

Planning Commission Agenda Report

October 25, 2017
Item 5.a.

SUBJECT: P17-0855

APPLICANT: VMI Architecture, Inc., Clifton E. Sorrell

PROPERTY OWNER: Harman Management Corporation, Travis Gutke

PURPOSE: Application for Design Review to demolish the existing 2,132-square-foot Kentucky Fried Chicken (KFC) restaurant building with a drive-through and construct an approximately 2,479-square-foot restaurant building with a drive-through and related site improvements.

LOCATION: 1803 Santa Rita Road

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

ZONING: PUD-C (Planned Unit Development – Commercial)

EXHIBITS:

- A. [Draft Conditions of Approval](#)
- B. [Project Plans dated "Received June 2, 2017"](#)
- C. [Drive-through Queue Assessment](#)
- D. [Location and Notification Map](#)

STAFF RECOMMENDATION

Staff recommends the Planning Commission adopt a resolution approving Design Review application P17-0855 subject to the conditions of approval listed in Exhibit A.

EXECUTIVE SUMMARY

Clifton Sorrell, with VMI Architecture, is proposing to demolish the existing KFC restaurant with a drive-through and construct a new KFC restaurant with drive-through. The building orientation, location of the drive-through lane, and parking lot layout are very similar to the existing building and/or site improvements. Staff is recommending support of the project if, as conditioned, the following changes are made: (1) change the red color of the metal roof and awnings to match the building's dark brown brick color; (2) incorporate recessed walls, windows, landscaped trellis, and/or other architectural features into the north, south and west elevations to add relief and breakup/reduce the perceived massing; (3) redesign the stormwater treatment to eliminate the proposed sunken bio-retention basin with raised concrete curbs and guardrails; and (4) limit the use of the pavers to the drive-through lane only. The application is before the Planning Commission for consideration.

BACKGROUND/HISTORY

PUD Development Plan and Uses

The property, located in Valley Plaza Shopping Center (VPSC), is zoned Planned Unit Development – Commercial (PUD-C) District and is subject to the conditions of approval of PUD-73-2 adopted by the City Council under Ordinance No. 719. Each building within VPSC is subject to the uses of either the Office, Central-Commercial, Service-Commercial, or Neighborhood-Commercial Pleasanton Municipal Code (PMC) Zoning District. The subject property follows the uses of the Central-Commercial (C-C) zoning district. No development standards (i.e., building height, setbacks, floor area ratio, minimum parking ratio, etc.) were established with the PUD. Therefore, proposed projects are subject to case-by-case review.

The PMC permits restaurants in the C-C District with any restaurant that includes a drive-through being subject to a Conditional Use Permit (CUP). The subject building was constructed in 1973 and was operated as Kentucky Fried Chicken (now KFC) without a drive-through for 18 years. In 1991, the Design Review Board and Planning Commission approved Design Review (Z-91-51) and CUP (UP-91-32) applications, respectively, to modify the existing KFC building and site and install a drive-through window and lane. The drive-through lane has been in operation for the past 26 years.

Conditional Use Permit

KFC's existing operations would not change with the new building and drive-through and the drive-through lane would substantially be in the same location with slight adjustments to the drive-through lane width to enhance circulation. Therefore, a new CUP or CUP modification is not required and KFC's existing CUP (UP-91-32) would remain in effect.

AREA AND SITE DESCRIPTIONS

Area Description

VPSC, shown in Figure 1, is located at the northwest intersection of Santa Rita Road and Valley Avenue and consists of five multi-tenant and four single-tenant buildings that have various uses (restaurants, convenience markets, beauty salons, offices, retail, etc.). VPSC is bordered on the north by Mission Plaza Shopping Center; east, across Santa Rita Road, by a City park (Orloff Park) and Danbury Park Townhomes; on the south, across Valley Avenue, by the Chevron Gas Station, Hallmark store, and Avana Apartment Homes; and on the west by Valley Plaza Apartment Homes.

Figure 1: Aerial Photo of Valley Plaza Shopping Center



Site Description

The subject site is an approximately 16,030-square-foot parcel located on the east side of VPSC, west of Santa Rita Road. The subject site contains an approximately 2,132-square-foot KFC restaurant with a drive-through. The building is oriented such that the pedestrian entrance is on the north facade of the building. The entrance to the drive-through lane is west of the building with the lane continuing around the southern side and ending on the eastern side of the building. The existing drive-through lane is partially screened by a concrete masonry wall (see Figures 3 and 4). There are off-site City street trees to the east and minimal landscaping within the subject site's planter areas. All of the parking in the VPSC is shared by the other buildings/uses within VPSC, with 20 of those shared parking spaces being on the subject site. Please refer to Figures 2 through 4.

Figure 2: Aerial Photo of the Subject Site



Figure 3: Internal Street View of the Subject Site

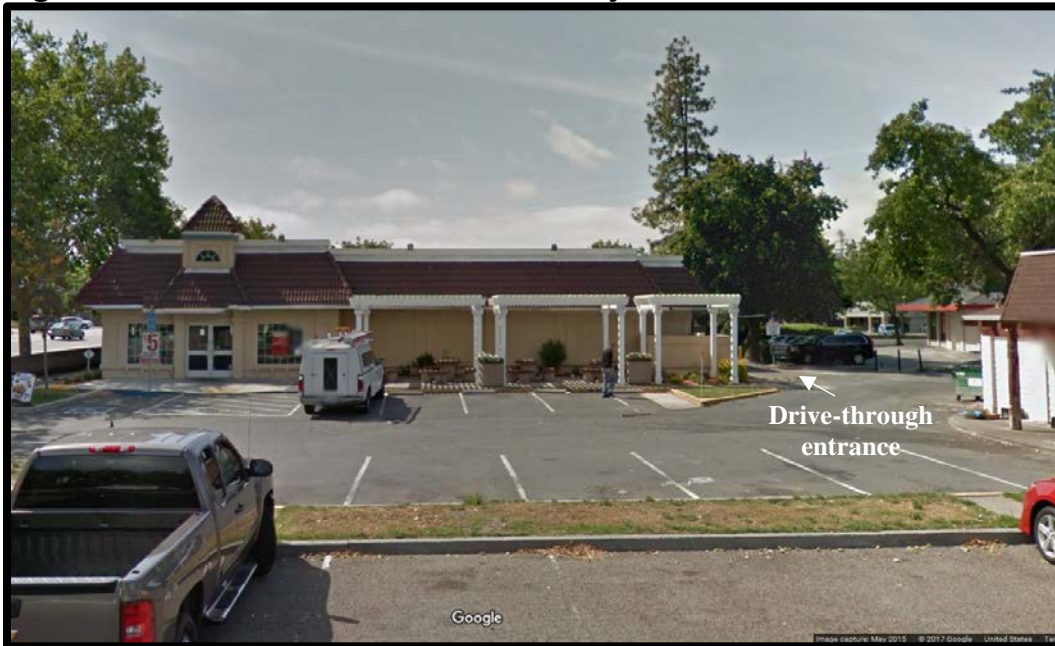


Figure 4: Street View of the Subject Site from Santa Rita Road



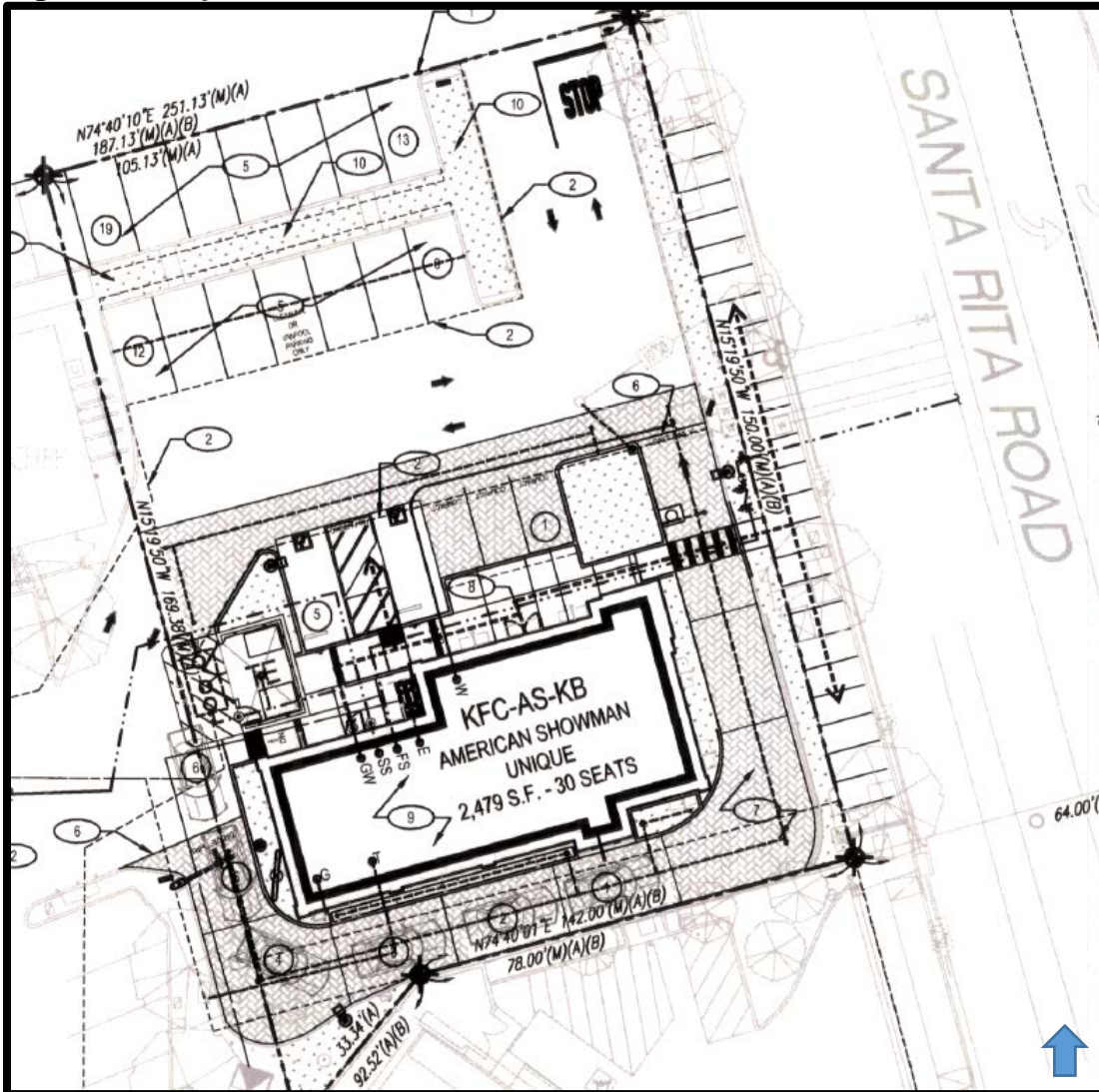
PROPOSED PROJECT

The applicant is proposing to demolish the existing 2,132-square-foot KFC restaurant and drive-through lane and construct an approximately 2,479-square-foot KFC restaurant with drive-through lane and related site improvements. The building orientation, location of the drive-through lane, and parking lot layout are very similar to the existing building and/or site improvements. The concrete block walls along the southern and eastern portions of the site and vehicular access to the site from Santa Rita Road would not change. A total of 19 parking stalls are proposed, including 14 standard-sized spaces, three compact-sized spaces, and two accessible stalls. The six spaces immediately to the north of the building are being removed and replaced with five spaces and the 14 spaces further north will remain unchanged. All parking will remain shared amongst the buildings/uses in VPSC. New low-water use landscaping will be installed throughout the subject site. The on-site tree to the south of the existing driveway and the off-site City street trees along the project frontage will remain. The applicant is also proposing pervious pavers in portions of the site.

KFC is not proposing to change its operation from what was approved under UP-91-32; the hours of operation will continue to be 10:30 a.m. to 10:00 p.m., seven days a week.

Please refer to Exhibit B or Figure 5 for the proposed site plan layout.

Figure 5: Proposed Site Plan



The building would have off-white stucco walls with dark brown accent brick at the base and on the rectangular columns. There is a tower element located at the northeast corner of the building that would have brick and stucco walls and a red standing seam metal roof. Red-colored louvered metal awnings are proposed above the windows on the north, south and east elevations. The proposed colors are shown on the elevation drawings of Exhibit B. The tower element would be 27-feet, 4-inches tall, measured from finished grade to the top of the roof, with the remaining building being 21-feet tall, measured from finished grade to the top of the parapet. The existing trash enclosure would be demolished. A new covered trash enclosure, matching the materials and colors of the building, would be located on the west side of the building, generally in the same location as the existing trash enclosure.

ANALYSIS

General Plan

The subject property has a General Plan Land Use designation of Retail/Highway/Service Commercial; Business and Professional Offices, which allows a variety of commercial uses. The proposed project is consistent with the General Plan land use designation because the new building would continue to house a commercial use (KFC). The project is also consistent

with Policy 13 of the General Plan's Land Use Element: "Ensure that neighborhood, community, and regional commercial centers provide goods and services needed by residents and businesses of Pleasanton and its market area." Therefore, the use is consistent with the Land Use designation.

Zoning

The subject building follows the uses of the PMC's C-C District. The PMC permits restaurants in the C-C District with any restaurant that includes a drive-through being subject to a CUP. The restaurant with drive-through will continue to operate without any changes and the drive-through lane will be in the same location. Therefore, a new/modified CUP is not required and UP-91-32 would remain in effect.

Site Plan

As noted earlier, there were no site development standards established with the PUD and proposed projects are subject to case-by-case review. Table 1 summarizes the existing standards and compares them to those proposed as part of the project.

Table 1: PUD Site Development Standards

Development Standard	Existing	Proposed
<i>Setbacks</i>		
North side	105 ft.	97 ft.
Front (eastern)	20 ft.	23 ft.
Rear (western)	4 ft.	12 ft.
South side	10 ft., 3 in.	15 ft.
<i>Height</i>		
	14 ft. - 22 ft., 4 in.	21 ft. - 27 ft., 4 in.
<i>Building area</i>		
	2,132 sq. ft.	2,479 sq. ft.
<i>Floor area ratio</i>		
	13.30%	15.46%

The proposal is generally similar to the existing footprint and the drive-through lane will remain in the same location, but widened at the two turns at the southwest and southeast corners of the building to allow for better drivability. Staff finds the proposed development standards acceptable as they would be similar to the existing development standards.

Traffic, Circulation and Parking

Traffic impacts from the shopping center were anticipated and addressed when VPSC was originally approved and the drive-through lane was analyzed with the DR and CUP applications. The drive-through lane speaker box and menu/order board, located on the west side of the building, and pay/pick-up window, located near the southeast side of the building, are in the same general location as the existing speaker box, menu/order board, and pay/pick-up window. Similar to the existing drive-through lane, five cars could be accommodated between the menu/order board to the pay/pick-up window.

The existing drive-through lane has been operating for the past 26 years without any traffic or circulation problems being reported to the City. Although problems have not been reported, the applicant is proposing to improve the drivability of the drive-through lane by widening the lane

at the southwest and southeast corners of the building where the drive-through lane narrows, making it difficult for some vehicles to maneuver.

A drive-through queue assessment was prepared to confirm that waiting queues will not extend into the adjacent drive aisle and/or interfere with circulation at the shopping center. The study analyzed the existing KFC drive-through during peak hours (11 a.m. to 1 p.m. and 4 p.m. to 7 p.m.). The report, included as Exhibit C, concluded that the longest queue at any time totaled four vehicles from the pay/pick-up window. As proposed, the drive-through lane could accommodate five vehicles between the pick-up window and menu/order board and one additional vehicle behind a car stopped at the menu/order board. Thus, space for the maximum observed queue would be available. The City's Traffic Engineer has reviewed the assessment and agrees that it is unlikely that vehicle queues would extend beyond the limits of the drive-through lane and into the shopping center drive aisles or that the new building would generate more drive-through customers.

Parking is shared amongst the uses/buildings in VPSC. A total of 20 shared parking spaces were created on the KFC site when the KFC building was constructed. Parking on the subject site would be reduced from 20 to 19 spaces with the project. The PMC requires restaurants to provide one parking space for each three seats or each 200 square feet of gross floor area, whichever is greater. Nine parking spaces would be required for the proposed 27 seats and 12 parking spaces would be required for the proposed 2,479-square-foot building. Therefore, 12 parking spaces are required by the PMC and the 19 proposed parking spaces comply with the PMC parking requirements. While the overall parking supply for the shopping center would be reduced by one space, staff has not observed or received comments in the past regarding parking shortages in VPSC. Therefore, staff does not anticipate parking being an issue due to the project. Should future traffic or parking problems occur from the operation of the drive-through, the existing CUP allows the City to bring the CUP back to the Planning Commission for additional conditions to mitigate and/or prevent any problems.

Architectural Design

Staff believes that the applicant has made a good effort in designing a building that would be functional yet attractive. However, due to the high visibility of the site from Santa Rita Road, staff believes that the "Exotic Red" color proposed for the awnings and roof should match the proposed dark brown brick color in order to be in keeping with the other proposed colors of the building. Furthermore, staff recommends that the awnings project out at an angle at all locations and the north, south and west elevations have additional architectural features to provide architectural interest. Additional design features on these elevations could include recessed walls, green/landscape trellises, and/or other architectural features. Conditions of approval have been included to address these items. Therefore, as conditioned, staff believes the design is appropriate and would complement buildings in Pleasanton.

Figure 6: Proposed East Elevation



Figure 7: Proposed North Elevation



Grading and Drainage

Minor grading would be needed to prepare the new building pad and drive-through lane. As proposed, stormwater would be conveyed into an underground vault and then pumped up into an approximately 15-ft. by 18-ft. sunken bio-retention basin at the northeast corner of the building. Raised concrete curbs and metal guardrails would be located around the basin. Staff does not support the proposed design of the bio-retention basin and has included a condition of approval that it be redesigned to be similar with stormwater treatment typically used at other projects in the city (i.e., landscaped bioswales). The applicant is proposing the use of pavers for the drive-through lane and in the parking stalls and a portion of the drive aisle immediately north of the building (please refer to Exhibit B for the proposed paver layout). While staff is supportive of concrete pavers in projects, we believe that the partial use of pavers in the parking spaces and drive aisle immediately north of the building would not acceptably integrate with the rest of the shopping center paving that has standard asphalt. A condition of approval requires the pavers be limited to the drive-through lane only. As conditioned, the project would meet the City's grading, drainage and stormwater requirements.

Landscaping and Trees

A landscape plan has been provided which includes a variety of trees, shrubs, and groundcover for the site. The landscape plan would assist in softening the appearance of the structure and provide an attractive streetscape. To further enhance the streetscape, staff has added a condition to use a shrub with more densely-spaced foliage in the planter along the east side of the drive-through lane to better screen the drive-through and associated traffic from Santa Rita Road. Staff has also included a condition of approval requiring potted plants be installed adjacent to the main entry doors. As conditioned, staff believes that the proposed landscape plan is appropriate for the area and the project location.

Staff notes that the City's Landscape Architect determined that a tree report for the on- and off-site trees would not be required due to the existing hardscape surrounding the trees and limited construction activity proposed near the trees. However, tree protection measures for the on- and off-site trees would be necessary during construction. Conditions of approval have been included to reflect this requirement.

Signs

Although signage is shown in the plans (Exhibit B), signage is not proposed with this Design Review application. A comprehensive sign program for the project will be reviewed by staff as a Sign Design Review application.

PROJECT ALTERNATIVES

The subject parcel is a legally created lot zoned for central-commercial uses. The proposed use would comply with the allowed uses for the zoning district and the replacement building and site improvements would be similar to the KFC building and site improvements shown on the PUD development plan for VPSC. Alternatives for the site could include:

1. Proposing a building and/or drive-through with a different design, shape, size, and/or location; or
2. Undertaking no project, under which the existing building and drive-through lane 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 for stormwater treatment, updating the building to meet current code standards (i.e., fire sprinklers), or improve the drivability of the drive-through lane. Therefore, staff believes the proposed project represents a reasonable development scenario.

PROS AND CONS

Pros	Con
Building design is architecturally compatible with the other buildings in Pleasanton, as conditioned.	Loss of outdoor dining.
Consistent with the allowed uses.	Demolishing a building that could be refurbished.
Provide opportunity for enhancing an existing shopping center with a new building with improved drive-through lane circulation and low-water use landscaping.	

PUBLIC NOTICE

Notice of this application was sent to surrounding property owners and tenants within a 1,000-foot radius of the site. Staff has provided the location and notification map as Exhibit D for reference. At the time this report was published, staff had not received any public comment.

ENVIRONMENTAL ASSESSMENT

In-fill development projects on sites of 5 acres or less that have no habitat for endangered, rare, or threatened species, that can be adequately served by all required utilities and public services, that are consistent with the General Plan and zoning regulations, and would have no significant effects on traffic, noise, air quality, or water quality are categorically exempt (Section 15332, In-fill Development Projects) from the California Environmental Quality Act (CEQA). Therefore, no environmental document accompanies this report.

SUMMARY/CONCLUSION

Staff has reviewed the subject proposal and believes the subject proposal is consistent with the applicable PUD and City regulations. The building design and site layout, as conditioned, are appropriate for VPSC.

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