plan**



**Figure 4: Bird's-Eye Photo Simulation**



**Building Architecture**

The proposed buildings are designed to mix both traditional and contemporary architectural elements. Massing has been segmented by the use of prominent tower elements near the middle or at the corner of the buildings, recessed windows, material changes, score or reveal lines, metal canopies, canvas awnings, and corbels and a shaped cornice along the parapet. Materials include stucco, brick, canvas awnings, and metal canopies. Primary exterior colors are brown and gray with black, gold, and red accent colors. Figures 5 and 6 show the proposed building elevations, while Figure 7 shows the proposed streetscape rendering.

**Figure 5: Proposed Building A Elevations**



**Figure 6: Proposed Building B Elevations**



**Figure 7: Proposed Streetscape Rendering**



### Trees

An arborist report surveyed all trees measuring 6-inches and greater in diameter, within and adjacent to the project site. A total of 11 trees, comprising two species (four Italian Cypress and eight Callery pear), were surveyed on-site. One other tree (Callery pear, #112) was in proximity to the site. One of the Callery pear trees surveyed on-site is considered heritage-sized (as defined by the Pleasanton Municipal Code (PMC)). The tree report recommends removing all on-site trees, but preservation of the off-site Callery pear #112. For more detail, please refer to Exhibit D for the arborist report.

### Landscaping

The preliminary landscape plan includes a tree/plant palette of native and non-native species that are primarily drought tolerant, as well as some hardscape features, including pavers, planting pots and outdoor furniture/trash receptacles. As previously described, landscape and hardscape areas would be provided primarily along the perimeters of the site and in front of both buildings, respectively. Figure 8 shows the proposed landscape plan (staff will request the applicant to improve its legibility prior to the next public hearing). More details are available in Exhibit B

### Signage

The proposed building elevations show the intended locations for building mounted signage; however, no sign details have been provided/proposed by the applicant at this time.

### Proposed Uses

The applicant has submitted a list of proposed permitted and conditionally permitted uses for the site (Exhibit C). The C-C (Central Commercial) Zoning District was used as a baseline and the applicant pared down the list of uses based on the desired uses for the project. Some of the uses that were removed include bars and brew pubs, gyms and health clubs, liquor stores, music and dance facilities, and tutoring facilities.



**Figure 8: Proposed Landscape Plan**



**CONSIDERATIONS FOR THE WORK SESSION**

Staff is presenting the proposed plans and uses to the Planning Commission for consideration and comment. This work session will allow the Planning Commission the opportunity to provide direction to the applicant and staff regarding any issues it wishes to be addressed prior to making a formal recommendation to the City Council on the project. The areas noted below are where staff would find the Planning Commission’s input most helpful.

Site Layout, Parking, and Access

As described above, staff and the applicant reviewed and discussed multiple site design iterations for the project. Staff’s preference was to have the commercial building(s) oriented toward the front of the site, along and/or closer to Owens Drive, with parking in the rear, screened from view, to provide a more attractive streetscape. However, the applicant indicated that this preferred design concept made it difficult to incorporate the proposed drive-through. While not ideal, the proposed project would provide some commercial presence along the front of the site given the location of proposed Building B. Additionally, the proposed building orientation allows a portion of the proposed drive-through lane to be screened from views along Owens Drive. Still, staff notes that without the drive-through, it appears several site plan and architectural improvements could be made to the project that would improve the streetscape along Owens Drive. These improvements include, but are not limited to:

- Shifting Building A closer to Owens Drive to increase the commercial presence along the street;

- Improving the appearance of the Building A by squaring off the building corners to create a more uniform and traditional building frontage;
- Allowing Building A to increase in area.
- Tucking all parking behind the buildings and significantly reducing the parking area visibility from Owens Drive;
- Potentially increasing the number of on-site parking spaces;
- Eliminating the potential for vehicular spillback onto Johnson Court;
- Reducing the likelihood of vehicular conflicts between the proposed drive-through exit, traffic within the curvilinear drive aisle, and traffic within the northwest corner drive aisle; and
- Increasing the frontage landscaping area to be more consistent with the parcel to the west and softening the proposed building(s) appearance from Owens Drive;

Moreover, staff has concerns related to the proposed drive-through queueing capacity. A traffic analysis was prepared for the project by Hexagon Transportation Consultants, Inc., acting as the City's traffic consultant. One area of focus was drive-through queueing. To determine if the proposed queueing capacity of the proposed drive-through lane is adequate, a queueing analysis was conducted by observing the existing Starbucks drive-through lane at the Pleasanton Gateway Shopping Center. The traffic analysis indicates that for 95 percent of the time, a minimum of 11 vehicles total and seven vehicles from the order board back need to be able to queue within the designated drive-through lane to avoid spillback or overflow onto Johnson Court. The other five percent of the time (anticipated peak time), a minimum of 12 vehicles total and eight vehicles from the order board back need to be able to queue to avoid spillback or overflow onto Johnson Court. The applicant is proposing a queueing capacity of 11 vehicles total and seven vehicles from the order board back. Staff believes the proposed queueing capacity would be inadequate to address the peak times and recommends the proposed drive-through queueing lane capacity be increased to accommodate a minimum of 12 vehicles total and eight vehicles from the order board back to avoid spillback or overflow onto Johnson Court. Staff believes this additional queueing capacity is critical to ensure drive-through queues do not create traffic impacts at the Hopyard Road and Owens Drive intersection and within the surrounding area, which already experiences heavy traffic volumes that are anticipated to increase once the nearby Chick-Fil-A drive-through restaurant opens. Spillback or overflow from the proposed project would create more congestion and potentially restrict normal traffic movements.

### Building Architecture

The site is highly visible from the intersection of Owens Drive and Hopyard Road, which is a "gateway" location into Pleasanton. Accordingly, staff worked closely with the applicant to amend the initial architecture that staff believed was not reflective of the design character typically seen in Pleasanton. Staff directed the applicant to incorporate more traditional architectural elements into the design. The proposal now includes varying exterior materials (stucco and brick), and techniques that add architectural interest such as recessed windows, score lines on the walls, built-up parapets with corbels, canvas awnings, and metal canopies. Staff believes the proposed architecture now reflects the high quality design and materials required for this prominent location. However, staff would recommend enhancement of the north elevation on Building A. As proposed, that elevation is a long blank wall, lacking articulation/interest.

### Trees

As stated earlier, the applicant is proposing to remove all 11 of the on-site trees, including one Heritage Tree, and to protect one off-site tree that is within close proximity to the project site. All of the on-site trees are ornamental in nature/species and are either in fair to good health, but are located directly within the footprint of the newly planned site construction and improvements. The applicant is proposing to plant 16 new trees throughout the site, all of which have low water requirements and are drought tolerant. Species include Crape Myrtle, Arbutus, Hornbeam, and Fern Pine. If the Commission does not find the 16 new trees adequately mitigates the removal of the existing Heritage Tree, the Commission could require the applicant to contribute the value (all or partial) of the removed Heritage tree (\$5,950.00) to the City's Urban Forestry Fund

### Proposed Uses

An applicant has a choice when submitting a PUD as to whether they propose a customized list of permitted and conditionally permitted uses for the site or follow the permitted and conditionally permitted uses of an existing zoning district as established by the PMC. In this case, the applicant is proposing a customized list by modifying the C-C District uses.

### **DISCUSSION POINTS**

- A. *Does the Commission support the proposed site layout and building orientation including the proposed drive-through and associated queuing capacity?*
- B. *Does the Planning Commission support the proposed building architecture, exterior finishes, and color palette including staff's recommendation on the north elevation on Building A?*
- C. *Is the tree removal/replacement plan adequate and should the applicant contribute to the Urban Forestry Fund?*
- D. *Does the Planning Commission support the proposed uses?*
- E. *What other information would assist the Planning Commission in its decision on the proposal (e.g., additional photo simulations). Do you have any other comments on the project?*

### **PUBLIC COMMENT**

Notices for this work session were sent to surrounding property owners and tenants within a 1,000-foot radius of the site. Staff has provided the location and noticing maps as Exhibit F for reference. At the time this report was published, staff had not received any public comments about the project.

### **ENVIRONMENTAL ASSESSMENT**

Since the Planning Commission will take no formal action on the project at the work session, no environmental document accompanies this work session report.

### **SUMMARY/CONCLUSION**

Staff requests the Commission to review the proposal, hear all public testimony, and provide comments to staff and the applicant regarding the project, the recommended discussion points or any other discussion topics.

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