

MEMORANDUM

Date: September 25, 2019

To: Members of the Planning Commission

From: Brian Dolan, Acting Director of Community Development

Subject: Item 3
P16-1349 and PUD-121
6455 Owens Drive (former Denny's restaurant)

The purpose of this memorandum is to respond to questions and provide supplemental information related to existing traffic conditions with and without the proposed project within the Hopyard Road and Owens Drive corridors. This memorandum also provides clarifications to the recommended list of permitted and conditionally permitted uses, as well as the recommended conditions of approval, for the proposed project pursuant to the supplemental traffic information provided herein.

Existing Traffic Issues and Proposed Improvements in the Project Vicinity

Questions have been raised about existing congestion in the Hopyard Road/Owens Drive area, particularly that associated with queuing and spillover traffic associated with the nearby Chik-Fil-A restaurant, as well as the status of planned traffic intersection improvements in this area.

With respect to queuing, the City began including queue length analysis in its Traffic Impact Assessments (TIA) several years ago. While the City's General Plan does not include any thresholds regarding acceptable vehicle queue lengths, staff generally holds to the rule of "no blocking," meaning through vehicles in through lanes cannot block access to the left turn pocket, and vehicles queuing to make left turns cannot block the through lanes. Within the vicinity of the proposed project, significant traffic queues, up to 400 feet long, have been occurring on a regular basis from vehicles accessing the Chik-Fil-A drive-through. Although this queuing does not fall into either of the categories above, it is an ongoing issue with effects both on and off-site and within the immediate vicinity of the proposed project. The City is in the process of addressing the issue and has been in contact with Chik-Fil-A to identify ways they could better manage drive-through traffic flow and address the known queue length issues.

The City is also in final design to widen Hopyard Road to provide a separate southbound right turn lane from Hopyard Road onto Owens Drive. The necessary right-of-way (ROW) was dedicated to the City with the Chik-Fil-A project. Staff has been working through a revised design that provides a protected bike lane and bicycle signal for southbound bicyclists and this design has slightly delayed the project. However, staff is enthusiastic about the potential to provide a bicycle facility for southbound Hopyard Road. More importantly, the preferred design removes bikes from the roadway onto a separated facility. This design will eliminate the need for bicycles to operate between the 45 m.p.h. southbound through lane and the southbound right turn lane. The design will create a protected bike lane and a protected intersection similar to Stanley Boulevard at Valley/Bernal Avenues. The main difference is that given the number of southbound right turn vehicles, staff has decided to install a bicycle signal so that the right turn vehicle movement and the bicycle movements can run independently.

Traffic Impact Analysis Methodology and Findings

In a Traffic Impact Analysis, trip generation is based on Institute of Traffic Engineers (ITE) standard land use categories and an associated standard trip generation rates, versus comparing, for example, the actual existing trip generation of the Denny’s restaurant, with a future specific business such as a Starbucks. In this case, the existing trip generation for the site was based on the land use category “High-Turnover Sit-Down Restaurant,” and the future trip generation based on the ITE categories “Fast Food Restaurant” and “Retail.” The TIA and associated traffic modeling took account of existing approved uses, including Costco. The TIA is attached for reference.

ITE has a separate category and trip generation rate for coffee/donut and bread/bagel shops. These categories were not used in this analysis; however, compared to the fast food restaurant category that was analyzed in the TIA, they have a much higher morning (AM) trip generation rate, but a similar evening (PM) trip generation (See Table A below). As shown in Table 4, below, from the TIA, there is a net addition of approximately 100 new trips in the AM and PM peak.

Table A: Coffee/Donut Shop and Bagel Shop Trip Generation

Description/ITE Code	ITE Trip Generation Rates - 10th Edition				
	Units	Expected Units	Total Generated Trips		
			Daily	AM Hour	PM Hour
Fast Food w/o Drive Thru 933	KSF ²	5.0	1,731	126	142
Shopping Center 820 Rate	KSF ²	5.0	189	5	19
Coffee/Donut Shop w/o Drive Thru 936	KSF ²	5.0	0	542	204
Bread/Bagel Shop w/o Drive Thru 939	KSF ²	5.0	0	351	140

**Table 4
Project Trip Generation Estimates**

Land Use	Size	Daily Rate	Daily Trips	AM Peak Hour			PM Peak Hour				
				Rate	Total Trips	In	Out	Rate	Total Trips	In	Out
Proposal Use											
Fast Food Restaurant ¹	4,980 sf	346.23	1,724	25.10	125	75	50	28.34	141	71	70
	Pass by ⁴	25%	(431)		(32)	(16)	(16)		(36)	(18)	(18)
Retail ²	6,000 sf	37.75	227	0.94	6	4	2	3.81	23	11	12
	Pass by ⁴	25%	(57)		-	-	-		(6)	(3)	(3)
	Primary Trips		1,463		99	63	36		122	61	61
Existing Use											
Denny's Restaurant (closed) ³	3,510 sf	(112.18)	(394)	(9.94)	(35)	(19)	(16)	(9.77)	(34)	(21)	(13)
	Pass by ⁴	25%	(98)		(9)	(5)	(4)		(9)	(5)	(4)
	Existing Trips		(296)		(26)	(14)	(12)		(25)	(16)	(9)
	Net Project Trips		1,167		73	49	24		97	45	52

¹ Rates based on ITE *Trip Generation, 10th Edition*, 2017: average rates for Fast Food Restaurant without Drive-Through (ITE 933).

² Rates based on ITE *Trip Generation, 10th Edition*, 2017: average rates for Shopping Center (ITE 820).

³ Rates based on ITE *Trip Generation, 10th Edition*, 2017: average rates for High-Turnover (Sit-Down) Restaurant (ITE 932).

⁴ Pass-by trip reduction of 25% was used for Project Retail, Fast Food, and Existing Denny's Restaurant.

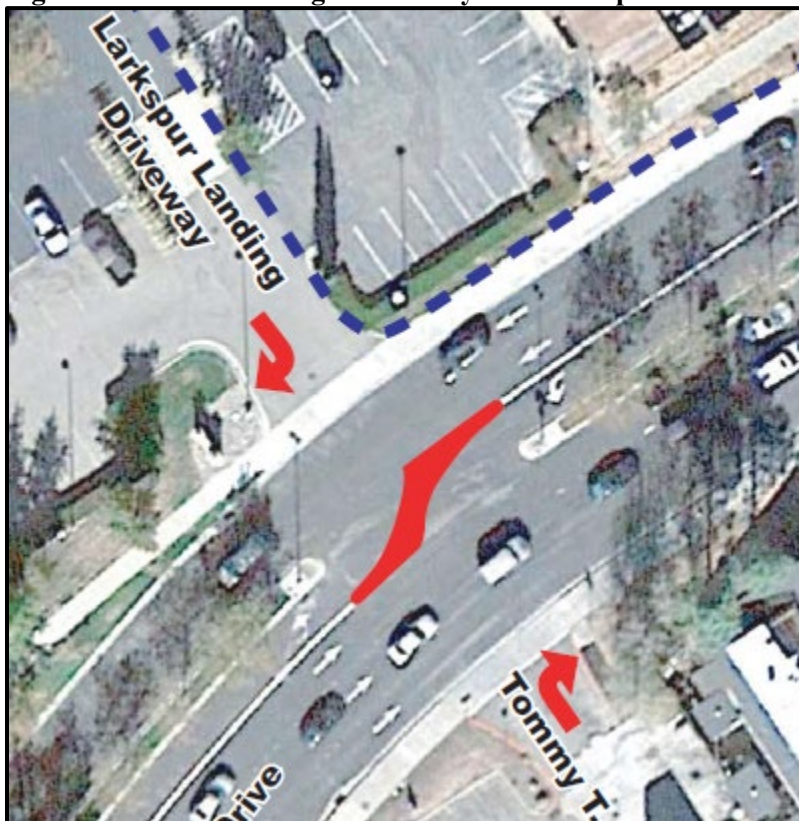
Note: Above numbers may not add up due to rounding.

Regarding concerns that the project may become a hybrid of both fast food and a coffee/donut shop, staff has reconfirmed that the developer would like to maintain the option of conditionally permitting a coffee/donut shop as part of the proposed project subject to any additional traffic and parking analysis that may be required to facilitate this specific use. Realistically, due to the potentially high AM trip generation rate of a coffee/donut shop, staff believes all or a significant portion of the fast food area and potentially some of the retail area modeled in the TIA would need to be eliminated to accommodate a coffee/donut shop on the subject parcel. Regardless, staff is willing to support the applicant's request with the understanding that any proposed coffee/donut shop would be subject to a Conditional Use Permit (CUP) and any necessary traffic impact analyses and on-site land use category cap modifications. Accordingly, staff recommends a revision to the proposed uses table (end of memo) to clarify that coffee/donut shops would be a conditionally permitted use.

Staff also notes that although the project had originally included a proposed drive-through – a drive-through is no longer a component of the proposed project and would not be permitted at this location given existing congestion in the vicinity. Additionally, compared to the project previously reviewed by the Commission, the revised design makes better use of the western driveway off Owens Drive, which will likely serve as the primary driveway to enter the subject parcel, especially if there is congestion from Chik-Fil-A at Owens Drive.

As described in the Planning Commission staff report, the TIA did identify a separate issue with the western driveway, with respect to vehicles exiting Johnson Court to make a U-turn at the western driveway intersection to get back to Hopyard Road. The analysis found that this volume will, at times, be large enough that it could limit the ability for vehicles trying to exit the western driveway in a timely manner. To address this, the project has been conditioned to modify the western driveway exit to be right turn only, which will force any vehicles wishing to return from the subject parcel to Hopyard Road to make a U-turn at Johnson Drive (Figure 1).

Figure 1: Conditioned right turn only median improvements on Owens Drive



Effect of Modifying Allowable Square Footage on Trip Generation

Staff was asked to provide additional information on the effect of further modifying or limiting the amount of certain restaurant uses, specifically fast food and coffee/donut shops, on overall traffic.

Table B, below, shows trip generation for 7,500 sq. ft. of retail uses with 3,500 sq. ft. of fast food uses and also represents 9,000 sq. ft. of retail uses and 2,000 sq. ft. of fast food uses. As shown, a reduction from 3,500 sq. ft. of fast food uses to 2,000 sq. ft. of fast food uses removes about 40 PM trips in the PM peak hour (128 versus 91).¹ As noted above, and shown in Table A, coffee/donut shops have a substantially higher AM trip generation rate.

Table B: 7,500 sq. ft. of retail uses with 3,500 sq. ft. of fast food uses

Description/ITE Code	ITE Trip Generation Rates - 10th Edition				
	Units	Expected Units	Total Generated Trips		
			Daily	AM Hour	PM Hour
Fast Food w/o Drive Thru 933	KSF ²	3.5	1,212	88	99
Shopping Center 820 Rate	KSF ²	7.5	283	7	29
Coffee/Donut Shop w/o Drive Thru 936	KSF ²		0	0	0
Bread/Bagel Shop w/o Drive Thru 939	KSF ²		0	0	0
		7.5		95	128
Fast Food w/o Drive Thru 933	KSF ²	2.0	692	50	57
Shopping Center 820 Rate	KSF ²	9.0	340	8	34
Coffee/Donut Shop w/o Drive Thru 936	KSF ²		0	0	0
Bread/Bagel Shop w/o Drive Thru 939	KSF ²		0	0	0
		9.0		58	91

Although the total trip count is an important metric, it is helpful to consider what this means in terms of traffic volumes passing through an intersection, over the course of the peak hour. The approximately 120 PM trips equates to a vehicle arriving or departing the subject parcel every 30 seconds. Since the City’s traffic signals tend to operate on a two-minute cycle, this same volume would add four new vehicles each cycle at the intersection.

Reducing the square footage allowed to be occupied by fast food uses would have only a minor change to the vehicle volume. The decrease in total trips associated with 2,000 square feet of fast food uses, versus 3,500 square feet, would equate to one vehicle entering/leaving the parcel every 41 seconds, instead of every 30 seconds. And instead of four new vehicles at the Hopyard Road and Owens Drive intersection, there would be three new vehicles per cycle. Operationally such a reduction would not result in a measurable difference in operations at the traffic signal. Staff therefore concludes, and as recommended in the revised conditions of approval for the proposed project (end of memo), the limitation of 3,500 sq. ft. of restaurant uses from what was analyzed in the TIA at 5,000 sq. ft. of restaurant uses is a reasonable reduction, since it would already drop the potential trip generation from 140 trips per hour to 99 trips per hour.

¹ This calculation does not account for the “netting out” of the approximately 25 PM trips associated with the existing restaurant use, under either scenario.

Summary

Based on the additional traffic/trip information provided above, the TIA took a conservative approach and with the implementation of the recommended traffic improvements will adequately offset the traffic impacts of the proposed project. As noted above, pursuant to the TIA, staff is recommending a minor change to the proposed uses list for the project to clearly indicate that coffee/donut shops are conditionally permitted and would be subject to a CUP and any necessary traffic impact analyses and on-site land use category cap modifications due to their potentially high AM peak trip generation and available parking. Similarly, staff is recommending minor changes to the conditions of approval for the proposed project to further clarify the changes to the proposed uses table. Staff believes this approach further substantiates the conservative approach of the TIA to ensure the proposed project will not cause significant impacts on-site or within the immediate area from a traffic, trip generation, and parking perspective.

RECOMMENDED CHANGES TO THE CONDITIONS OF APPROVAL

- 7. LIMITATION ON RESTAURANT USES: All Rrestaurant uses at the project site shall be limited to a maximum of 3,349 square feet. Any additional restaurant uses beyond the 3,349-square-foot limit shall require additional on-site or off-site parking to be provided subject to review and approval by the Planning Division and City Traffic Engineer. *(Project Specific Condition)*
- 8. The permitted and conditionally permitted uses allowed on the subject parcel shall be those listed in the table 1 below. Any other uses require a modification to the PUD. *(Project Specific Condition)*

TABLE 1: PERMITTED AND CONDITIONALLY PERMITTED USES

CULTURAL AND ENTERTAINMENT	
Art galleries.	P
EDUCATIONAL	
Schools and colleges with no more than 20 students in the facility at any one time. This category includes trade schools, business schools, heritage schools, music and art schools, and tutoring, but does not include general purpose schools (see note 1).	MCUP
OFFICE/BUSINESS SERVICE	
Financial Institutions.	P
Offices, including, but not limited to, business, professional, and administrative offices.	P
PERSONAL AND GENERAL SERVICE	
Art and craft studios, with no more than 20 students in the facility at any one time including pottery, jewelry, painting, scrapbook-making, photography, sculpture, and similar studios, with or without retail sales, art/craft classes and walk-in activities for the general public (see note 1).	P
Interior decorating shops.	P
Laundries and dry cleaners.	P
Music and dance facilities with no more than 20 students in the facility at any one time (see note 1).	P
Personal services (see note 2).	P
Recreational and sport facilities, gymnasiums, and health clubs, indoor, with no more than 20 students at any one time (see note 1).	MCUP
Veterinarian’s office and/or outpatient clinics excluding any overnight boarding of animals (see note 3)	P
RETAIL	

Bars, brew pubs, microbreweries and wine bars (see note 4).	MCUP
Restaurants and catering establishments, excluding drive-through uses.	P
Coffee, bagel and donut shops (see note 5)	CUP
Retail, excluding firearm sales (see note 56).	P
Grocery market	MCUP
Liquor store	MCUP

MCUP = Minor Conditional Use Permit – Per Chapter 18.124, Article II of the Pleasanton Municipal Code.

P = Permitted Use

Notes:

1. The use is subject to the following conditions: (1) The facility shall adhere to all occupancy, ADA, California Building Code, and exiting requirements; (2) The zoning administrator finds that adequate parking is available for the said use, and the proposal has an effective traffic circulation system including pick-up and drop-off for business patrons; and (3) The standard city noise ordinance applies. Uses requiring/proposing outdoor play areas are not allowed.
2. Any use that includes massage service of four or more technicians at any one time shall be subject to a minor conditional use permit as prescribed in Chapter 18.124. Massage establishments shall meet the requirements of Chapter 6.24.
3. The use may include incidental care such as bathing and trimming, provided that all operations are conducted entirely within a completely enclosed building which complies with specifications for soundproof construction prescribed by the chief building official.
4. The following conditions shall apply to bars, brew pubs, microbreweries and wine bars: (1) The zoning administrator finds that adequate parking is available for said use; (2) If the zoning administrator determines that the use will be or is creating odor problems, an odor abatement device determined to be appropriate by the zoning administrator shall be installed within the exhaust ventilation system to mitigate brewery odors; (3) The applicant is in compliance with all applicable requirements of Chapter 9.04 of this code; (4) If operation of the use results in conflicts pertaining to parking, noise, odors, traffic, or other factors, the zoning administrator may modify or add conditions to mitigate such impacts, or may revoke the zoning certificate for the use.
5. Coffee and donut shops shall be subject to a Conditional Use Permit (CUP) reviewed by the Planning Commission. These uses shall be subject to additional traffic impact analyses and on-site land use category cap modifications as deemed necessary by the Planning Division and City Traffic Engineer.
6. Convenience markets, tobacco stores, secondhand stores and pawn shops are not permitted or conditionally permitted.