

## Planning Commission Agenda Report

December 13, 2017  
Item 6.a.

- 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, and a future approximately 11,000-square-foot office building.
- 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 Conditions of Approval](#)
  - B. [Project Plans dated "Received November 27, 2017"](#) and the following upon request: Traffic Impact Analysis and [Memo dated October 3, 2017](#), and [October 10, 2017](#); [Environmental Noise Analysis dated "Received September 11, 2017;"](#) and [Arborist Report dated September 5, 2017](#).
  - C. [Staff Report](#) and [Minute Excerpts](#) of the July 26, 2017, Planning Commission Workshop
  - D. [Public Correspondence](#)
  - E. [Location and Notification Map](#)

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### STAFF RECOMMENDATION

Recommend approval of Case PUD-125 by taking the following actions:

1. Find that the proposed project is consistent with the development density established within the Pleasanton 2005-2025 General Plan and associated Environmental Impact Report (EIR) and pursuant to the California Environmental Quality Act Guidelines, Section 15183, 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. None of the conditions in CEQA Guidelines Section 15183 calling for preparation of

subsequent environmental review have occurred therefore, no environmental document accompanies this report;

2. Make the PUD findings for the proposed PUD development plan as discussed in the staff report; and
3. Adopt a resolution recommending approval of Case PUD-125, subject to the conditions of approval listed in Exhibit A, and forward the application to the City Council for public hearing and review.

## **EXECUTIVE SUMMARY**

The applicant is proposing to demolish the existing 67,619-square-foot CTC building and construct an approximately 87,000-square-foot two-story CTC building and outdoor training and storage yard with associated site improvements, and a future, approximately 11,000-square-foot office building on an 8.13-acre lot located at 2350 Santa Rita Road.

## **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.

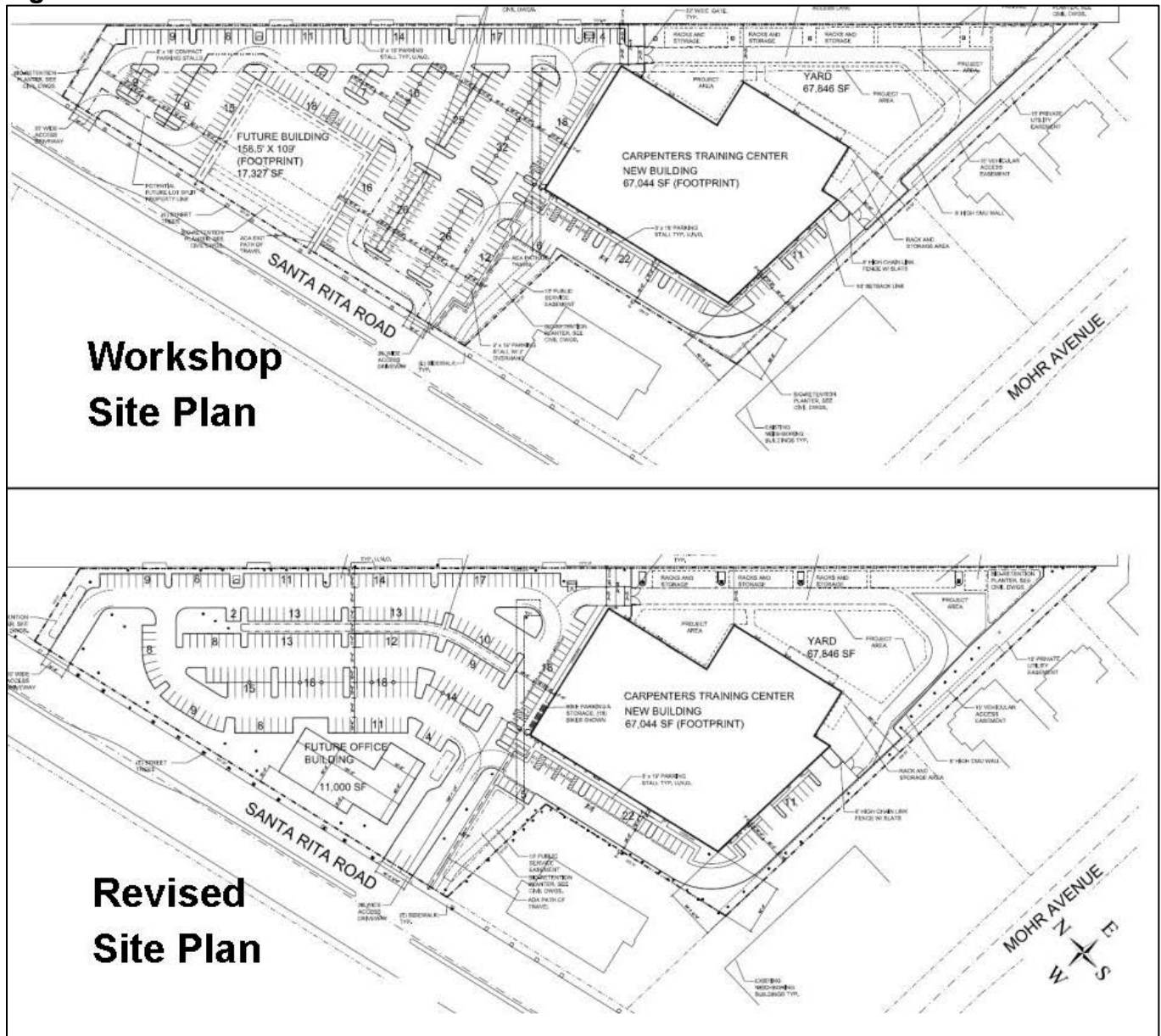
On March 1, 2017, the applicant submitted a Preliminary Review application for a PUD development plan application to demolish the existing CTC building and construct an approximately 87,000-square-foot two-story CTC building and outdoor training and storage yard and a pad for a future, approximately 17,000-square-foot office building with associated site improvements on the subject site. After reviewing the application, staff was generally supportive of the project and provided the applicant with a comment letter that encouraged the applicant to reconsider the placement of the proposed CTC building to provide more of a street presence along Santa Rita Road. Concerns were also raised regarding: the location of the outdoor training yard; potential noise impacts on adjacent neighbors; and the amount of parking provided, including whether there was sufficient parking to accommodate demand at the facility during all phases of construction and build-out.

On May 10, 2017, the applicant submitted an application for a PUD development plan to construct the new CTC and a building pad for a future, approximately 17,000-square-foot office building. The site design and layout was nearly identical to the Preliminary Review submittal. The application was then presented to the Planning Commission at a workshop held on July 26, 2017. At the workshop, the Planning Commission expressed general support for the new CTC building, but expressed concern about the timing of construction of the future office building which they felt was an important feature along Santa Rita Road. Without detailed phasing and timing for the construction of the future office building, the Commission requested that alternative site design and layouts be considered and provided to the Commission at the next hearing. In addition, the commissioners requested the applicant review the site plan to retain additional trees on-site. The staff report and minute excerpts of the July 26, 2017, Planning Commission workshop are attached to this report as Exhibit C.

Since the workshop, the applicant has worked with staff on plan revisions to address the Planning Commission's and staff's concerns as well as changes recommended within the completed Traffic Impact Analysis (TIA). The applicant has submitted a revised narrative and

plans shown in Figure 1. The location of the CTC building and yard have not changed, but the proposed parking, circulation, and future office building location and size have been revised to retain additional street trees and landscaping along Santa Rita Road. In addition, an additional phase has been added that creates additional landscaping and improvements on-site until the future office building can be constructed without leaving an empty office pad.

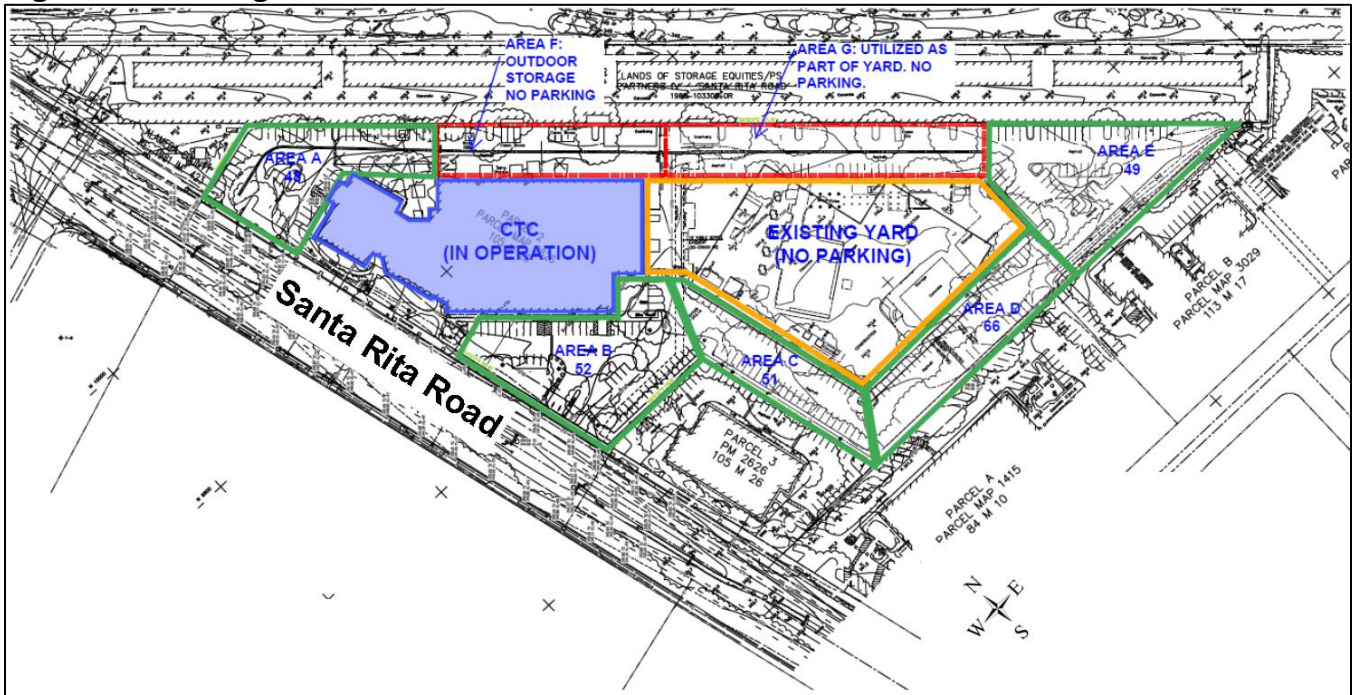
**Figure 1: Old and New Site Plan**



**AREA AND SITE DESCRIPTION**

The approximately 8.13-acre project site is currently developed with the existing CTC, including their administrative offices. Although the site was originally approved and constructed with 430 parking stalls, the applicant has indicated only 266 parking stalls are currently utilized due to an expansion of the outdoor training yard and storage areas as shown in Figure 2 that was approved in 1999. Access to the site is provided by three driveways off Santa Rita Road. The arborist report (included as Exhibit B) indicates that there are a total of 100 trees on-site and 36 trees off-site with canopies extending into the property.

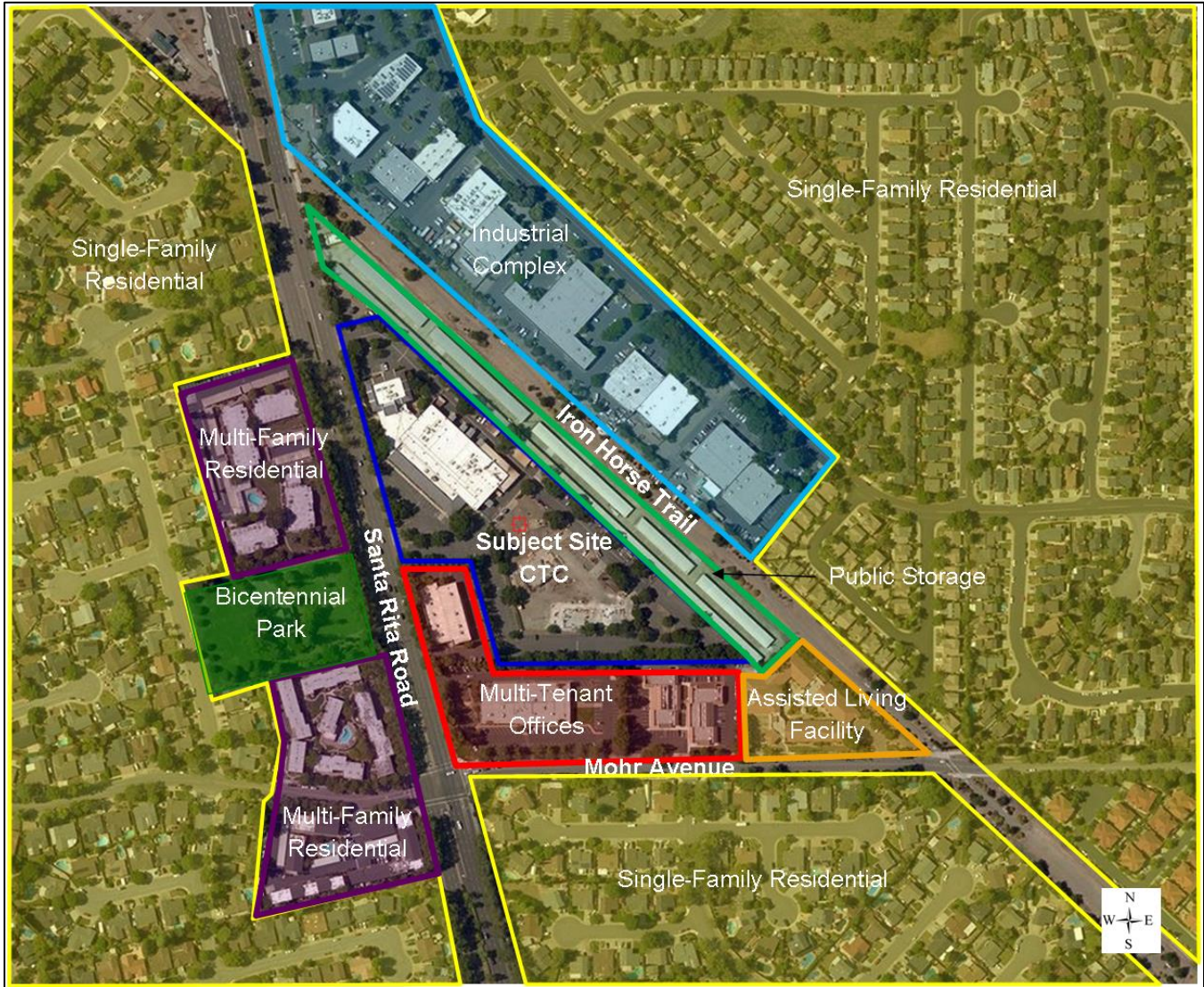
**Figure 2: Existing Site Area**



The properties adjacent to and within the immediate vicinity of the site include a variety of commercial and residential uses such as public storage to the northeast (zoned I-P (Industrial Park) District); multi-tenant medical and professional office buildings (zoned O (Office) District) and Eden Villa assisted living and memory care facility (zoned PUD-C/O (Planned Unit Development-Commercial/Office) District) to the south; a small office building (zoned O (Office) District) directly to the west with multi-family apartments (zoned RM-2,000 and RM-1,500 (Multi-Family Residential)) and Bicentennial Park across Santa Rita Road. Figures 3 and 4 show the site and the surrounding area.



**Figure 3: Surrounding Land Uses**





**Figure 4: Surrounding Zoning**



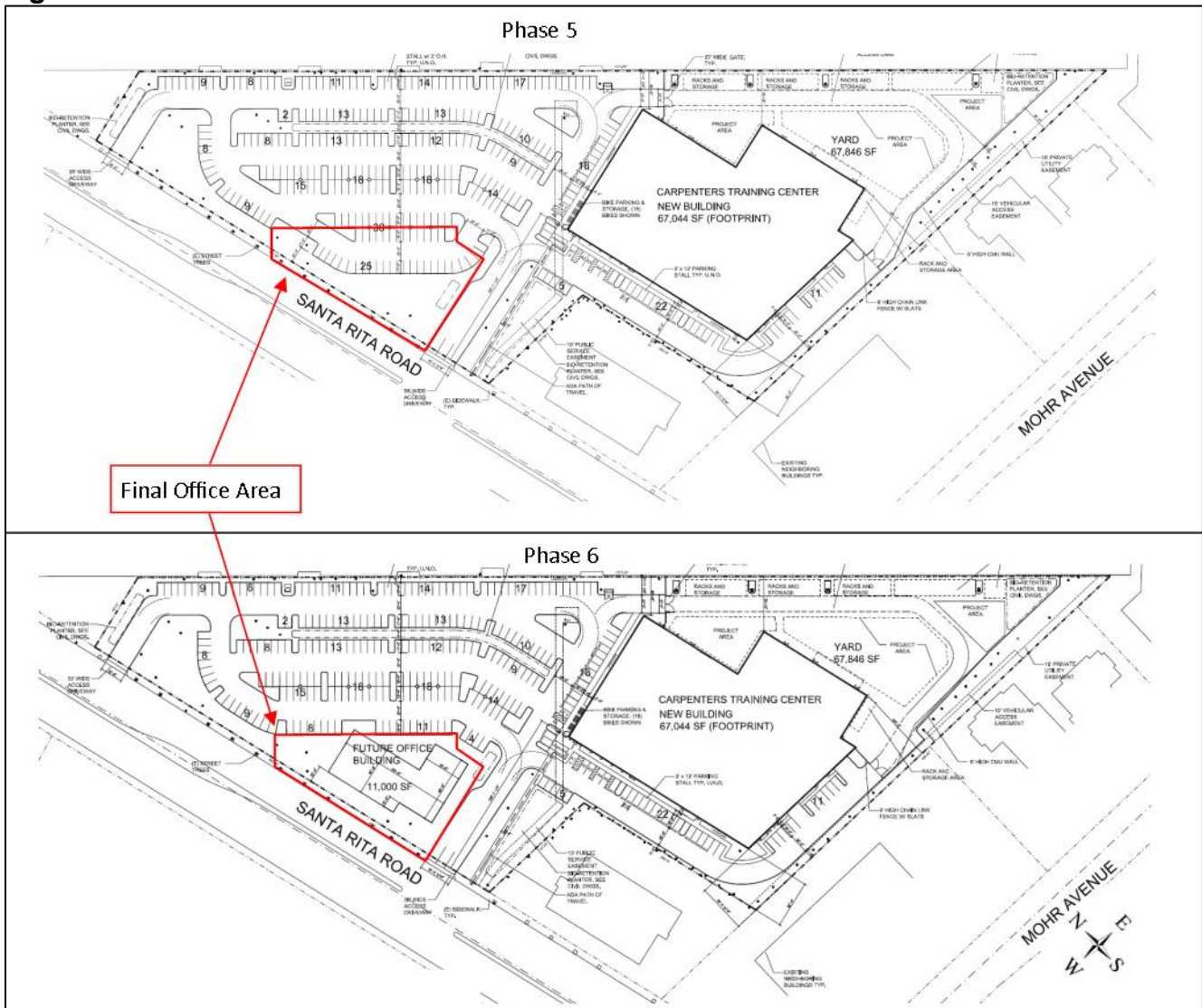
**PROJECT DESCRIPTION AND ANALYSIS**

The applicant is proposing to demolish the existing 67,619-square-foot CTC building and construct an approximately 87,000-square-foot two-story CTC building and a future, approximately 11,000-square-foot office building with associated site improvements on an 8.13-acre lot. The new CTC will also include an approximately 68,000-square-foot outdoor training and storage yard. It is uncertain if the applicant will have the financial ability to construct the office building in the future and since the timing of construction of the future office building is unknown at this time, the applicant is proposing to develop the entire site and perimeter landscaping with the construction of the CTC as shown in Figure 5, Phase 5. Until the office building is constructed, the CTC will include a total of 332 parking stalls throughout the site. If the office building is constructed, some of the on-site parking would be removed and adjusted to include a total of 300 parking stalls as shown in Figure 5, Phase 6. The applicant is proposing to continue operating the existing CTC during construction of the new facility in order to meet the apprentice training needs in the area and has provided a phasing plan with proposed parking calculations during all phases of construction. To address the shortfall of parking anticipated during various construction phases during the project, the applicant is proposing to obtain off-site parking agreements to allow for students to park off-site and be transported to the CTC. The final parking and transportation agreements will be provided to the



City and reviewed and approved as part of a comprehensive parking plan and agreement prior to issuance of building permits that will require off-site parking to accommodate student and construction parking during construction. Further discussion and analysis of parking can be found in the Parking section of this report. The project characteristics are described below; project plans and a narrative are included as Exhibit B.

**Figure 5: Phase 5 and Phase 6 Site Plans**



**Land Use**

Conformance with General Plan

The General Plan land use designation of the subject property is “Retail/Highway/Service Commercial/Business and Professional Offices.” The proposed commercial use is consistent with this land use designation. Below are some of the General Plan Goals, Programs, and Policies that the project is consistent with or would promote:

- Land Use Element Program 2.2: Encourage the reuse of vacant and underutilized parcels and buildings within existing urban areas.

- Land Use Element Policy 4: Allow development consistent with the General Plan Land Use Map.
- Economic and Fiscal Element Goal 2: Sustain the community's quality of life with a vigorous and diverse economy.
- Economic and Fiscal Element Policy 5: Focus City efforts on supporting and assisting Pleasanton businesses success.
- 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.
- 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
  - Shared parking

The project, with the future office building, is consistent with these goals, policies, and programs and the uses on the site are consistent with the land use designation. The project is located along Santa Rita Road, a main City thoroughfare and has been conditioned to provide an enhanced streetscape until the future office building adjacent to the street can be constructed. The redesigned office building location and streetscape modifications have incorporated attractive and well-designed site features to be consistent with the General Plan.

### **Site Layout, Access and Circulation**

The new CTC building would be located in the southern portion of the site. The CTC building would set back approximately 225 feet from the front or western property line along Santa Rita Road, 84 feet from the south side property line, and 22 feet from the east rear property line, with the building entry facing west towards Santa Rita Road. The proposed outdoor training and storage yard would be located in the east corner of the property, behind the CTC building. The proposal would eliminate the central driveway onto the site while retaining the north and south driveways in relatively similar locations, including a right-in and right-out at the north end of the site and a full access driveway at the south end of the site. Once the CTC is complete, the site would include a total of 332 parking spaces. Parking stalls will include a mixture of standard (19-foot by 9-foot) stalls and compact (8-foot by 16-foot) stalls. Drive aisles are proposed to be 25 feet wide throughout the parking areas with a 20-foot wide drive aisle/fire lane around the back of the building through the training and storage yard. Landscape and hardscape areas would also be provided primarily within the interior of the site, parking areas, and adjacent to the building. Existing perimeter landscaping will mostly remain in its current condition.

The future office building would be located adjacent to Santa Rita Road near the southern entry driveway. The office building is proposed as an "L" shape in order to retain adjacent Heritage Trees along the perimeter of the site adjacent to Santa Rita Road. The office building would be set back approximately 22 feet from the west property line along Santa Rita Road. To



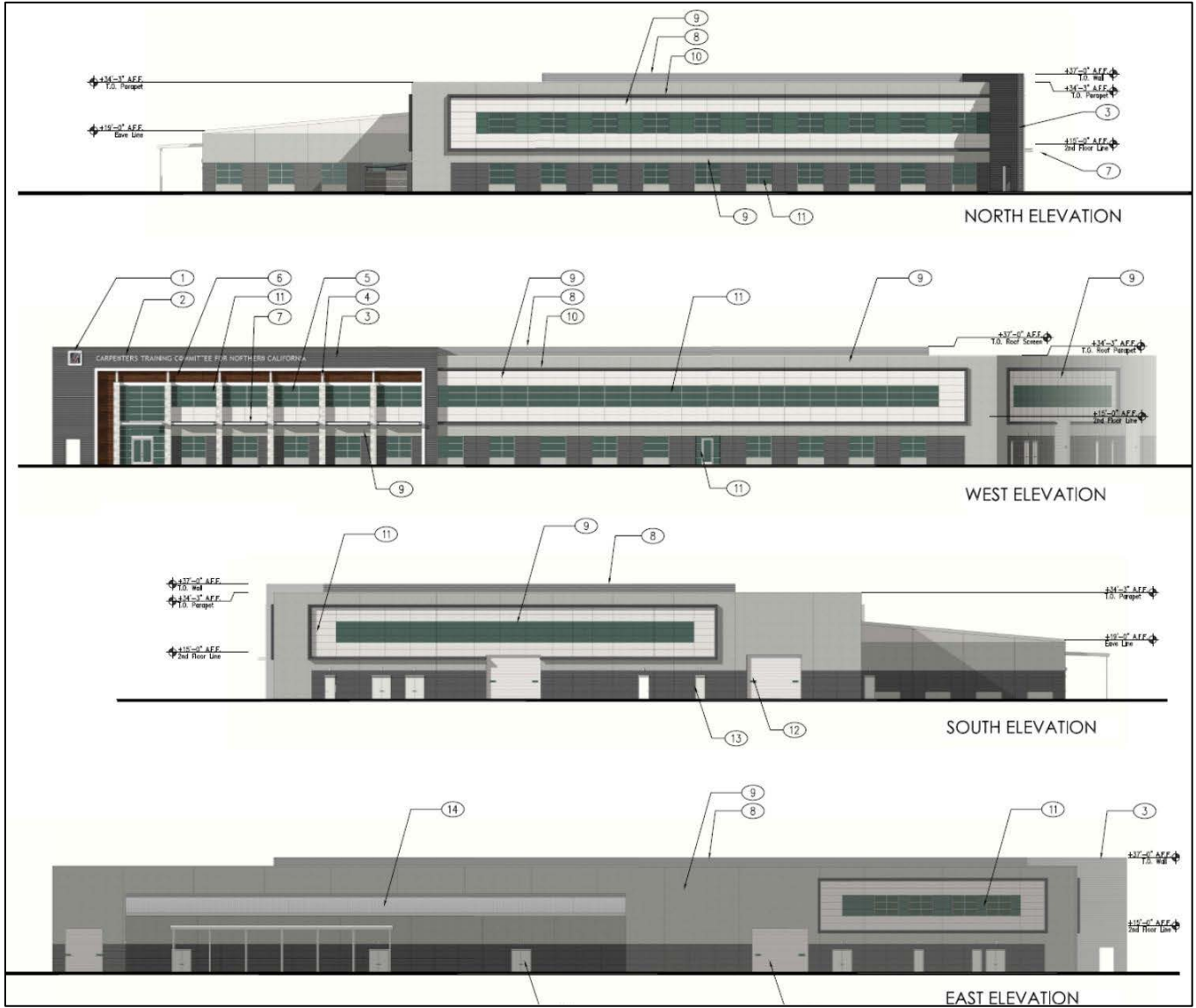
construct the office building, the on-site parking and circulation would be modified and, once complete, the site would include a total of 300 parking spaces to be shared between the CTC and the office building.

The overall site design of the proposed development provides large setbacks between the parking and Santa Rita Road with an enhanced streetscape and includes an improved pedestrian link between the CTC and the public right-of-way encouraging alternate modes of transportation. Staff considers the site plan to be compatible with the surrounding neighborhood and an improvement over current site conditions.

### **Architecture and Design**

The new CTC building design has not been changed from what was presented to the Planning Commission at the July 26, 2017, workshop. The building design is proposed to have concrete tilt-up walls with graytone colors and a variety of accent materials and architectural features intended to provide visual relief. The entry focal feature along the west elevation of the building, visible from Santa Rita Road, would include horizontal metal panel accents with dark walnut patterned tiles around the front corner of the building. Two-story stone tile columns with steel canopies between would also be included. The plans show the north, south, and east elevations with foam band trim surrounding painted wall panels and insulated glazing. The proposed colors are shown on the elevation drawings within [Exhibit B](#) and Figure 6. The majority of the building is proposed to be two stories with a flat roof and parapet as well as a metal panel roof-top equipment screen. At the rear of the building would be a single-story section with a sloping standing seam metal roof. The building would have a maximum height of 37 feet, measured from finished grade to the top of the roof-top equipment screen, and 34 feet to the top of the parapet. Rollup doors are proposed on the south and east elevations of the building. A covered trash enclosure, matching the architectural style and colors of the building, would be located along the east property line adjacent to the Public Storage facility and would be surrounded by evergreen shrubs. Overall, staff finds the colors and materials to be acceptable. As conditioned, all heating, ventilation, and air conditioning (HVAC) equipment will be located within the buildings' roof-equipment wells. Architecture for the future office building has not been provided with this application and is therefore not under consideration at this time but has been conditioned to include the same general architectural style and design as the approved CTC building. Architecture and final design details for the future office building would require subsequent review and approval through the Design Review process to be reviewed and approved by the Director of Community Development.

**Figure 6: Elevations**

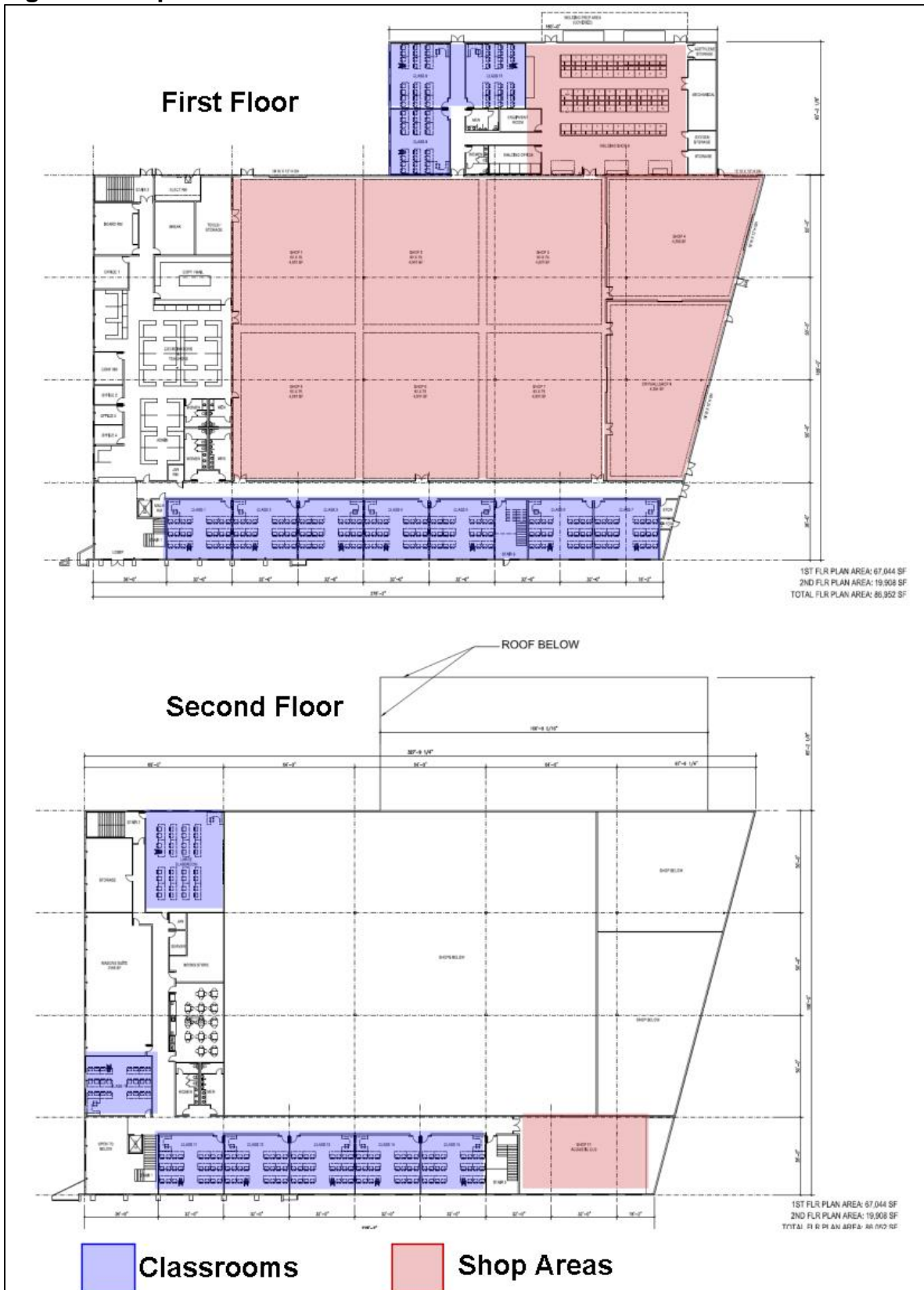


**CTC Floor Plan and Operations**

The Carpenters Training Trust Fund (CTTF) is a joint management-labor trust fund designated for the purpose of training apprentices and journeymen technicians in the fields of carpentry and carpenter sub-trades. Under the CTTF, the Carpenters Training Committee for Northern California (CTCNC) provides training for members and independent contractors throughout 46 northern California counties. The current active registered enrollment is approximately 4,500 apprentices, and 2017 enrollment is expected to grow to 5,000 apprentices. Approximately 2,000 of those apprentices will attend training at the Pleasanton facility. The apprenticeship program is designed to be 4 years in duration, with each apprentice receiving 144 hours of instruction at the facility per year while working in the field the rest of the time. Each year an apprentice attends four one-week training sessions on a quarterly rotation basis. The applicant has indicated the current facility includes eight classrooms and associated shop areas and CTTF runs between 6 to 8 classes per week with 15 to 20 students in each class. The proposed facility would increase the number of classrooms to 16, with associated shop areas with 8 to 12 classes each week with 15 to 20 students in each class. The total number of

anticipated students and staff on site per day will increase from 180 to 265 persons. The proposed floor plan is included in Figure 7.

**Figure 7: Proposed Floor Plan**





Classes regularly run from 7 a.m. to 4:30 p.m. Monday – Thursday. A typical weekly class schedule is provided in Table 1 and a more detailed narrative, including specifics on the current and proposed daily operations, is included in Exhibit B. Similar to current operations, the proposed new facility, would operate additional nightly and weekend training classes with up to 150 students at a time and class sizes of 20 to 25 students at a time. Nightly and weekend classes would include journeyman skill upgrade classes during the evenings from 5 p.m. to 9:30 p.m. and Saturdays from 7 a.m. to 4:30 p.m. Eighty percent of the training on weekends would be held in the outdoor training yard. In addition, the new facility would continue to lease room to the Cement Masons, who train on the weekends.

The proposed shop areas within the CTC would be constructed with double layer wood floors that allow students to nail and anchor into the upper layer of floor, which can be replaced as needed without damaging the lower permanent structural floor of the building. This will allow the majority of the hands-on training to be conducted indoors within the shop areas. As part of the weekly daily classes, training within the outdoor yard will be provided Tuesday through Thursday. Outdoor training would not occur during night classes. As proposed, outside training would typically occur on Tuesday and Wednesdays with clean-up and removal on Thursday each week. The goal is for apprentices to obtain as much hands-on teaching inside the new state-of-the-art shops with minimal outside training. Outdoor training would include training on layout and leveling with optical and laser instruments, framing, and forklift and aerial lift training. Typical temporary outdoor structures would be no higher than 3 to 4 feet for concrete foundation projects and no higher than 8 feet for wall framing projects. All temporary outdoor projects would be removed at the end of each week.

**Table 1: Proposed Typical Weekly Schedule**

<b>Group A Classes (weekly classes)</b>	<b>Classes per week</b>	<b>Students per class</b>	<b>Students per day (min-max)</b>
Carpenters	4-6	15-20	80-120
Drywall/Lathers	2-4	15-20	40-80
Millwrights	1	15	15
<b>Group A Sub-Totals</b>	7-11	15-20	135-215
<b>Group B Classes (quarterly classes)</b>	<b>Classes per Quarter</b>	<b>Students per Class</b>	
Acoustic Installers	2-3	10-15	
Insulators	1-2	5-10	
Hardwood Floor Layers	1	8-12	
<b>Group B Sub-Totals</b>	4-6 (1 class/week)	5-15	5-15
<b>SUB-TOTALS (per week) Group A + Group B Apprentices</b>	<b>8-12</b>	<b>10-20</b>	<b>140-230</b>
<b>Staff per day (admin/teachers)</b>			<b>30-35</b>
<b>TOTAL (Parking/day) (faculty + apprentices)</b>			<b>170-265</b>

### Outdoor Operational Noise

At the workshop, staff noted concerns regarding potential impacts the outdoor operations and noise may have on adjacent uses, specifically the assisted living facility to the east, and requested completion of a Noise Assessment prior to bringing the project back to the Planning Commission for recommendation. The applicant has submitted a Noise Assessment which is included in Exhibit B. The Noise Assessment concluded with the construction of the proposed 8-foot tall block wall along the southern property line, the anticipated noise generated within the outdoor training yard will comply with all requirements of the City's General Plan and all associated noise impacts would be reduced to levels below General Plan requirements with impacts less than significant.

### **Traffic Analysis and Parking**

A Traffic Impact Analysis (TIA), included within Exhibit B, was completed for the project which looked at the project as originally project consisting of an 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 which has been shown in Phase 5. The study was conducted for the purpose of identifying potential off-site traffic impacts, potential impacts to on-site access and circulation, and parking impacts. The potential impacts of the project were evaluated in accordance with the standards set forth by the City of Pleasanton.

### Off-site Traffic Impacts

As part of the TIA, three signalized intersections were evaluated, as identified below.

1. Santa Rita Road and Stoneridge Drive
2. Santa Rita Road and Mohr Avenue
3. Santa Rita Road and Valley Avenue

A project is said to create a significant impact if (1) it would cause the signalized intersection LOS to degrade below its level of service standard or (2) it would add 10 or more project trips to a signalized intersection operating below its level of service standard under no project conditions. Overall the study concluded the project as proposed would have no significant level of service impacts at the signalized study intersections under near-term or buildout conditions with or without the project.

### On-site Access and Circulation

The TIA evaluated the site access and on-site circulation for the proposed project with access to the site provided via two driveways on Santa Rita Road at effectively the same locations as the existing southernmost and northernmost site driveways. Based on observations of existing peak-hour operations at the main driveway, the TIA recommended the main (south) site driveway be widened in order to accommodate two outbound lanes (one left out and one right out turn lane) and one inbound lane, and the final design take garbage and delivery trucks into consideration when designing the final curb radii and/or lane widths. The applicant has revised the plans to incorporate these recommendations which have been reviewed by the City Traffic Engineer.

### Parking

The proposed project is to be completed in 6 phases. A parking analysis was conducted to determine the adequacy of the parking supply at each of the project's 6 phases of development. 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 considered the parking supply requirement to be 10 percent higher than the maximum surveyed demand with an effective design parking ratio of 1.46 parking spaces per enrolled student.

Although the TIA analyzed the use at a ratio of 1.46, staff believes this rate to be conservative. In addition, staff does not believe the TIA took into consideration the increase in students is not proportionate to an increase in staff. Although the student enrollment is anticipated to increase, the on-site administration and staff is not anticipated to increase at the same rate. In order to allow the greatest flexibility in designing projects compatible with the area and uses intended to be developed within a PUD, the Pleasanton Municipal Code (PMC) gives the Planning Commission and City Council the authority to determine appropriate amounts of parking that should be required. Staff believes it is appropriate to utilize the observed parking ratio of 1.33 stalls per student for this project. Using a 1.33 parking ratio, Table 2 below shows the parking supply and surplus or deficit for each phase.

**Table 2: Parking Analysis**

Phase	Students	Parking Required (1.33 ratio)	Proposed Supply	Surplus (Deficit)
Existing	145	193	266	76
1	145	193	130	(63)
2	145	193	180	(13)
3.1	207	275	242	(33)
3.2	230	306	269	(37)
4-5	230	306	332	26
6	230+Office	343	300	(43)

During all construction phases the on-site parking proposed will not be adequate to serve the proposed needs of the CTC. To address the shortfall of parking anticipated during various construction phases during the project, the applicant has indicated they will obtain off-site parking agreements at alternate locations and is proposing to provide a comprehensive parking plan and agreement prior to issuance of building permits that will require off-site parking to accommodate student, staff, and construction parking during construction. Staff has included Condition #2 requiring the parking plan be approved by the City and the parking agreements to be in place prior to issuance of any permits. The parking agreements must show the applicant would have the minimum number of parking stalls required as shown in Table 1 or reduce the number of classes offered during each phase of construction if off-site parking agreements cannot be obtained. Prior to approval, staff will review the proposed agreement(s) to verify the shared parking is acceptable. Once the CTC is complete, the project would include a total of 332 parking spaces, which staff believes is adequate to serve the needs of the CTC.

Once the office building is constructed, parking on-site would be removed and adjusted to include a total of 300 parking stalls. Parking would be shared between the two uses and not assigned. Parking requirements for the office building have been shown in Table 1 utilizing the



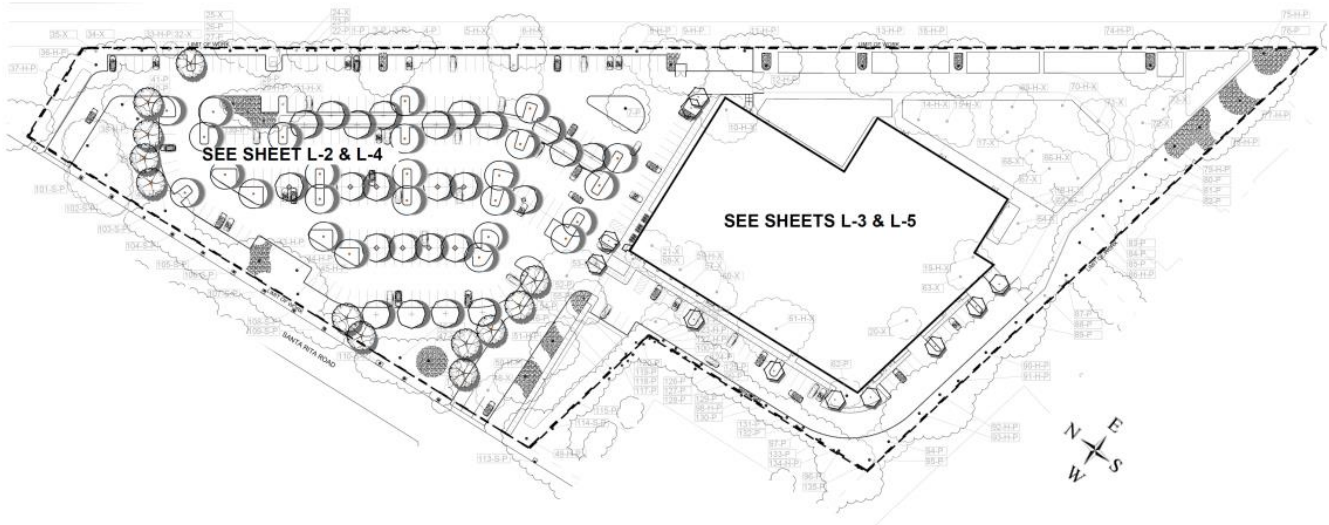
PMC requirement of 1 stall for every 300 square feet of building area. With an approximately 11,000-square-foot office building, 37 parking stalls would be required. Although the overall parking supply after the construction of the future office building would not meet the parking demand shown in Table 1, staff believes future bike and pedestrian improvements along Santa Rita Road to be designed as part of the next phase of the Bike and Pedestrian Master Plan, and conditions of approval requiring CTC and office employee public transportation and carpool/vanpool incentives will reduce the future parking demand below what is currently anticipated. Staff is satisfied adequate parking and circulation is provided with the proposed project to accommodate the proposed uses.

### Trees and Landscaping

An arborist report was prepared for the proposed project which specifies the species, size, health, and value of the existing trees on the site that exceed six inches in diameter. The arborist report (included in [Exhibit B](#)) indicates there are a total of 100 trees on-site and 36 trees off-site with canopies extending into the property. Of those trees, there are 46 Heritage Trees on-site and five Heritage Trees off-site. Based on the revised site plan, it is estimated approximately 33 Heritage Trees would be preserved and 13 would be removed, and 34 non-Heritage Trees would be preserved and 20 would be removed. This is an increase of 24 trees to be preserved (10 heritage trees and 14 non-heritage trees) in response to the Commission’s comments at the workshop. No off-site trees are planned for removal. Based on the current application, trees along the perimeter of the site along the Santa Rita Road street frontage and along the southeast property lines would be retained. The majority of the trees to be removed would be from the interior of the site.

The preliminary landscape plan includes a tree/plant palette of native and non-native species that are primarily drought tolerant. New trees and landscaping would be planted throughout the site parking lot including within proposed diamond-shaped tree wells and end-cap planter islands. There are also several stormwater bioswales that would be planted with low-growing shrubs and ground cover. Figure 8 shows the proposed landscape plan. More details are available in [Exhibit B](#). Overall, staff believes the proposed plant species, quantities, and sizes are adequate.

**Figure 8: Landscape Plan**



A condition of approval requires that prior to occupancy of the CTC, if the applicant has not obtained permits for the future office building and started construction, the applicant will be required to submit an enhanced streetscape plan that includes, but is not limited to: enhanced landscaping; design and dedication of public art; and new curbs and gutters. The streetscape plan would be required to be reviewed and approved by the Director of Community Development prior to occupancy of the CTC.

### **Grading, Drainage, and Storm Water Runoff**

As mentioned previously, the site is developed and is relatively flat, and the proposed project would not substantially change the existing topography. An “existing conditions” plan is included as part of Exhibit B on Sheet C1, and a preliminary grading and drainage plan is included on Sheet C2. The preliminary storm water management plan is also included and indicates several best-management practices are proposed for purposes of storm water quality control. Bio-retention planters are proposed in the parking area and along the boundaries of the property.

The City Engineering Department has reviewed the preliminary grading and drainage plan and finds it to be generally acceptable. A condition of approval requires the project to meet the requirements of the current Municipal Regional Stormwater National Pollutant Discharge Elimination System (NPDES) Permit.

### **Green Building Measures**

As required by the City’s Green Building Ordinance, commercial projects with 20,000 square feet or more of conditioned space must meet a minimum Leadership in Energy & Environmental Design (LEED™) “certified” rating, attaining at least 40 points on a project scorecard. The applicant has provided a preliminary project scorecard that outlines the green building measures proposed for the project. Some of the green building measures and features proposed as part of the project include: water efficient landscaping and reduction of water use, use of recycled content materials, use of regional materials, use of low-emitting materials such as adhesives and sealants, paints and coatings, and floor systems. With these measures in place, the project qualifies for 42 points, therefore meeting the minimum required points.

### **Future Office Building**

The application includes a future, single-story office building of approximately 11,000 square feet. The design of the future office building is not included as part of this application and would require future Design Review approval. Since the design of the future office building is unknown at this time, staff has included a condition of approval that would allow the final size of the office building to be between 8,000- and 18,000-square-feet in order to best meet market demand at the time of construction. The future office building has been conditioned to include the same general architectural style and design as the approved CTC building with the final size and design to be reviewed and approved by the Director of Community Development. The proposed office building would be limited to office uses only, but would not allow any medical uses which require additional parking than provided. Due to financial constraints the applicant is unable to commit to the construction of the office building. The site through Phase 5 with construction of the CTC has been designed to provide increased landscape areas and parking in the area of the future office building in order to provide an acceptable streetscape until the office building is constructed or if it is unable to be constructed. The conditions of approval limit the rights to construct the office building for 10 years from the construction of the CTC. In addition, if the office building is not under construction by the completion of the CTC

building, the applicant will be required to submit an enhanced streetscape plan including the dedication of a public art piece.

**PROJECT SITE ALTERNATIVES**

The subject parcel is a legally created lot zoned for the current CTC operations. The proposed use would comply with the allowed uses for the PUD and the replacement CTC and future office building and site improvements would be similar to the existing CTC building and site improvements shown on the PUD development plan. Alternatives for the site could include:

1. Proposing a CTC and future office building with a different design, shape, size, and/or location;
2. Undertaking no project, under which the existing CTC building would likely remain unaltered.

The first alternative wouldn't necessarily result in significant design or operational benefits, and/or an improved design. The second alternative would not be beneficial in the long-term because it would not allow CTC to expand their operation, would not allow for a new building with improved architecture and improved safety, energy efficiency and other Green Building measures required by current codes, and would not allow for on-site storm water treatment. Therefore, staff believes the proposed project represents an acceptable development scenario.

**PROS/CONS**

Pros	Con
Building design is architecturally compatible with the other buildings in Pleasanton, as conditioned.	Loss of a building adjacent to the street along Santa Rita Road.
Consistent with the allowed uses.	Demolishing a building that could be refurbished.
Provide opportunity to expand the existing CTC operations within a new building with improved architecture and low-water use landscaping.	

**PUD CONSIDERATIONS**

The Zoning Ordinance of the Municipal Code sets forth purposes of the Planned Unit Development District and considerations to be addressed in reviewing a PUD development plan; these purposes and considerations are discussed in this section.

**1. Whether the plan is in the best interests of the public health, safety, and general welfare:**

The proposed project, as conditioned, meets all applicable City standards concerning public health, safety, and welfare. The subject development would include the installation of all required on-site drainage and utilities with connections to municipal systems in order to serve the new development. The proposed development is compatible with the General Plan and zoning designations for the site and would be consistent with the existing scale and character of the area. In addition, the project will include Green Building measures; will provide for the future addition of photovoltaic



panels; charging stations for electrical vehicles; carpool and vanpool parking; will provide for pedestrian connections to Santa Rita Road; and will include on-site pre-treatment of storm water runoff in vegetative swales before discharge into the City's storm drain system.

Therefore, staff believes the proposed PUD development plan is in the best interests of the public health, safety, and general welfare, and this finding can be made.

**2. Whether the plan is consistent with the City's General Plan and any applicable specific plan:**

The site's General Plan Land Use Designation of "Retail/Highway/Service Commercial/Business and Professional Offices" allow for a varied mix of uses. The proposed CTC and office uses are consistent with this land use designation. The proposed FAR of 22% for the CTC and office on the site conforms to the 60% maximum FAR limit in the General Plan and is below the 35% average density. The project is not located in a specific plan area.

Therefore, staff believes the proposed development plan is consistent with the City's General Plan, and staff believes this finding can be made.

**3. Whether the plan is compatible with previously developed properties in the vicinity and the natural, topographic features of the site:**

The subject property is bordered by a variety of commercial and residential uses such as public storage, multi-tenant medical and professional office buildings, assisted living and memory care facility, and multi-family apartments. The proposed project would utilize the existing vacant yard area and construct the new CTC prior to demolishing the existing one. The new CTC would have similar building height as the existing building. The proposed use would be compatible with the surrounding commercial, office, and assisted living facility uses. The building height and massing would be compatible with the buildings in the vicinity. New landscaping would be installed to soften the building and help screen the parking areas from off-site views. The proposed development would require grading for the construction of the building and other site improvements. Grading conducted on the site will be subject to engineering and building standards prior to any development.

Therefore, staff believes this finding can be made.

**4. Whether grading takes into account environmental characteristics and is designed in keeping with the best engineering practices to avoid erosion, slides, or flooding to have as minimal an effect upon the environment as possible:**

The site is relatively flat with minimum changes in grades proposed. Erosion control and dust suppression measures will be documented in the building permit plans and will be administered by the City's Building and Safety Division. City building code requirements would ensure the buildings and parking lot are constructed on properly-prepared surfaces. Storm water runoff associated with the project would be treated and directed into the bio-retention planters before being released. The site is not located within an Alquist-Priolo Earthquake Fault Zone.

Therefore, staff believes this finding can be made.

**5. Whether streets and buildings have been designed and located to complement the natural terrain and landscape:**

As mentioned previously, minimal changes to the natural terrain are proposed. Development of the site would not make major topographical changes to the site's existing flat terrain, and proposed perimeter landscaping would protect and enhance the aesthetic character of the existing street system.

Therefore, staff believes this PUD finding can be made.

**6. Whether adequate public safety measures have been incorporated into the design of the plan:**

The improvements associated with this project would be consistent with City design standards. The new driveway entrances are located and configured to provide adequate line-of-sight viewing distance and to facilitate efficient ingress/egress to and from the project site. Adequate access would be provided to the lot for police, fire, and other emergency vehicles. The site would be required to meet the requirements of the Uniform Building Code, Fire Code, and other applicable City codes.

Therefore, staff believes this finding can be made.

**7. Whether the plan conforms to the purposes of the PUD District:**

The proposed PUD development plan conforms to the purposes of the PUD district. The primary purpose of the PUD district is to allow flexibility in the development of projects the City determines are in its best interest. Staff believes the proposed project implements the purposes of the PUD ordinance by providing an office building or enhanced landscaping adjacent to Santa Rita Road and a CTC building that is well-designed. In addition the project fulfills the desires of the applicant, and meets the City's General Plan goals and policies. The PUD process allows for ample input from the public and for an ultimate decision by the City Council regarding appropriateness of the proposed uses and development plan. Moreover, input from nearby property owners, residents, and tenants has been sought and obtained through a Planning Commission workshop; further opportunity for public comment will occur at the Planning Commission and City Council hearings.

Therefore, staff believes this finding can be made.

**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 four letters of support included in Exhibit D. 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. A Traffic Impact Analysis and Noise Assessment were prepared for the project and determined the new center and expanded operations did not create any significant effects peculiar to the project on- or off-site and, therefore, no environmental document accompanies this report.

### **SUMMARY/CONCLUSION**

Staff worked with the applicant to revise the proposal to address the Planning Commission's and staff's comments concerning site layout, streetscape, and appearance along Santa Rita Road. Staff has included conditions of approval to require additional enhanced streetscape improvements to be provided if the office building is not constructed along Santa Rita Road. Although the future construction of the office building cannot be guaranteed, staff believes the proposed development merits a favorable recommendation from the Planning Commission.

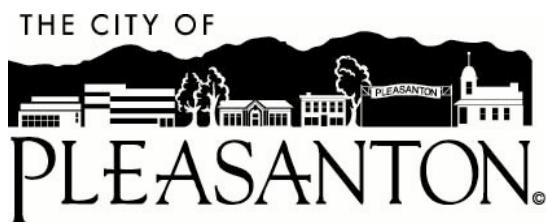
**Primary Authors:** Jennifer Hagen, Associate Planner, 925-931-5607 or [jhagen@cityofpleasantonca.gov](mailto:jhagen@cityofpleasantonca.gov).

**Reviewed/Approved By:**

Steve Otto, Senior Planner

Melinda Denis, Interim Planning Manager

Gerry Beaudin, Director of Community Development



## 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](#)

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### 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.

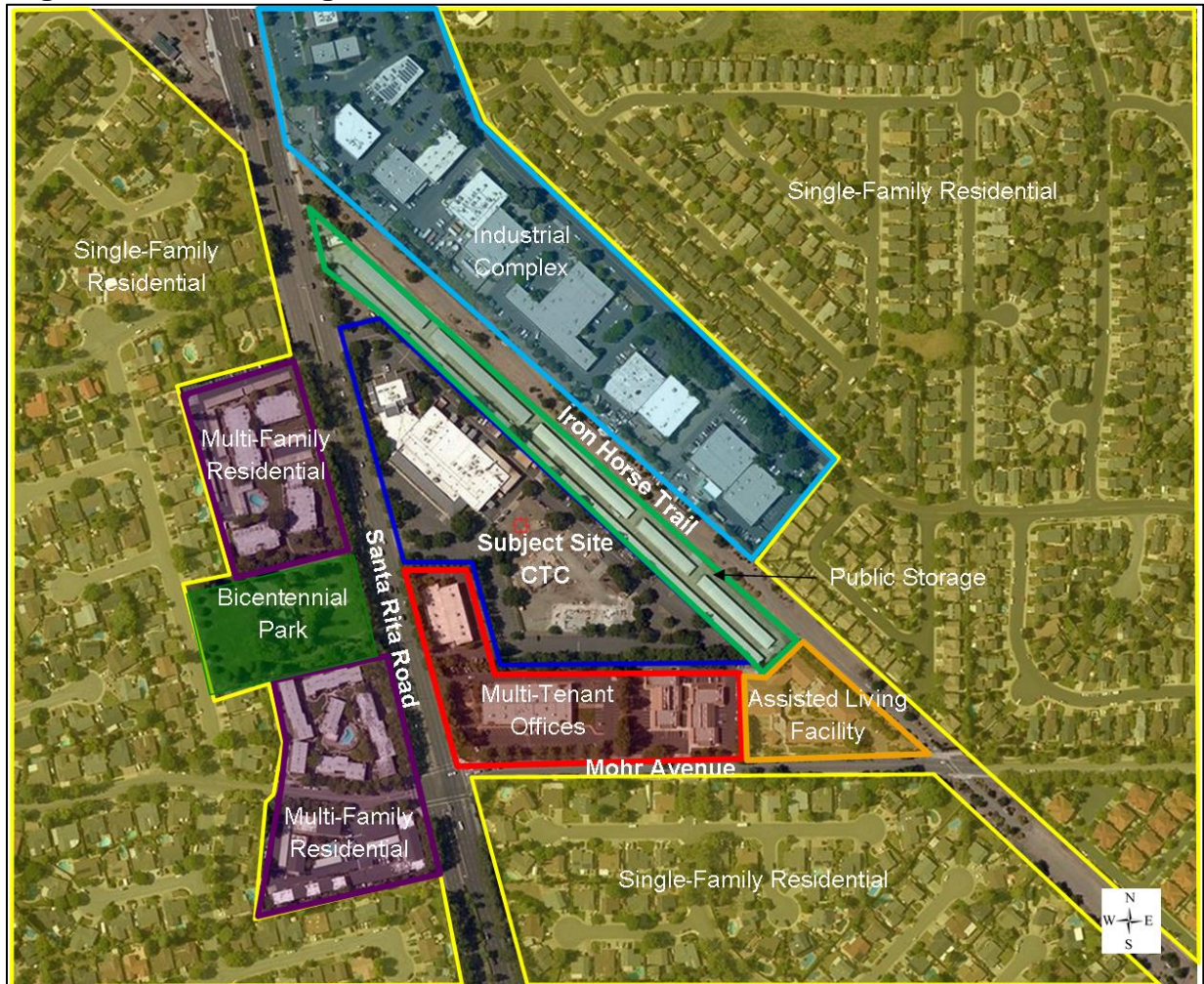
## **AREA AND SITE DESCRIPTION**

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

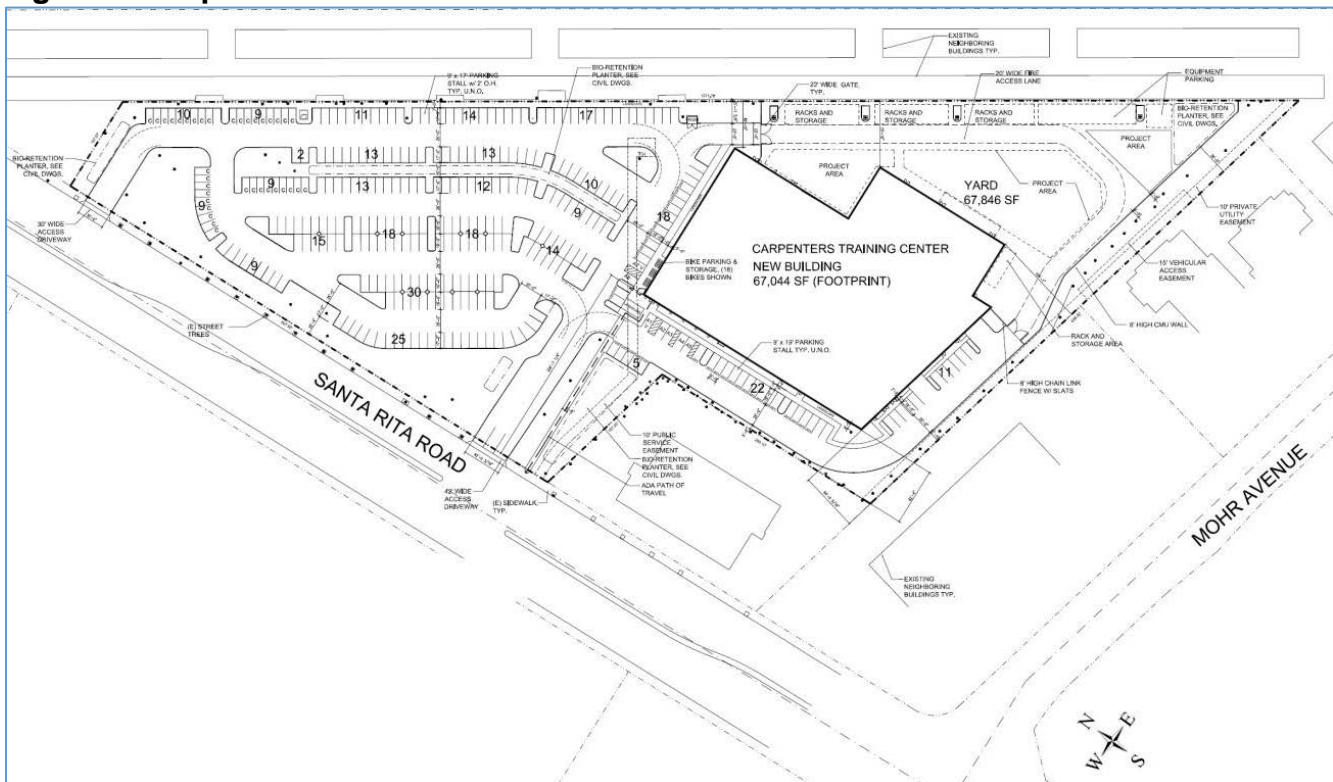


operation while the new facility is under construction, following which operations would be moved to the new facility while the old building is demolished and the parking improvements are completed. The phased approach, allowing operations to continue in the existing building while the new building is 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.*

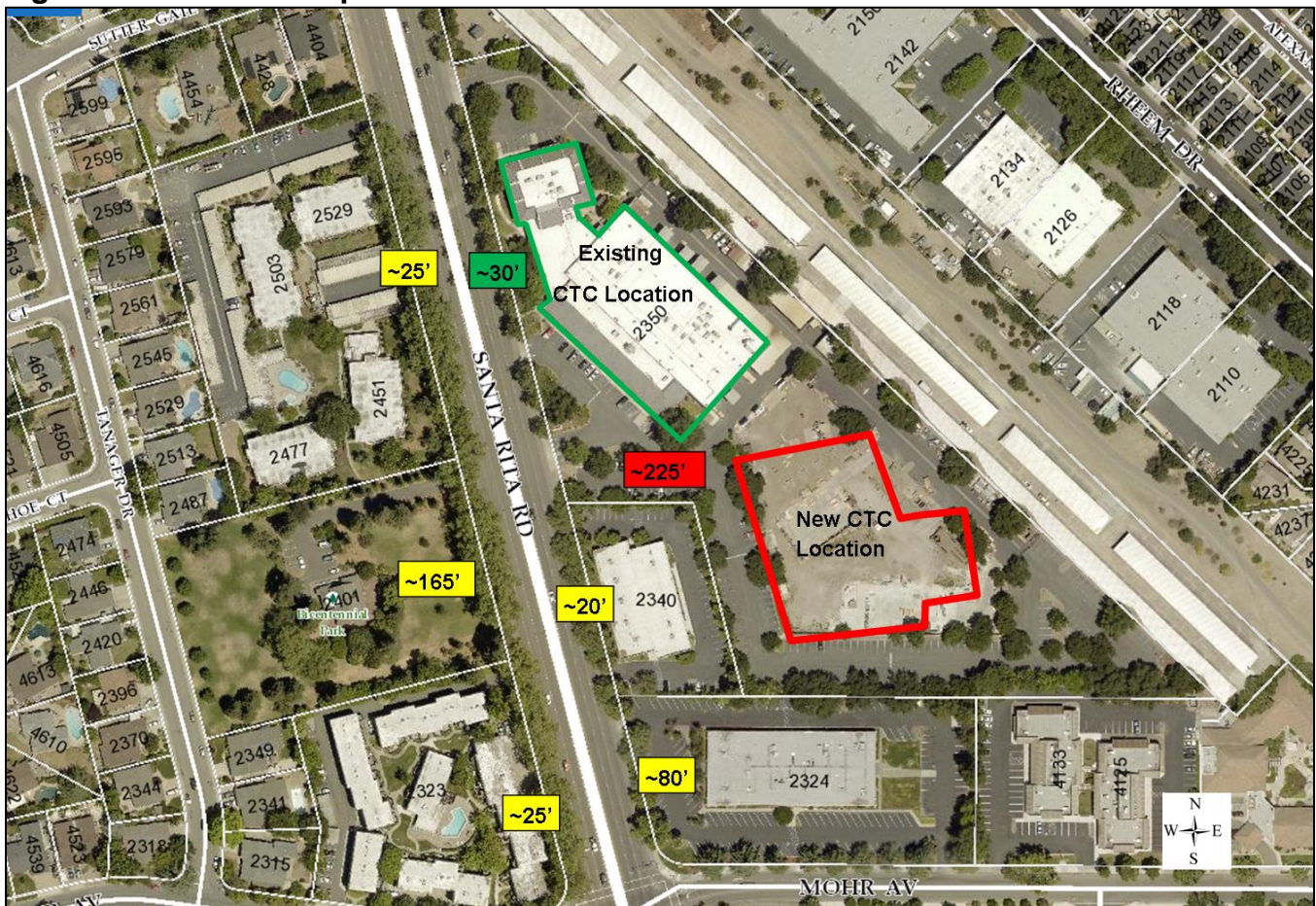
Analysis: While staff acknowledges the importance of locating key services and businesses such as the CTC along major arterial streets and highways, the City must also create consistent and compatible land use patterns and development that is consistent with the smart growth approach. As was reflected 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**

<b>Construction Phase</b>	<b>Students</b>	<b>Parking Required (1.46 ratio)</b>	<b>Proposed Supply</b>	<b>Surplus (Deficit)</b>
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.

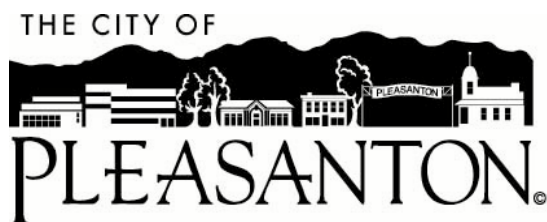
**Primary Authors:** Jennifer Hagen, Associate Planner, 925-931-5607 or [jhagen@cityofpleasantonca.gov](mailto:jhagen@cityofpleasantonca.gov).

**Reviewed/Approved By:**

Steve Otto, Senior Planner

Ellen Clark, Planning Manager

Gerry Beaudin, Director of Community Development



## Planning Commission Agenda Report

April 25, 2018  
Item 6.a.

- 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 March 14, 2018)
- 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 Approval](#)
  - B. [Project Plans dated "Received April 9, 2018"](#)
  - C. [December 13, 2017, Planning Commission Agenda Report](#)
  - D. [March 14, 2018, Planning Commission Agenda Report](#)
  - E. Minute Excerpt of the [July, 26, 2017](#), [December 13, 2017](#), and [March 14, 2018](#), Planning Commission hearings (to follow)
  - F. [Location and Notification Map](#)

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### RECOMMENDATION

At the Planning Commission's March 14, 2018 meeting, the Commission directed staff to prepare a resolution recommending approval of the project, and as such, the following actions are recommended:

1. Find that the proposed project is consistent with the development density established within the Pleasanton 2005-2025 General Plan and associated Environmental Impact Report (EIR) and, pursuant to the California Environmental Quality Act Guidelines, Section 15183, that additional environment review is not required because there are no project-specific significant effects which are peculiar to the project or its site;
2. Make the PUD findings for the proposed PUD development; and



3. Adopt a resolution recommending approval of Case PUD-125, subject to the conditions of approval listed in Exhibit A, 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 Dec. 13, 2017, and March 14, 2018. At the Dec. 13, 2017, meeting, the Commission directed the applicant to consider alternative phasing options to allow the proposed building to be moved closer to the street and continued the hearing to a date uncertain. After the December meeting, the applicant revised their plan to eliminate a proposed office building from their proposal; however, no alternative site design or building location options were submitted and the Carpenter's Training Center building remained at the rear of the site. At the March 14, 2018, meeting, staff was not supportive of the proposed revisions and continued to recommend the building be moved closer to Santa Rita Road. Since the applicant had indicated they were not willing to make this change, staff recommended the Commission deny the application. After discussion and testimony from the applicant, the Commission determined that the placement of the building could be found to be acceptable and directed the applicant to revise the project to add additional landscaping and screening features along the Santa Rita Road street frontage to better screen the proposed parking lot from view, provide public art along the frontage, and to provide additional visual renderings to illustrate the future Santa Rita Road street frontage. Subject to consideration of these revisions, the Commission directed staff to draft a resolution recommending City Council approval of the project with conditions of approval.

## **BACKGROUND**

The proposed project, to construct a new Carpenter's Training Center (CTC) facility to replace an existing facility on the same site, has been under review since March 2017. Process steps to date have included a Preliminary Review application, followed by a formal application in May 2017, Planning Commission workshop on July 26, 2017, and public hearings on Dec. 13, 2017 and March 14, 2018. During the workshop and hearing process, key issues have been the site design of the project, and particularly the location of the new building relative to Santa Rita Road, treatment of the frontage, and parking. Staff's recommendations supported the project overall, but reflected concerns that the new building sited on the southern portion of the property, would not provide a positive street presence along Santa Rita Road, and could be improved with a revised site plan. An iteration of the project presented to the Planning Commission at the Dec.13, 2017 public hearing proposed a secondary office building along Santa Rita Road to be built as a later project phase; however, the Planning Commission expressed concerns about the ability to provide sufficient parking for the additional use, and the uncertain timing for construction of the office building.

Additional information on the prior review process, and changes made to the project during that process, are outlined in more detail in the March 14, 2018 Agenda Report.

### March 14, 2018 Public Hearing

For the March 14, 2018, public hearing, the applicant submitted revised plans eliminating the office building and adding four compact parking stalls to increase the total number of parking spaces from 332 to 336. Staff was supportive of the CTC's continued use of this site and its expansion to accommodate the growing needs of the organization and believed the proposed building architecture was attractive and appropriate. However, in staff's view, the site design

and building location were not compatible with surrounding land use patterns in the area and were inconsistent with the General Plan and purposes of the PUD district and, therefore, recommended that the Planning Commission recommend denial of the application. At the conclusion of the hearing, Commission had consensus that with additional landscaping and screening features along the Santa Rita Road street frontage to better screen the proposed parking lot from view, the project could be supported. By a unanimous vote, the Planning Commission continued the public hearing and directed the applicant to revise their plans to enhance the landscaping, public art, and site screening along the Santa Rita Road street frontage and provide new renderings to illustrate the frontage changes. The Commission directed staff to draft a resolution recommending approval of the project with conditions of approval. The March 14, 2018, Planning Commission hearing agenda report and minutes are attached to this report as Exhibits D and E.

The applicant has submitted revised plans and renderings (Exhibit B). The revised plans include new stone “gabion-style” (wire boxes filled with rock – shown in Figure 1 of this report) walls and weathered steel screen panels along the Santa Rita Street frontage, a new art piece, and new visual renderings illustrating the Santa Rita street frontage. In addition, the applicant has reconfigured the entry driveway to allow greater visibility of the building’s focal point from Santa Rita Road.

#### **AREA AND SITE DESCRIPTION**

The approximately 8.13-acre project site is currently developed with the existing CTC, including administrative offices, classrooms and vocational training facility. The site has approximately 607 linear feet of street frontage along Santa Rita Road. Additional detail on the area and site is provided in the Dec. 13, 2017, and March 14, 2018, agenda reports, included as Exhibits C and D.

#### **PROJECT DESCRIPTION**

The project remains largely as previously proposed and reviewed by the Planning Commission in March 2018, 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. 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.

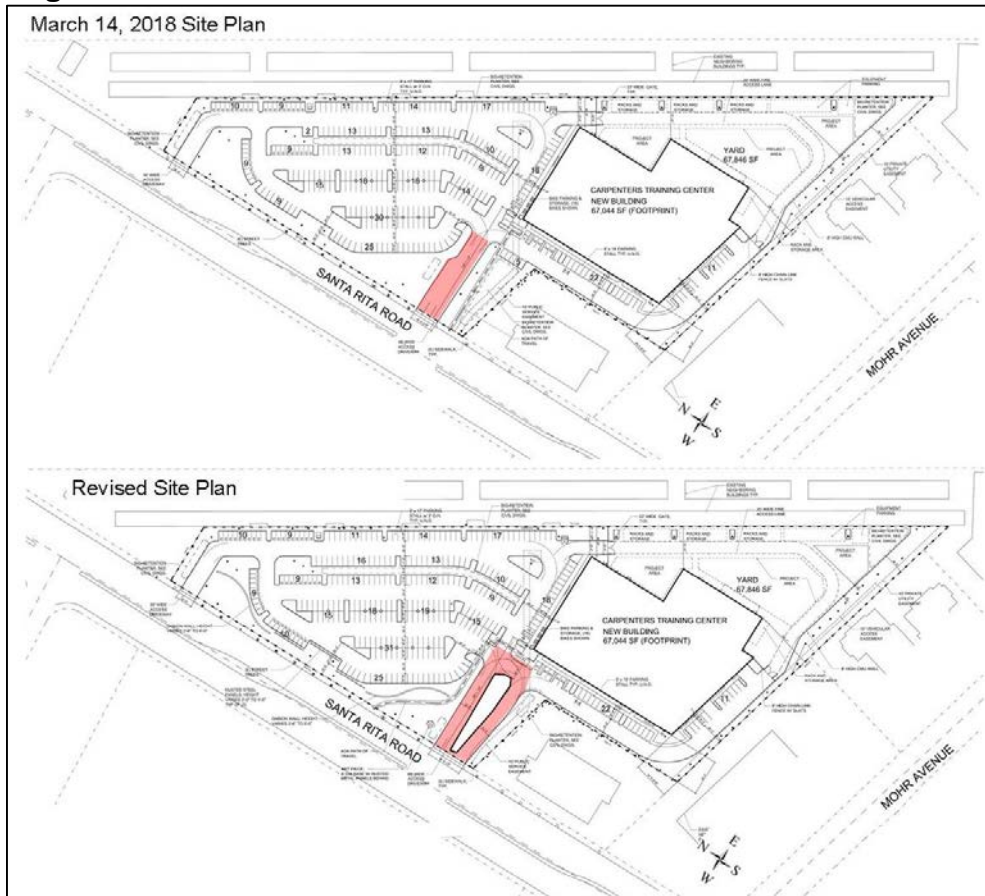
Since the March 14, 2018, public hearing the applicant has revised the plans to include new gabion walls, weathered steel screen panels, and a new art piece along the Santa Rita Street frontage. Examples of the gabion walls and weathered steel screen panels are shown below in Figure 1. The gabion walls will range in height from 3-feet 6-inches to 5-feet tall. The steel panels will range in height from 3-feet to 4-feet 6-inches tall. The two features will span the entire parking lot frontage along Santa Rita Road, screening the parked cars from view. The art piece is proposed to be a bronze sculpture depicting a carpenter at work located on a raised pedestal with faux wood tile base. The art will be placed in front of three weathered steel panels as depicted further in the report in the rendering within Figure 3.

**Figure 1: Streetscape Improvements**



In addition to the streetscape improvements, the revised plans have reconfigured the entry driveway to allow greater visibility to the focal point of the proposed building and including a divided landscape planter as shown in Figure 2 below that illustrates the previous site plan and the revised site plan. The modified entry driveway is highlighted in red. The reconfigured drive aisle resulted in a slight change in the parking configuration and stall type (standard vs. compact) make-up; however, the overall number of parking stalls remained unchanged. The new view from the street can be seen in the revised renderings shown in Figure 3.

**Figure 2: Site Plan**





**Figure 3: Revised Entry Views**



As requested by the Planning Commission, the applicant has submitted additional visual simulations illustrating the revised landscaping and streetscape enhancements at a pedestrian and street level view from Santa Rita Road as shown in Figures 3, 4 and 5.



**Figure 4: Pedestrian Street View**



**Figure 5: Motorist Street View**



As proposed, the site would include a total of 336 parking spaces. Parking stalls would include a mixture of standard stalls (290 spaces, 86 percent of total spaces) and compact stalls (46 spaces, 14 percent of total spaces). The attached Planning Commission agenda reports (Exhibits C and D) 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**

### Conformance with General Plan

The General Plan land use designation of the subject property is “Retail/Highway/Service Commercial/Business and Professional Offices.” The proposed commercial use is consistent with this land use designation. Below are some of the applicable General Plan Goals, Programs, and Policies:

- Land Use Element Program 2.2: Encourage the reuse of vacant and underutilized parcels and buildings within existing urban areas.
- Land Use Element Policy 4: Allow development consistent with the General Plan Land Use Map.
- Economic and Fiscal Element Goal 2: Sustain the community’s quality of life with a vigorous and diverse economy.
- Economic and Fiscal Element Policy 5: Focus City efforts on supporting and assisting Pleasanton businesses success.
- 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.
- 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
  - Shared parking
- 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.

In order to approve the project, it must be found to be consistent with the General Plan, including the site’s land use designation, and applicable General Plan goals and policies. At the March 14 public hearing, staff had identified several general plan policies with which the project may be inconsistent, including the above-listed Community Character Element Policy 1.5, requiring new commercial buildings to incorporate attractive architecture and site design; Program 15.3, requiring pedestrian amenities and orientation of buildings to transit; and Policy 22 and Program 22.1, encouraging public art. The agenda report also referenced general provisions of the Zoning Ordinance, which implements the General Plan, related to fostering harmonious land use patterns, and enhancing the appearance of the city.

However, the Planning Commission did not agree with this determination, instead concluding that the project, with enhancements to the landscaping and street frontage, and given the relative length of the frontage to the entire Santa Rita Road corridor, would not raise these General Plan consistency concerns; staff was thus directed to prepare a resolution for approval of the project, which would include the necessary findings of General Plan conformance.

It should be noted that the General Plan includes a broad range of policies, reflecting and supporting various community values and priorities. These values and priorities are sometimes competing or need to be considered in balance – for example, supporting economic development and new investment, while also controlling the amount, type, character, and location of new development, which might be more costly or restrictive for the developer. A determination of policy consistency can also be to some degree subjective, with, ultimately, the Planning Commission and City Council determining whether the findings can be made, based on facts and information in the record.

The redesigned streetscape modifications have incorporated attractive and well-designed site features along the Santa Rita frontage, intended to meet the policy requirements of the General Plan. However, although additional landscaping and site screening is always encouraged, staff continues to have concern that that the proposed approach does not provide the same consistency or degree of street presence as would be provided by a structure or building along Santa Rita Road, a wide, multi-lane arterial. Staff continues to believe that the proposed site layout would continue to present an overly auto-oriented character along the corridor, replacing the existing street-fronting CTC building with an expanse of parking, and with setbacks inconsistent with the pattern of development along this portion of Santa Rita Road.

Nonetheless, as designed with the inclusion of the enhanced improvements and landscaping, (subject to review of the new landscape plan and exhibits), and based on the Planning Commission's prior direction, the draft resolution includes findings of conformance with the General Plan, including that the project, as revised, appears to be generally consistent with these goals, policies, and programs and the uses on the site are consistent with the land use designation. The project is located along Santa Rita Road, a main city thoroughfare, as revised will provide an enhanced streetscape along Santa Rita Road including landscaping with substantial new tree and shrub plantings, and decorative gabion walls and weathered steel panels that would provide visual interest along the street and would screen the new parking lot. The findings also note that the applicant is also proposing to install a new public art piece, subject to review and approval by the City's Civic Arts Commission prior to installation, along the Santa Rita Road street frontage as required by the General Plan.

In other respects, including building design, parking, and traffic, staff concluded that the project, as conditioned, would meet all General Plan and other related requirements. This analysis is provided in the Dec. 13, 2017 and March 14, 2018 Agenda Reports.

### **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 compatible with

developed properties in the vicinity. For similar reasons to those outlined with respect to General Plan conformance, above, staff concluded that the findings for PUD approval could not be made. However, the Planning Commission did not agree with staff's determination, and, based on the direction provided, the attached draft resolution for approval includes findings of conformance with the PUD considerations.

## **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 F. 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 building 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, staff has provided the attached resolution for Planning Commission consideration, recommending the City Council approve Case PUD-125. However, if the Planning Commission does not find that the revised plans have adequately addressed all concerns, the following alternatives 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 April 9, 2018, with conditions requiring modifications to address any outstanding concerns.
2. After review of the new landscape plan and exhibits, find the necessary findings of General Plan conformance could not be made and recommend the City Council deny PUD-125, reflecting the findings and resolutions previously presented to the Planning Commission on March 14, 2018.

## **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 appears be inconsistent with land use patterns with development in the area, and despite the addition of enhanced landscaping and public art,

staff is concerned that the project would not provide an appropriate degree of street presence along Santa Rita Road.

Nonetheless, as designed with the inclusion of the enhanced improvements and landscaping, (and subject to review of the new landscape plan and exhibits), and based on the Planning Commission's prior direction, the draft resolution, attached, reflects a recommendation for approval to the City Council of Case PUD-125.

**Primary Authors:** Jennifer Hagen, Associate Planner, 925-931-5607 or [jhagen@cityofpleasantonca.gov](mailto:jhagen@cityofpleasantonca.gov).

**Reviewed/Approved By:**

Steve Otto, Senior Planner

Ellen Clark, Planning Manager

Gerry Beaudin, Director of Community Development

**PUD-125, Carpenter's Training Center**

**Workshop to review and receive comments on an application for a 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 Facility (CTF) building and outdoor training and storage yard, and a pad for a future, approximately 17,000-square-foot office building with associated site improvements located at 2350 Santa Rita Road. Zoning for the property is PUD-O/C-C (Planned Unit Development - Office/Central Commercial) District.**

Jennifer Hagen presented the Staff Report and described the key elements of the proposal.

Vice Chair Nagler asked staff to clarify the nature of the outdoor training.

Ms. Hagen responded there would be no change from the current activities or hours, which include for example concrete masonry, framing, and electrical power tools. She clarified that the current PUD restricts power tool use but discovered that the Carpenter's Training Facility (CTF) had been using them for many years without complaints.

Commissioner Allen asked staff to what degree the Commission should be endorsing the subdivision of the site.

Ms. Hagen asked the Commission to consider the overall site concept and noted the traffic and parking analysis will be provided at the next Planning Commission meeting.

Commissioner Brown asked if the future office building was intended to be used by CTF or if it would be sold or leased to a different tenant.

Ms. Hagen said CTF would like to sell the building to be developed separately.

Vice Chair Nagler asked how many parking spaces are required under the current PUD for CTF.

Ms. Hagen answered the original approval was for 430 which was later revised to 266 through the approval of a PUD Minor Modification. The Pleasanton Municipal Code (PMC) required 215 spaces.

Commissioner Allen asked how many of those parking spaces are typically occupied and if staff knows how many people are using alternate modes of transportation such as biking or carpooling.

Ms. Hagen replied that according to the submitted narrative approximately 180 stalls are occupied during peak hours and that staff does not know the means of transportation. She assured Commissioner Allen that with the completion of the Traffic Impact Analysis the proposed parking would meet the PMC requirement.

Vice Chair Nagler asked if there would be adequate parking available during all phases of construction.



Ms. Hagen said yes and explained that once the Traffic Impact Analysis was completed staff would work with the applicant to make sure adequate parking would be available during all construction phases. For example, some training may need to be moved off-site during construction if parking is not sufficient.

### **THE PUBLIC HEARING WAS OPENED.**

Curtis Kelly, a regional representative for CTF, spoke on the history and future goals of the organization.

Commissioner O'Connor asked why the existing building would not be demolished prior to the construction of the new building.

Mr. Kelly replied the space is required for operations to continue because the other campuses are already impacted or are too far away (Fresno). He explained how three programs would be moving off-site to Fairfield whereby alleviating some burden on Pleasanton.

Steve Guest, architect, added commentary on how the existing building has a disproportionate amount of office space to shop space and how the new building, while not the best footprint to work with, will allow for more shop space.

Vice Chair Nagler asked the applicant team to explain the timing and plans for the office building.

Mr. Guest replied the construction timing is unknown and that in the meantime it will be a graded pad.

Commissioner Allen asked if any consideration was given to keeping the CTF facing Santa Rita Road.

Mr. Guest responded the building didn't fit well in the space.

Vice Chair Nagler asked if the needs could be met across several buildings, in a campus-like design.

Mr. Guest replied it is more cost effective to build one building.

Commissioner Allen asked if it were necessary to downscale the on-site classes, what would be the alternate locations for students to take courses.

Mr. Kelly reiterated how the other campuses are all impacted and therefore there would not be any ideal off-site location.

Commissioner Brown asked if all classes have shop components or if some classes could be taught in classroom-only settings.

Mr. Kelly answered CPR and blueprint classes are classroom only courses, however, most courses require shop components as defined by state curriculum requirements.

Commissioner O'Connor asked the applicant to comment on the reasoning for leaving the pad unpaved, restricting future development layouts, with full knowledge that staff is concerned about the presence on Santa Rita Road.

Mr. Guest replied the applicant team would be willing to discuss layout options with staff to stretch the frontage on Santa Rita Road.

Vice Chair Nagler addressed the noise concern mitigation measure of building a sound wall and asked the applicant team if they would be flexible on the location of the outdoor training yard.

Mr. Guest explained how the location was chosen for accessibility to the rear of the building where equipment can be locked and stored and near classrooms to minimize the distance the students need to travel throughout the class. He added how the corner of the yard is not usable learning space but is used for bioretention, and that fire access must be considered. Mr. Guest also commented on the height of the wall, explaining how the wall is 8 feet tall but that the CTF property is roughly 4 feet higher than the adjacent assisted living facility property making the wall effectively 12 feet tall.

Commissioner Allen asked how close the nearest residents are to CTF's other facilities.

Mr. Guest answered there were no comparable layouts.

Ben Dutere, a nearby employee, spoke in support of the project.

Rocio Overa, a resident and student of CTF, spoke in support of the project.

## **THE PUBLIC HEARING WAS CLOSED.**

### *Discussion Point #1*

*What refinements to the site plan could improve the project?*

Commissioner Brown commented that he liked the design of the building but was hesitant to leave the large frontage on Santa Rita Road unoccupied or occupied by parking for an unknown length of time. He agreed that the site is oddly shaped but said; aside from maintaining current operations he doesn't see anything precluding the applicant from shifting the yard away from the adjacent assisted living facility.

Commissioner Allen agreed with Commissioner Brown, and added that she would like to see design alternatives at the next hearing. Specifically, she asked to see design alternatives with the CTF building being the focal point on Santa Rita Road. Commissioner Allen also commented on the trees and asked the applicant to consider preserving more of the Heritage Trees along the border of the property, particularly numbers 1 – 16 on the plans, the trees that back the Iron Horse Trail and on the side by Mohr Avenue.

Commissioner O'Connor agreed with the comments regarding the building frontage on Santa Rita and the Heritage Tree preservation. He added, however, he did not want to burden the applicant to the point they would consider leaving Pleasanton as they are a

valued tenant. Commissioner O'Connor asked the applicant if the wall that goes behind the medical building stops at the far right corner of the lot.

Mr. Kelly responded the wall behind the storage facility is against the CTF property line so it would dovetail into it, however, if a cyclone fence were permitted rather than a wall then the trees could be preserved. He explained how noise mitigation was of greater concern than tree preservation and therefore the trees were marked for removal.

Commissioner Allen asked Commissioner O'Connor how he is able to consider the future building without knowing if or when it will ever be developed.

Commissioner O'Connor replied that while he doesn't know what the future building will look like he doesn't want to see an unpaved pad on the site which would restrict future development. He explained his preference for landscaping and paving in a way that would encourage future development.

Vice Chair Nagler agreed with Commissioner O'Connor's comment on not becoming so rigid that CTF would leave Pleasanton. He explained to the applicant that the concern is less about ultimate site design and more about timing. Vice Chair Nagler said the concern is an empty space on a highly trafficked corridor for an undetermined length of time. He gave the applicant three options to explore: (1) explore the feasibility of a campus and whether it could provide all the spaces at full build-out that CTF could occupy or lease out; (2) construct the building as proposed, demolish the existing building, and provide a community benefit on that vacant site, such as a park or landscaping, until the site gets developed; and (3) proceed with the entire project and not phase the construction of the buildings – keep the existing building, build the new building, tear down the existing building, and immediately construct a building on Santa Rita Road.

Mark Taylor, investor's group representative, responded to the Commission's comments stating the applicant team did not spend much time on the design and layout of the front office building, however, they understand now that it is a top concern. He told the Commission the applicant is not set on the proposed design and would be willing to provide alternatives to the Commission.

Vice Chair Nagler encouraged the applicant to work with staff on alternatives.

Commissioner Allen commented on the Traffic Impact Analysis and how the type of development that occurs could change the report and potentially double the current traffic, so until the report comes out it's unclear whether or not the Commission would want to approve a subdivision for a retail or office building.

The Commission unanimously agreed with Commissioner Allen's comment.

Commissioner Brown added that of the three options Vice Chair Nagler presented he is in favor of option three, pending the results of the Traffic Impact Analysis, and that he would prefer to approve the entire project as one PUD.

Commissioner Allen mentioned she is in favor of the campus design.

Discussion Point #2

*Are the design, colors, materials, and height of the proposed CTF building acceptable?*

The Commission unanimously provided compliments to the architects and support for the design, colors, materials, and height of the proposed CTF building.

Discussion Point #3

*Does the Commission have any initial feedback on the proposed outdoor operations?*

The Commission unanimously agreed on a request for a noise study for the sound block wall to assess whether or not it would successfully mitigate noise impacts of the activities that would occur in the yard.

Discussion Point #4

*What other information would assist the Commission in its decision on the proposal? Do you have any other comments on the project?*

Commissioner O'Connor reiterated his previous comment in support of a multi-building or campus type design.

Commissioner Allen asked staff to address parking concerns, especially during construction phases, and to consider construction crew and equipment storage in their analysis. She also suggested consideration of a bike corral or on-site showers to encourage students and/or employees to bike.

Vice Chair Nagler agreed with the previous comments and acknowledged that the Traffic Impact Analysis report would determine any parking challenges.

**PUD-125, Carpenter's Training Center (CTC)**

**Application for Planned Unit Development (PUD) development plan approval to demolish an existing 67,000-square-foot building to construct a new 87,000-square-foot two-story Carpenter's Training Center and pad for future 17,000-square-foot office building with associated site improvements located at 2350 Santa Rita Road. Zoning for the property is PUD-O/C-C (Planned Unit Development - Office/Central Commercial) District.**

Associate Planner Jennifer Hagen presented the agenda report.

Commissioner O'Connor asked what provides assurances that the other office building would be built along Santa Rita Road.

Mr. Beaudin explained the way the conditions are written, at the discretion of the applicant, the intent is to move forward with the office building or to provide additional landscaping and public art on the site to improve the Santa Rita frontage.

Commissioner Nagler asked staff to discuss conversations staff had with the applicant following the Commission's workshop where interests were explored that resulted in tonight's application.

Mr. Beaudin relayed that staff met with the applicant and extensively discussed the Santa Rita frontage. There were fundamental issues from a business perspective that the applicant was not fully aware of at the workshop and the applicant was looking to continue to operate out of the existing facility and have a same day turnover between buildings. Additionally, the size of the building translates to a parking requirement and staff explored a longer-term solution for building frontage on Santa Rita and the possibility for shared parking or flexibility with parking requirements. They reviewed a development agreement with the knowledge that the building closer to Santa Rita Road might not come with the initial project, and staff moved to a choice scenario to try and achieve the building with the initial project and include the public art requirement as a way to create an alternative that might be acceptable to the Commission.

Mr. Beaudin explained that the applicant could discuss tax reasons and other issues when becoming a landlord and some of the challenges they had expressed at the workshop, which include maintaining mobile operating procedures at the existing facility. These create logistical challenges for construction and, ultimately with the new facility.

Commissioner Brown asked and confirmed with Ms. Hagen that 32 spaces are lost with the office building, a demand is added for 36, and this is the reason there is a deficiency of 68 spaces. He also confirmed that the parking at 332 is approximately right-sized for CTC without the office building, but once the building is built, the parking becomes insufficient.

Commissioner Allen referred to parking adequacy with CTC and she asked if this assumes 1.33 parking ratio, which does not include any buffer which was recommended by the transportation expert of 1.46.

Ms. Hagen clarified that 1.46 is deficient 4 parking stalls if the office building is never built, and this is why it is generally consistent with the traffic study.



Commissioner Allen asked if there was any room for error on parking, given they are estimates. She cited later problems with the need for more parking and asked where people would park as a backup plan.

Mr. Beaudin said with the 1.46 estimate the applicant is already 10 percent above the parking requirement for a project like this. If they run into parking issues they could discuss the number of students coming and going and consider other transit options.

Ms. Hagen added that the site as designed does not include any compact stalls and if parking was a concern in the future, re-stripping for compact spaces could provide additional spaces.

Commissioner Brown referred to page 8 of the agenda report which states, "Once the CTC site is complete it would include parking stalls, a mixture of standard and compact."

Ms. Hagen clarified that the workshop plan included compact spaces but the final revised site plan before the Commission does not include them.

Commissioner Brown asked what the typical mix was for compact and standard spaces.

Ms. Hagen stated per code, applicants could utilize up to 40 percent of compact spaces.

Mr. Beaudin added that the City's mix is closer to single digits in projects for compact parking, and staff reviews this on a case-by-case basis.

Commissioner Brown asked if the 12,000-square-foot building was one or two stories and whether it was possible to have underground or ground floor parking.

Ms. Hagen said these are all potential options. As shown, it is the footprint of a single story, 11,000-square-foot building up to 30 feet tall or two stories. The applicant could condense the footprint in Phase 6 to accommodate additional parking or consider unique parking designs or other options to gain the extra spaces within the footprint.

Commissioner Nagler asked about the current landscape conditions and the proposed landscape plan after Phase 5, voicing concerns with views from the street.

Ms. Hagen noted that the majority of landscaping along the street and project frontage will be retained. As conditioned, the City will require public art which will most likely include additional trees.

Commissioner Ritter questioned alternatives and deficiencies in parking during phases.

Mr. Beaudin explained that the recommendation in the staff report is to approve the project based on findings and subject to conditions of approval, but staff received comments and questions about the lack of a requirement with "teeth" to have the office building on Santa Rita as well as potential parking deficiencies during construction and at potential full buildout should the office building be constructed.

He stated Figure 2 of the staff report shows the deficit that exists at various stages of construction based on the 1.33 parking ratio. At ultimate buildout, the deficit does reach 70 spaces with the higher parking ratio.

Chair Balch asked and confirmed with staff that Alternative 1 is to entirely change the site plan which would not include the smaller office building because the proposed building would be the feature building on Santa Rita.

Chair Balch and Commissioners recited individual disclosures on the project and Chair Balch called on the applicant team to present.

### **THE PUBLIC HEARING WAS OPENED.**

Stephen Guest, RMW Architects/Applicant, introduced their project team members: David Crawford, project architect; Bob Alvarado, Executive Officer of the Northern California Carpenter's Regional Council; Curtis Kelly, Northern District Manager; Mark Taylor, McMorgan and Company; and David Blackman, RMW Architect's land use attorney.

Mr. Guest explained their focus to arrive at a conclusion that works for the carpenters on the site, to build their training facility and meet City requirements.

Bob Alvarado, Executive Officer, Northern California Carpenter's Regional Council, stated they have been at the existing site since 1981 and he spoke of the need for phasing and said they agreed to build an office building. He referred to his concern with Condition 6A which interferes with the idea of phasing, and they hope for a condition that allows them to return to design review within five years, given the need for phasing. The time would allow them time to save \$4 to \$5 million for the smaller building. He agreed with the upgraded landscaping and asked that they be able to work with the City on the time between completion and construction of the new office building. They can determine the number of students getting picked up, those driving and those who carpool, and agree to work with the City.

Chair Balch said parking has come up as an issue. At Phase 6 when the office building is completed there will be 68 spaces. The City of Pleasanton charges approximately \$20,000 per space for in-lieu fees and they consider parking very important. He asked if the applicant could discuss compact spaces.

Mr. Guest said one of the things the traffic study did was create the factor which is based on cars per students and cars driven by the faculty which are calculated into the student factor. Projecting this forward does not acknowledge that the faculty will not grow proportionally with the student body. If they can get the factor down to 1.26 versus 1.46, then parking with the future office building comes very close to the balance.

David Crawford, Project Architect, said there are currently 35 faculty members to 180 total students. At buildout, the parking ratio will be lower, as the 336 required spaces would drop to 290 for the center alone. He explained that if they could receive some accommodation for delaying building the office building in the future, as the student load grows and parking ratio lowers, the project comes closer to being viable. They will also have a period of time to validate this with further study of actual parking. He also noted that other training facilities in Northern California which park at 3.2 per 1,000 square feet which works for them.

Allison Wong, Congressman Eric Swalwell's office, expressed support for the project and cited the need for educational expansion in the Tri-Valley area.

Mark Schershel, Contractors and Employers Association, said he serves on their training committee and voiced support and approval of the project.

Paul Sanftner, Supervisor Nate Miley's office, said Supervisor Miley wrote a letter of support for the project on August 25 to the Commission and said he was excited to have the project move forward.

Cindy Chin, Assemblywoman Catharine Baker's office, said Assemblywoman Baker has also written to the Commission on August 28 and reiterated her support of expanding the facility. The facility provides opportunities to non-college bound high school graduates and partners with community based organizations, school districts and college districts. The project will continue to provide a valuable service to the community and she asked for approval.

Frank Nunez, CEO, Wall and Ceiling Alliance, Pleasanton, stated they have partnered and worked with the carpenters for decades and depend on their training expertise and skilled labor. They have partnered with the training program, provide assistance and have benefitted greatly from it, as does the community. He did not believe parking to be a problem on the south end of town, thinks their alliance is able to share some spaces, and he encouraged the Commission to support the project.

David Mitchell, Apprentice carpenter, spoke in support of the future training center and explained how the center provided a much needed service for him when he got out of the military to build a career. He asked for the Commission's support for the project as proposed.

Rick Stout said he also was in the military and when he got out he did not have the experience to get a corporate or warehouse job. The program helps people facilitate the transition from military to civilian, teaches vital skills for a career and carpenters build communities. He spoke of various safety measures and workers and asked for support of the project.

Rocio Olvera, Pleasanton, said she is a 17-year old apprentice currently attending carpentry classes and voiced complete support of the new project.

Bob Alvarado agreed that their team could review compact parking to add 8-10 spaces, voiced his willingness to work with the City and Commission on the parking and said they need some time. They are a non-profit organization, pay 38 percent on unrelated business income and have a limited budget. However, if a building needs to be put on Santa Rita Road to get the project done, they will work with the City to accomplish this.

Vice Chair Nagler said the first alternative raised by staff was to solve the street frontage issue by putting the building on the street. The implication of that is that they cannot remain in the current building during construction. While expensive and difficult, he asked if the applicant has considered this seriously as an alternative such as using other training centers temporarily or working out of another location.

Mr. Alvarado said they have considered this and found that the facilities in Fairfield, Morgan Hill, and Hayward are maxed out, and Fresno is too far away. They must have a building that has shop space, parking and classrooms and this area works for them.

Commissioner Ritter asked what percentage of students drive or use BART.

Mr. Alvarado said it is difficult for students to take BART because they need their tools. Those here for multiple days can use a small toolbox but it is difficult for them to get from BART to the center which is an issue with carpools, as well.

Commissioner Allen said she very much wants a street presence and referred to design alternatives for the building. She asked if any design alternatives have been explored to demolish the existing building and still have enough foot print to build the new CTC if there was not the office building.

Mr. Alvarado stated they are full and limited. He explained the way they train is that students drive to the center with their tools. They have four classroom hours and they walk from those classrooms to the shop. One alternative early on was to make a campus style but this does not work for them.

### **THE PUBLIC HEARING WAS CLOSED.**

#### **BREAK**

Chair Balch called for a break at 8:30 p.m. and thereafter reconvened the regular meeting.

Chair Balch stated he fully supports the concept and would like to confirm CTC can park the site appropriately, noting the applicant is short 60 to 70 parking spaces.

Commissioner Allen said she also supports the concept of CTC and would like a design she could support which provides an important service to the community. Her two concerns are the parking issue and the second is the need for a more prominent street presence. She noted Pleasanton does not have many properties this large that have an opportunity to be redeveloped, especially on a busy street. She likes the new building which is superior to the existing building but said people will not see the building but instead, a huge parking lot. She noted high schools and other institutions sometimes must rebuild because of earthquakes, fires, or safety issues and they find ways to do it while keeping the school running, sometimes by using portables. She voiced disappointment that there was not more movement based on the strong request of the Commission to create a vital street presence, especially with the CTC building and suggested more work to arrive at solutions to make this a win/win.

Commissioner O'Connor echoed comments by Commissioner Allen, believes there is space to build while the old facility is still running, and thought portables might be considered as an alternative. If the main facility were built on Santa Rita Road there would not be a parking problem.

Commissioner Ritter clarified there would not be such a parking issue if the main facility were built closer to the road and asked if the secondary building could be designed with either rooftop parking or something similar to the Rose Hotel.

Mr. Beaudin replied that staff has not explored this option but he would anticipate the costs of these improvements to be prohibitive.

Commissioner Ritter suggested staggered training times which might change the parking ratio; however, he was not sure this was possible or not. Generally, he supports the training program



and hoped for solutions to make the project work. He also asked staff and the applicant to again review parking ratios given there were different percentages identified.

Vice Chair Nagler referred to the idea for rooftop parking and questioned whether the applicant could build what would have been a two-story building but make it a three-story building with the ground floor being parking. He asked how this would be such an additional engineering feat and expense.

Mr. Beaudin explained that the parking structure and piers are usually a concrete structure even when it is at grade, and it is expensive.

Vice Chair Nagler said this is an incredibly important project for the City and believes the Council and Commission are trying to find ways to approve the project. He anticipated seeing creativity in the response from the applicant based on what was discussed in the workshop and was disappointed with what was being returned as a parking lot with a building in the distance behind it. He thought all of the reasons for this have been well-articulated but the fact is that the Planning Commission must be concerned with not only how important the project is but whether this is the proper land use for a very prominent and important property on Santa Rita Road. He felt there were two ways to approach the challenge; one is to have the new building on Santa Rita Road and put up portables as a way to temporarily house the training and use the outside yard. The other is, if the building is to be where it is and if there is to be parking where proposed, he did not know what this would look like with public art and additional landscaping. He asked the applicant team to apply the same kind of creativity to what the rest of the community will see every time they drive by the property, and whether or not this requires the second building was something to be thought about. If the plan does include an additional building, then the parking must be addressed. Also, tax consequences aside, he was not sure why a partnership could not be explored with a developer or with someone who enters into a partnership with CTC to take title of the additional property or share in the development so they do not have to wait five years to have the building on the street. In summary, Vice Chair Nagler suggested the applicant and consultants do more work on the project to identify a solution and to return in the future, recognizing what the Commission was struggling with which is a real problem given their obligation to the community.

Commissioner Brown agreed with Commissioners' comments. He recognized that they like the building and the Carpenter's Training Center in Pleasanton and acknowledged the asset to the Bay Area and to the City. The property is two overlapping triangles. There are constraints and given the size of the footprint, they are moving from one triangle to another and moving away from the frontage which is making the request for the office building non-beneficial and expensive.

Ultimately, if the applicant does not have the office building, they meet the parking requirements and they could proceed. But, the challenge is the Commission's role to protect the community's interests to not see a parking lot fronting a major road or a parking lot with either temporary or long-term trees masking the parking lot.

He was hoping for a compromise to put parking on the top or bottom that would allow CTC's business needs, have a much better facility for its students and to address community interests. Not discussed was that the existing building is at a 45-degree angle to the front of

the street now, and he was not sure a temporary space could be created in the future office building area to add capacity. The current plan does not solve parking and frontage requirements and he was hesitant to solve it for the applicant.

Chair Balch said he believes the Commission is uniform in its comments. The Commission would love this to work, but frontage is important. He said he was more worried that if the Commission approved the project as presented, 50 to 70 people would not have a parking space and, in this area this is not feasible. It might be that the training facility could downsize or that the parking ratios might be incorrect, but the underlying element was that parking is needed for people being trained at the site.

Commissioner Ritter asked if the applicant ever discussed selling the front portion of the property to a developer and possibly consider applying for a lot line adjustment.

Mr. Beaudin said they discussed this in concept but it comes down to the parking requirements for a 67,000-square-foot training facility. When removing property, it makes less land for parking.

Commissioner Ritter asked if a parking structure was considered for this area.

Mr. Beaudin stated staff did not talk about structured parking on the site with the applicant given the cost per space.

Chair Balch said he likes the design of the storefront jetting out. If the applicant returned and kept the building in that spot but somehow moved the new building closer to the old building and created a grand entry, even though there would be parking viewed to get there he said he might be more amenable to that sort of plan if there was not another solution. He referred to the first rendering on Sheet AAO which he liked, but noted the view was not completely accurate.

Vice Chair Nagler agreed and said more thought must go into it.

**Commissioner Allen moved to continue PUD-125 to a meeting date uncertain, with emphasis to the applicant on a plan that addresses parking, building presence on Santa Rita Road and streetscape.**

**Commissioner Nagler seconded the motion.**

**ROLL CALL VOTE:**

<b>AYES:</b>	<b>Commissioners Allen, Balch, Nagler, O'Connor, and Ritter</b>
<b>NOES:</b>	<b>None</b>
<b>ABSENT:</b>	<b>None</b>
<b>ABSTAIN:</b>	<b>None</b>

### **PUD-125, Carpenter's Training Center**

**Application for Planned Unit Development (PUD) development plan approval to demolish an existing 67,000-square-foot building and construct a new 87,000-square-foot two-story Carpenter's Training Center with associated site improvements located at 2350 Santa Rita Road. Zoning for the property is PUD-O/C-C (Planned Unit Development - Office/Central Commercial) District.**

Chair Nagler introduced the matter and indicated the project was before the Commission for the third time and staff was recommending denial.

Community Development Director Gerry Beaudin provided options the Commission could consider in reviewing the application.

Associate Planner Jennifer Hagen presented the agenda report.

Commissioner Balch referred to setbacks of existing and new retail projects, asked if the Safeway Center on Bernal Avenue should reflect the City's standard and whether there were other centers to base arguments on as to whether they should be set forward or backwards.

Ms. Hagen stated staff was not just looking at it as larger scale commercial but rather its consistency with all land use patterns and development within the area. Overall, the Safeway Center was specific to the Santa Rita area and variety of uses there.

Planning Manager Ellen Clark added that staff also reviewed was the change in condition; going from a building closer to the street with a pleasing street presence versus the opposite expansive parking and a building at the south of the site which will not be seen and said the City seeks improvement, upgrade and positive change for this section of Santa Rita.

Commissioner Balch asked if traffic and speed of vehicles would be affected by buildings with parking in the front versus buildings with an on-street presence.

Ms. Hagen replied that she had discussed this at length with the Traffic Engineering division and there has been no documentation or analysis to account for this.

Mr. Beaudin also explained that staff was making design changes across City with development applications, reviewing Hacienda PUD and design guideline updates which serves more of an appropriate comparison for an office project, and moving towards bringing buildings to the street in that part of the community. The goal here is to continue to bring buildings to the street which is consistent with the existing fabric around this area and to enhance the pedestrian and bicycle environment.

Commissioner Allen referred to page 5.0 and sheet L-1 of the submitted plans and questioned what the streetscape would look like if she were walking or driving northbound along Santa Rita Road and looking towards the bio-retention area.

Mr. Beaudin referred to page C2.1 and pointed to the 3:1 slope for about 17 feet and nearly 100 feet at its longest dimension. Santa Rita Road at the curb is 342 feet and the parking lot is at about 345 feet as a reference point, leaving a 5-foot difference, and people walking would be looking at car bumpers and tires for at least a portion of this walk.

Chair Nagler summarized the net changes from the last hearing and this hearing as the building on Santa Rita Road moving and compact parking added. He suggested hearing the items discussed and either rejected by staff or by the applicant to address the issues the Commission had discussed such as view from the street, landscaping, and others.

Ms. Hagen replied that staff met with the applicant and looked various alternatives. Due to finances or infeasibility of having modular and training space for technical and welding work, the applicant indicated this as the only feasible project they would entertain and no other alternatives were amenable to them. They also indicated they were not willing to add landscaping past what they had proposed, questioned the nexus for the requirement and were not comfortable with what they viewed as an open-ended public art requirement.

Chair Nagler referred to the issue of parking during the phases of construction and asked if there have been subsequent discussions regarding that challenge. Ms. Hagen confirmed the applicant is aware of this requirement, but have not presented potential sites.

Commissioner Balch noted that 82 vehicles as the peak for 1 year and 3 months as he read the plans and asked if this was a typical level of parking needed as mitigation. Ms. Hagen said mitigation like this is not common and staff had no comparison of recent history.

Chair Nagler said 82 vehicles seemed like a large number of off-site parking especially in light of the city's downtown parking challenges. He asked if the weight of that concern was valid. Ms. Hagen explained that the applicant indicated this could be achieved. Staff would need to review and verify surplus parking in those locations and the applicant would need to provide documented lease agreements for the duration of each phase.

Commissioner Balch asked and confirmed with Ms. Hagen that at this time, the applicant did not yet have this arranged. Ms. Clark noted there are often details of the project not fully resolved at this stage of review and it was not completely unreasonable to find alternative sites. She reiterated that details of mitigation and provisions would need to be provided to confirm its workability.

Commissioner Allen asked and confirmed with Ms. Hagen that the City would not issue a building permit until the condition for mitigation is approved and is met by the applicant.

## **THE PUBLIC HEARING WAS OPENED.**

Steve Guest, Principal, RMW Architects, introduced David Crawford from RMW Architects, David Blackwell with Allen Matkins, and Bob Alvarado with the Carpenter's Fund. He asked if there was not another option; for the Commission to forward the application to the City Council without a recommendation.

Mr. Beaudin said while not commonly used, this is an option that allows the Commission to do that. There are also options to continue the item off-calendar and continue to refine the design. If there is a recommendation for approval, findings could be developed now or later and the hearing could be continued.

Mr. Guest voiced appreciation of the Commission's and staff's time and believe they have made significant efforts. The single biggest issue for them is a business decision. What works for them is to have the program in a single building and move once, given costs, equipment values, and program functionality. He believes they can demonstrate a path forward for findings other than a denial recommendation. The project is of high quality, is in the interests of the City and applicant, and he likened the situation to the previously discussed City Fire Station project, minus its location at the front of the site, which is their main issue. He referred to the Commission discussion early on regarding a potential landscape solution and he hoped not to give the impression they were not in favor of this, as they are. In fact, it could be pursued as mitigation for this main issue but they have not held this dialogue.

Chair Nagler asked if Mr. Guest was suggesting that staff's representation that they objected to that condition of approval was inaccurate. Mr. Guest said yes; that they proposed this to staff initially and he believed it was an initial recommendation the Commission made at the workshop but not staff's preferred option.

Commissioner O'Connor said he brought up at the workshop the fact that if there was another office building coming at a later date and not a set date that some sort of landscape plan be done to address the open dirt area. He did not recall anyone mentioning a landscape plan as opposed to where the building goes because he eventually thought there would be an office building coming to the front of Santa Rita Road.

Mr. Guest commented that he remembered comments of three things; a building in the front, potential landscape, or maybe public art. He did not think they were opposed to public art but believed it to be open-ended and that a specific amount of funds could be committed to an art piece they have control over. They agreed the parking management plan was a challenge and would most likely involve off-site parking and shuttle buses which they can manage to make this work. Most importantly, the applicant needs to know what their next step is.

Commissioner Balch commented that while the Commission appreciates the applicant saying they would like to move, he was once an applicant and was continued by the Commission almost six times himself. Mr. Guest acknowledged this was the Commission's prerogative and noted they have invested over a year in this site and need to get their project going. They would like to move once, but if they need to move elsewhere, they will.

Commissioner Balch referred to page 3 of Mr. Blackwell's letter which states, "Reliance on Community of Character is misguided" and he asked for an explanation.

David Blackwell, Allen Matkins, said his point is that the General Plan reference is to a smart growth concept but believes this has nothing to do with smart growth. There is also nothing in the Community of Character element that this project is contrary to and that policies and goals cited do not apply here.

Commissioner Balch voiced concern with the statement and stated he did not agree with it.

Chair Nagler asked for Commissioners' comments as to whether there was a way to get to a positive conclusion or whether the applicant was being inflexible.



Commissioner Allen asked for staff's perspective on whether there was a solution or that a landscape solution should not be pursued.

Mr. Beaudin said he thinks there is always a solution and a landscape solution is often a secondary opportunity when looking at new construction and development. This is a long-term building for the community and he was reluctant to suggest a parking lot should be landscaped where the current building on Santa Rita Road was doing more of what is expected in the public realm. Staff believes while a landscape solution could be explored with the applicant, it ultimately comes down to whether the Commission believes the findings can be made that this project fits with Santa Rita Road area for the long term, but based on what is presented tonight, he would not recommend it. If enhanced, it may be an option but it still does not achieve the streetscape the City is targeting for this particular site.

Commissioner Balch asked and confirmed with Mr. Beaudin that if the project was sent onto the City Council the Commission could expand on the type of landscape enhancement in their advisory comments.

Commissioner Ritter said he missed the first workshop but recognized the issue as the aesthetics of 600 feet of Santa Rita Road frontage and asked how to resolve that in order to keep the Carpenters Training Center in Pleasanton. Chair Nagler confirmed with Commissioner Ritter that the project was not so far off that this was possible to achieve.

Commissioner Brown concurred but said the applicant still has a parking space issue with the office building removed which then requires stepping forward and then backwards, further aggravating the aesthetic issue on Santa Rita Road. His personal view is that it is about design review and he was not sure he was supportive of the office arrangement with a large parking lot in front of a major frontage road. If this cannot be resolved here, he suggested the Commission make its recommendations and move it onto the City Council. The question is whether the Council can live with the location at the back or not and, if they cannot, the Commission should not make a recommendation either for or against. He added that the Commission did not address the legal advice as it relates to the letter. Both the staff report and letter go through the findings which need to be met for a recommendation. Given that he was not voting, his advice to his fellow Commissioners would be whether they agree that at least one of those seven findings has been met, assuming the City Attorney concurs with that advice of the rest of the staff.

City Attorney Julie Harryman confirmed that a majority of the Commission needs to either be able to make all of the findings or a majority needs to not be able to make the findings. She said they also discussed being neutral where Commissioners could pass on suggestions.

Commissioner Brown stated the attorney for the applicant and the staff report have gone through the seven findings point-by-point, and advised that the Commission must either deny or be neutral.

Commissioner O'Connor agreed with Commissioner Brown and said they were down to one major hurdle. While landscaping is preferred, the issue is more about the vision for Santa Rita Road, and he was not sure how to get past that. If there wasn't a way for the applicant to build their building near the existing building, he was not sure how to approve that.

Commissioner Allen agreed there was a problem and that she could not make all findings because the streetscape plan is inconsistent with the vision for Santa Rita Road, inconsistent with the Community of Character and the General Plan vision, and she did not see a solution.

Commissioner Balch reiterated his discontentment with Mr. Blackwell's letter but thinks landscaping could be a solution. He had asked about the retail centers explicitly because it is newer thinking and the city has done this with parking in front. He could make the findings and the project could be conditioned with landscaping and public art and could move onto the City Council against staff's recommendation for denial. He suggested the applicant move the buildings closer to the existing one so a greater presence could be seen when looking down the driveway. While it is not in the ideal spot, he believed the Commission could get to an imperfect solution.

Commissioner Brown pointed out that the applicant's legal letter indicates they do not support staff's proposal on page 11 which would require a continuance. In other words, the applicant is asking the Commission to either approve or move it on.

Chair Nagler returned to the statement that much of what is driving this is a business decision; that the most effective way to conduct their training is to have all activities under one roof. He asked Mr. Guest if he was ever asked to potentially have classrooms and offices in one building and actual training in a separate building with a covered walkway or something in between.

Mr. Guest said he had that discussion multiple times and each time it was triggered by a request from staff or Commissioners to consider this. He described his work in developing three other prototype facilities and all are in one building, requiring the same type of training and need for efficient operations.

Chair Nagler asked for the amount of square footage that is office space, conference rooms and/or eating areas. Mr. Guest replied that the classroom and shop areas constitute 85 percent of the plan, with 15-20 percent administrative offices and teacher training staff areas.

Commissioner Balch recognized these previous discussions and was sure that efficiencies of co-locating people together had been considered.

Mr. Guest added that they had discussed with staff their desire for prominence on the street but building an office building on the street eliminates parking they need and he described their efforts of moving the building forward, determining whether parking was sufficient, and said they thought there might be some forgiveness in the interpretation of the parking study.

Chair Nagler said he appreciates the fact that the applicant is acknowledging this and commented that the deficit during construction was significant and also a challenge. He also recognized the facility has been in Pleasanton for some time, has proven itself as a valuable element of the community and sets them apart from other towns. He admitted being quite opinionated about the streetscape and frustrated with the perception of inflexibility by the applicant and the 600-foot frontage along Santa Rita Road. He believes that this project should be built and asked that the new building be moved over, even as an incremental view from the street and thought that the applicant needs to do everything possible and not be concerned

about the economics, landscaping, or public art, but instead have the project integrated as best they can with the streetscape along Santa Rita Road. If not, the solution will end up being shrubs that die, that do not adequately block views, with gravel on an incline that degrades over time.

Chair Nagler concluded and felt there is a project ultimately to be built, even in the phases proposed but said the Commission has not yet seen the solution they have been asking for. He has not heard a majority vote to simply endorse staff's recommendation for denial, and Commissioners agreed. He asked if the majority of Commissioners wished to discuss the option of going back and reviewing the conditions of approval from the first public hearing and recommending approval, using earlier findings.

Commissioner Balch likened this to a large rock to lift and he was not sure it was the best option. He suggested discussing the other options first.

Commissioner Ritter said the Commission has approved projects that have gone back to staff before going to the next level, but the findings would need to be able to be made.

Commissioner Balch said he could make the findings but his question in going this route included using the conditions of approval from the December hearing which he believed were essential.

Chair Nagler read the condition of approval out loud relating to requirements before a certificate of occupancy could be issued, requirements for submittal of an enhanced streetscape plan, a cost estimate and entering into an improvement agreement with the City. The Commission has the impression, and the applicant disagrees that their reaction to this condition was negative.

Commissioner Balch said based on testimony it sounds as if this can be explored further with a compromise. To get to the majority of three votes the traffic demand management plan should be figured out and presented to staff for approval, as well as the landscaping along Santa Rita Road as best as it could be made. While he did not believe they could move the building, his desire was that the right side of the street hit their front building by the lower front driveway entrance at the last phase. He suggested the applicant modify this or the bio-swale structure so the street lines up to the front anchor of the building. If the building could move over just enough so the sidewalk and driveway is addressing concerns, he hoped this could be incorporated into the plan but not made a condition in order to enhance it.

Mr. Beaudin said it is an interesting proposition but a resolution is not drafted with findings of approval. When conditions of approval were written staff had received the letter just prior to the hearing showing opposition to conditions. Therefore, staff can attempt to use the findings included with the original staff report and modify them. He explained the way staff wrote the alternative section was because things never go as planned and having the extra time to go through conditions would be helpful for staff. He understands the applicant would like to go before the Council. This is just a different path and it is challenging. Staff can take direction and move it onto the Council with a staff layer between the Planning Commission and Council, but it may not capture everything the way the Commission exactly wants it.

Chair Nagler asked if staff's ability to find a solution would be enhanced if this Commission was to recommend denial unless certain things were done, or he asked if it would be neutral unless certain things would be done.

Mr. Beaudin said he thinks the Commission can characterize the recommendation in any way at this time. As long as comments and direction are clear, this is the piece that will get added to the staff report for the Council's consideration. The idea of not recommending approval or denial is the Commission's purview, but it sits slightly out of the norm because the Commission's responsibility and purview is making a recommendation to the Council on these tough land use discussions. He asked to focus on the PUD findings with a strong design component and making sure which findings can be made and which they cannot and why, which helps the Council make their decision.

Commissioner Balch said if there is a majority of the Commission that support the project as the applicant has shown, he personally did not want to deny it just so it could be continued and thought it should be shown that there is a recommendation of approval. In a perfect world, he asked how much time staff would need to draft findings and conditions.

Mr. Beaudin stated staff could return on March 28 at the next Planning Commission meeting.

Commissioner Allen said she could move to the majority if she saw a landscape plan and a real streetscape with elevations built in, and the Council would want to see this as well. If this is what is needed she thinks it was incumbent on the Commission to be sure that is developed before moving onto the Council.

Mr. Beaudin noted this would likely take the matter past March 28.

Commissioner Ritter stated the Commission has moved on projects requiring these things in the past for the Council to then make its decision.

Commissioner Allen recognized the Commission has done this and it did not come out the way they wanted it. Secondly, this is the third time the Commission has seen the project and this is the elephant in the room, thereby elevating the importance of nailing this the right way. She cited the need for an additional level of diligence as has been done in other projects and said the Commission unanimously wanted this at the last meeting.

Chair Nagler said the challenge is they have spent a lot of time with little progress. They have been very clear and he offered that he would not be confident that the City Council was going to be any less energized on this topic than the Planning Commission was. Given that, it is frustrating that the Commission is then put in a position when they want the project in Pleasanton. The problem is the applicant is not providing a path forward.

Bob Alvarado stated landscaping was not a solution but said they had offered it before. Up until tonight, the Commission wanted the building moved but if they have direction tonight from the Commission to staff that landscaping is a solution, he agreed that a 3- or 4-foot high decorative wall could be included so the parking lot has a curve to it. Also, extensive landscaping could be prepared and he asked to allow them to locate a \$150,000 statue from their main training facility in Las Vegas to this location or something within a certain price range. If this is a solution, Mr. Alvarado said he would agree to return to the Planning

Commission, stating he has over \$500,000 invested and over a year into this project and at some point he must move forward or leave.

Commissioner Balch asked if it was acceptable to the applicant if the route was for continuance so staff could draft conditions and the applicant could work with staff to arrive at the landscape solution, Mr. Alvarado said yes.

Commissioner Balch suggested providing mock-ups to hopefully arrive at a unanimous recommendation.

Chair Nagler asked if Mr. Alvarado believed this Commission would support the project when the applicant leaves tonight.

Mr. Alvarado said if all Commissioners agree tonight that landscaping is a solution and the building can stay in the corner and they could provide a piece of public art he thinks the vote will be unanimous and then they can move onto the City Council.

Commissioner Allen added that her request in developing the landscape plan should include the applicant team walking and driving down Santa Rita Road and using that perspective to think about and create the plan because it is the visuals that should show what a walker or bicyclist will see.

Mr. Alvarado said he will ask for several designs to come back and if they are including a wall, he asked if the Commission would want a continuous wall or a wall broken up with developed landscaping. Or, he asked if they want a 4-foot type of wall that will block the cars with landscaping.

Commissioner Allen suggested the applicant return with both options. Chair Nagler added that a low wall could look bad or gorgeous, it would depend on design.

Commissioner Balch asked and confirmed with Mr. Beaudin that staff was working on updating design guidelines to put buildings in front and enhancing landscape for greater water-efficiency. Commissioner Balch thought these draft landscaping plans may serve as a good starting point for the applicant.

Mr. Beaudin stated it will be up to the applicant to submit the plans and for the Commission for review. He confirmed Commission direction as the applicant returning with landscape plans, findings for approval and streetscape visuals for review.

**Commissioner Ritter moved to continue PUD-125 off-calendar.  
Commissioner Allen seconded the motion.**

**ROLL CALL VOTE:**

<b>AYES:</b>	<b>Commissioners Allen, Balch, Nagler, O'Connor, and Ritter</b>
<b>NOES:</b>	<b>None</b>
<b>ABSENT:</b>	<b>None</b>
<b>ABSTAIN:</b>	<b>None</b>



**PUD-125, Carpenter's Training Center**

**Application for Planned Unit Development (PUD) development plan approval to demolish an existing 67,000-square-foot building and construct a new 87,000-square-foot two-story Carpenter's Training Center with associated site improvements located at 2350 Santa Rita Road. Zoning for the property is PUD-O/C-C (Planned Unit Development -Office/Central Commercial) District.**

Associate Planner Jennifer Hagen presented the agenda report.

Commissioner Balch referred to the parking demand condition during phasing and confirmed with Ms. Hagen that prior to receiving a building permit there will be enough parking for zoning and use.

Commissioner Allen asked about circulation, specifically traffic exiting left onto Santa Rita Road and questioned options if volumes worsened over time.

Ms. Hagen explained the current policy and procedures of the Traffic Engineering Division. If there is increased traffic, staff will work with the property owner and implement mitigation for a right-turn only if needed.

Chair Nagler asked and confirmed an increase in the number of students would result in additional turns out; however, there would be no impact to circulation.

**THE PUBLIC HEARING WAS OPENED.**

Architect Steve Guest spoke in favor of the project, echoing the comments made by staff and said he was available to answer questions.

Chair Nagler referred to page A0.2 and confirmed the trees reflected in the entryway are existing mature trees. Mr. Guest added that the island was designed around the existing mature trees.

Chair Nagler asked and confirmed the trees will mature upon completion of the project.

Commissioner Ritter spoke in support of the steel wall panels but was opposed to the gabion wall.

Mr. Guest explained the layout of the walls and Commissioners unanimously supported the idea of breaking up the gabion wall similar to the steel wall.

**THE PUBLIC HEARING WAS CLOSED.**

Commissioner Allen spoke in support of the natural, modern design and considered the streetscapes as a model for the City. She voiced concerns with to the blue color of the statue and requested the applicant consider an alternative modern rustic metal which would create a bit of a variance in the wall.

Commissioner O'Connor spoke in support of the project, noting the applicant had provided everything the Commission requested in previous meetings. He commented he would still

prefer the building be placed on the front of the site but was supportive of what has been submitted.

Commissioner Ritter echoed the comments of Commissioner Allen and reiterated his comment about breaking up the gabion walls.

Commissioner Balch spoke in support of the project and thanked the applicant team for taking into consideration the requests of the Commission and ultimately presenting a very well-designed project. He echoed comments of Commissioners O'Connor and Ritter relating to breaking up the gabion wall and the fact this is a compromise and that the building on the front of the site would have been more ideal.

Commissioner Brown echoed comments of other Commissioners and suggested the applicant consider bulb outs to accommodate benches or other pedestrian elements.

Chair Nagler echoed previous comments and thanked the applicant team.

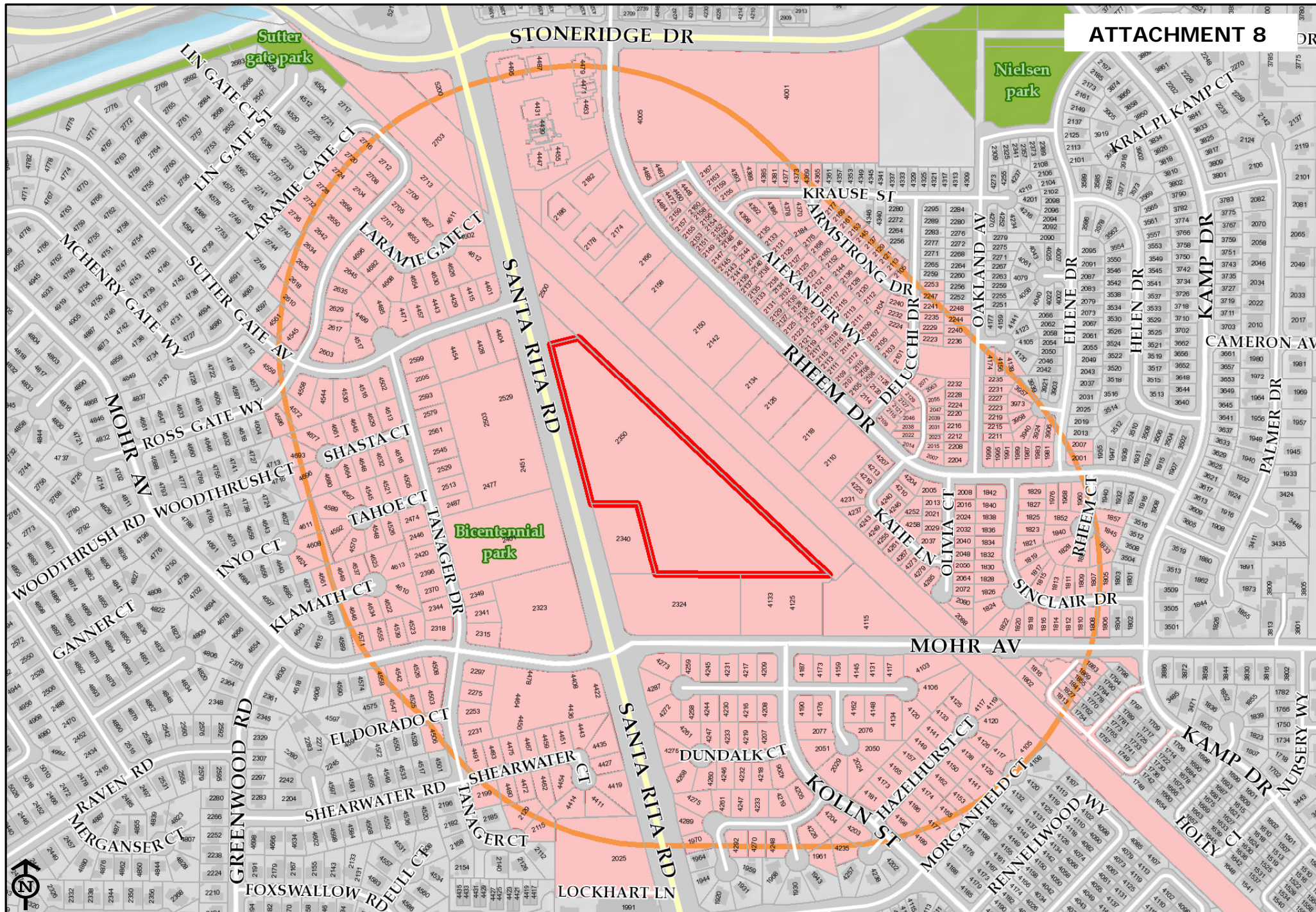
**Commissioner Balch moved to recommend approval of Case PUD-125 to the City Council.**

**Commissioner Ritter seconded the motion.**

**ROLL CALL VOTE:**

<b>AYES:</b>	<b>Commissioners Allen, Balch, Nagler, O'Connor and Ritter</b>
<b>NOES:</b>	<b>None</b>
<b>ABSENT:</b>	<b>None</b>
<b>RECUSED:</b>	<b>None</b>

Resolution PC-2018-08 recommending approval Case PUD-125 was entered and adopted as motioned.



1:5,450

0 0.05 0.1 mi

0 340 680 Feet

PUD-125, 2350 Santa Rita Road, Carpenter's Training Center

Planning Division  
July 11, 2017

