

Planning Commission Agenda Report

November 28, 2018

Item 6.b.

- SUBJECT:** P18-0050
- APPLICANT:** City of Pleasanton
- PROPERTY OWNERS:** Various
- PURPOSE:** To review, consider, and receive comments on the public review draft of the Downtown Specific Plan, in addition to proposed changes to land use designations and options regarding location and permitting of massage establishments
- LOCATION:** Downtown Specific Plan Area
- GENERAL PLAN:** Medium Density Residential; High Density Residential; Retail/Highway/Service Commercial, Business and Professional Offices; Public and Institutional; Parks and Recreation; Public Health and Safety; Wildland Overlay
- ZONING:** Agricultural District; Central-Commercial District; Freeway Interchange Commercial District; Service Commercial District; Office District; Planned Unit Development District; Public and Institutional District; One-family residential districts including: R-1-20,000, R-1-6,500, Multi-family residential including RM-4,000, RM-2,500, RM-2,000, RM-1,500
- EXHIBITS:** Downtown Specific Plan Update Task Force Memos dated November 13, 2018, for the following items:
- A. [Public Review Draft Specific Plan \(Item 3\), with attachments](#)
 - B. [Land Use Designations and Discrepancies \(Item 4A\), with attachments](#)
 - C. [Options Regarding Massage Establishments \(Item 4C\), with attachments](#)

STAFF RECOMMENDATION

Staff recommends that the Planning Commission review the Public Review Draft of the Downtown Specific Plan (DSP) in addition to proposed changes to land use designations and options regarding location and permitting of massage establishments, and provide comments.

EXECUTIVE SUMMARY

In January 2017, the City of Pleasanton commenced a planning process to update the Downtown Specific Plan (DSP), which was most recently comprehensively updated in 2002. The City Council appointed a ten-member Task Force to lead the plan update, with representatives from City Council, Planning Commission, Pleasanton Downtown Association, at-large members, and the Economic Vitality Committee. Commissioners Ritter and Brown represent the Planning Commission on the Task Force, with Commissioner Allen serving as an alternate.

Key objectives of the update are to:

- Provide clear and consistent policy guidance;
- Provide a framework for new development on significant opportunity sites, particularly the existing civic center site;
- Ensure consistency and integration with recent and ongoing planning efforts;
- Achieve the most desirable mix of land uses, including residential, retail, and office throughout the downtown area, including ground floor uses along Main Street;
- Ensure a high-quality, well-designed public realm;
- Improve connections from Main Street to side streets; and
- Improve the mobility of cars, buses, bicycles, and pedestrians in the downtown area.

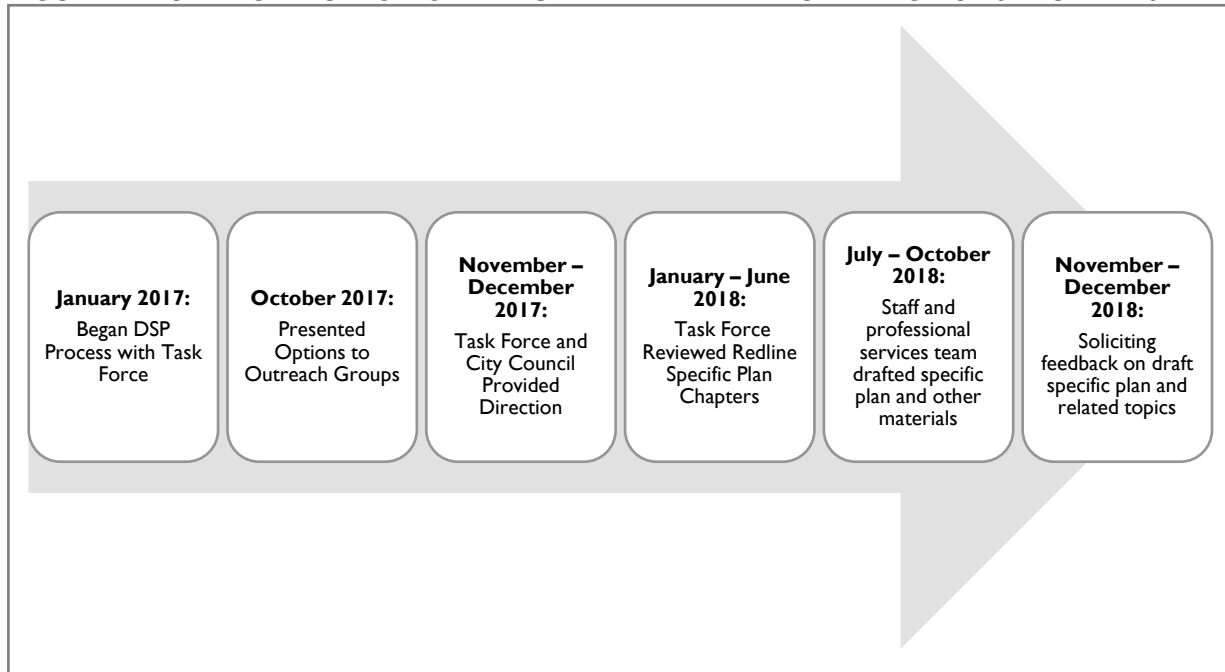
The public review draft of the specific plan that is the culmination of the Task Force's review and direction is included as Exhibit A to this agenda report. Related topics such as land use designations and options related to the regulation of massage establishments are also discussed in this report. A draft Environmental Impact Report (DEIR) that analyzes the impacts of the development allowed under the DSP will be released and circulated for a 60-day review period.

BACKGROUND

As noted in Figure 1, since 2017, the DSP Task Force has been working toward developing a draft specific plan. The Task Force met over the course of 2017 and first half of 2018 to help develop the updated DSP including reviewing strategies and options for the most desirable mix of land uses, design improvements, future development opportunities for the existing civic center site, and multi-modal mobility throughout the specific plan area. The Task Force reviewed and provided input on draft revisions to the DSP, in the form of a series of redline chapters that documented changes between the current and updated draft plans.

Based on feedback provided by the Task Force on the redline draft, staff and the professional services team have developed the Public Review Draft Downtown Specific Plan. Staff presented the draft plan to the DSP Task Force on November 13, 2018, and to the Economic Vitality Committee and Pleasanton Downtown Association (PDA Board and Downtown Vitality Committee) on November 15, 2018. Additional public outreach is scheduled to solicit feedback from the Bicycle Pedestrian Trails Committee (November 26), Parks and Recreation Commission and Library Commissions (December 6), and Chamber of Commerce (December 12).

FIGURE 1: DOWNTOWN SPECIFIC PLAN UPDATE TIMELINE TO-DATE SINCE JANUARY 2017



DISCUSSION

The Task Force considered the recommendations and comments from the various groups consulted during the process to date in formulating the Public Review Draft of the DSP.

Key changes to the plan that have been made based on the Task Force's recommendations are summarized in the memo to the Task Force (Exhibit A) that serves as a cover memo to the specific plan. These include:

- New mixed-use land use districts, Mixed Use Downtown (MU-D), and Mixed Use Transitional (MU-T) (See *Land Use and Design Chapter, Pages 25-26*). The objective of the MU-T district is to allow for a broader range of uses than are currently allowed by the Office land use designation in the specific plan, but at a lower scale and intensity than the adjacent Downtown Commercial designation, such that there is a transition to the residential uses to the west of Peters Avenue.
- Creation of an Active Ground Floor Overlay, to encourage active, pedestrian-oriented uses along Main Street and streets within the new Town Square district. (See *Land Use and Design Chapter, Page 27, and Policies LD-P.14, LD-P.15., and LD-P.16, on Page 47*).
- Town Square District Concept Plan, which identifies conceptual land uses and a circulation plan for the existing civic center site and adjacent vacant 4-acre City-owned parcel. (See *Land Use and Design Chapter, Page 29-30, and various policies Pages 48-49*)
- Streetscape Concepts for Main Street, Peters Avenue, First Street and Division Street (See *Land Use and Design Chapter, Pages 32-41*)

In addition to these topics, the following sections outline some topics that may also be of interest to the Planning Commission:

Land Use and Design Chapter

Two separate chapters in the 2002 specific plan called *Design and Beautification* and *Land Use* have been combined into a single chapter called, *Land Use and Design*. Key highlights from this chapter include:

- Clarification on building height versus number of stories: The Task Force provided direction that maximum height should be a numerical value as opposed to being based on the number of stories, and therefore the plan has been modified accordingly. The Task Force directed that the maximum height within the Mixed Use Downtown district be no higher than 40 feet, consistent with the Downtown Commercial district along Main Street; heights within the Mixed Use Transitional district are to be no more than 36 feet; and no more than 30 feet within all residential districts.
- Context sensitive infill: Throughout the DSP process, the Task Force has received a number of comments related to the compatibility of new construction with existing, lower-intensity development. A number of policies have been added related to the concept of context sensitive infill that aims to ensure new construction is compatible and in-scale with surrounding development and the immediate neighborhood.
- Ground floor residential uses: As discussed by the Task Force on numerous occasions, prohibiting residential uses on the ground floor has been made explicit in the text of the specific plan; as drafted this would include residential uses at the rear of a property, behind a building with a commercial frontage.

Land Use Designations Discrepancies and Property Owner Requests

The Task Force has reviewed a series of proposed land use and/or zoning amendments intended to address discrepancies or inconsistencies between the General Plan, Specific Plan, and/or zoning designations identified for approximately 170 properties within downtown (please refer to Exhibit B to this report). In addition, two property owners (for properties at 4212 First Street, the Shell gas station; and 475/493 St. John Street, the Barone's properties) have requested that their property be considered for re-zoning/redesignation as part of the Specific Plan process. The potential changes are currently sorted into two maps: Map A, which includes a list of properties whose land use or zoning is recommended to be changed at the time of adoption of the Specific Plan; and Map B: whose changes would not be made at the time of adoption of the Specific Plan, but would be further studied and potentially implemented at a later date. Staff notes the following:

- For Map B properties, no determination has been made as to whether the proposed changes should or should not be made. Although placing them on the "Map B" list identifies them for further study and the accompanying table identifies a recommended land use designation change, it does not presuppose or commit the City to any particular course of action with respect to the properties.
- The process by which properties on Map B would be considered has yet to be determined; however, staff anticipates they could be considered in a number of groups based on similar location, issues, or concerns, and in each case involving outreach to affected property owners. Additionally, prior to making a more refined recommendation than what is contained in the table accompanying the maps, staff would undertake a more in-depth study of the issues and consequences of potential re-zonings or redesignation (e.g., review existing conformities and non-conformities with respect to development standards, evaluate development capability, and assess the historic

designation of the subject property and that of the immediate and surrounding neighborhood, etc.).

- For the property owner requests, the most appropriate mechanism for considering a zoning change could be the typical Planned Unit Development re-zoning process.
- In response to comments provided by a Task Force member at the November 13, 2018, Task Force meeting, staff agrees that the two property owner requests (4212 First Street, and 475/493 St. John Street) should be illustrated/presented differently than the “land use discrepancies” and will modify the maps accordingly.

Downtown Massage Businesses

On August 21, 2018, the City Council adopted an urgency ordinance that prohibits new massage establishments and limits expansion of existing establishments (with limited exceptions), pending discussion of potential new regulations through the DSP process. Staff has developed a series of options, discussed in more detail as Exhibit C to this memo. It should be noted that the Pleasanton Municipal Code (PMC) includes regulations for massage establishments and technicians in PMC Chapter 6.24, separate from the zoning code’s land use-based requirements. Among other provisions, Chapter 6.24 requires a Police Department-issued permit for all such establishments, as well as imposing strict operational requirements. The Police Department and City Attorney’s Office is currently considering updates to PMC Chapter 6.24 that would improve and strengthen some of the existing requirements. Therefore, an additional option that could be considered would be to retain the current land use regulations for massage establishments and instead focus on improved licensing procedures and enforcement through the Police Department.

Civic Center Relocation – Approvals and Next Steps

Redevelopment of the civic center site is predicated on the existing City offices and functions including City Hall, Police Department, and Library (existing building to remain and be repurposed) moving to new facilities at the Bernal Property. In 2016, the City Council “accepted” the Library and Civic Center Master Plan, which includes a conceptual plan for the new facilities at the Bernal Property. A formal amendment of the Bernal Property Specific Plan is required to reflect the accepted Master Plan, which, since the Plan was originally adopted by Pleasanton voters, also requires voter approval for amendment. The Draft Downtown Specific Plan identifies this voter approval as an essential step required for implementation of any land use changes for the existing Civic Center site.

PUBLIC NOTICE

A display ad for this item was published in *The Valley Times*. At the time this report was published, staff received not received comments regarding the material herein that is specifically addressed to the Planning Commission. However, public comments received in anticipation for the November 13, 2018 Task Force meeting were attached to materials provided to the Task Force.

SUMMARY/CONCLUSION

Staff requests that the Planning Commission review and provide input on the draft Specific Plan, including comments on the following topics in particular:

- *Land Use and Design* Chapter Goals, Policies, and Implementation Actions
- Options for Massage Businesses Downtown, including whether these businesses should be excluded from the active ground floor uses definition and policies.

Comments from the Planning Commission will be provided to the Task Force in preparation for a meeting in December 2018. Prior to adoption of the specific plan, multiple commissions/committees, including the Planning Commission, will have the opportunity to provide direction. Ultimately, public hearings will be held for review and approval by the City Council in 2019.

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