

Planning Commission Staff Report

October 28, 2015
Item 6.a.

- SUBJECT:** P15-0364, P15-0365 & P15-0600
- APPLICANT:** Lisa Sunderland, SCM Solutions, LLC
- PROPERTY OWNER:** Centro NP Rose Pavilion LLP
- PURPOSE:** Applications for Design Review, Conditional Use Permit, and Sign Design Review approvals to construct and operate an approximately 614-square-foot drive through Starbucks Coffee kiosk with related site improvements in the Rose Pavilion Shopping Center parking lot.
- GENERAL PLAN:** Retail/Highway/Service Commercial/Business and Professional Offices
- ZONING:** Central Commercial (C-C) District
- LOCATION:** 4299 Rosewood Drive
- EXHIBITS:**
- A. [Draft Conditions of Approval](#)
 - B. Project Plans and Studies: [Development Plans](#), [Sign Plans](#), [Queuing Study](#), and [Parking Availability Study](#)
 - C. [Rose Pavilion Conceptual Plans](#)
 - D. [Location Map and Noticing Map](#)

BACKGROUND

The applicant proposes to construct an approximately 614-square-foot building with a walk-up window and drive-through on behalf of Starbucks Coffee within an existing parking lot at 4299 Rosewood Drive. The proposed Starbucks building location would be located along the eastern edge of the property adjacent to Santa Rita Road in front of 99 Ranch Market and Carpetland.

Rose Pavilion Shopping Center is located west of Santa Rita Road, on both sides of Rosewood Drive. The shopping center was developed in three phases in the 1980's and 1990's. Phases I & II of the shopping center are located on the east side of Rosewood Drive, with anchor tenants such as 99 Ranch Market, Macy's Furniture, as well as a

large vacant tenant space formerly occupied by CVS Pharmacy. Phase III is located on the west side of Rosewood Drive with tenants such as Golf Smith, CVS Pharmacy, Ethan Allen and the Fitness 19. Figure 1 shows a project vicinity map, including both portions of Rose Pavilion. The remainder of the shopping center is occupied by various restaurants, retail and general service uses.

The proposed building will be located in the Phases I & II area of the shopping center. The zoning for Phases I & II of the shopping center is Central Commercial (C-C) District. Phases I & II, for the remainder of this report will be referred to only as Rose Pavilion. Within the C-C District, drive-through restaurants/cafes require a Conditional Use Permit and the new commercial building's and related site improvements require Design Review, both of which are reviewed and considered for approval by the Planning Commission.



Figure 1: Vicinity Map

SITE DESCRIPTION

Rose Pavilion currently comprises approximately 188,956-square-feet of gross commercial/retail area supported by 806 parking stalls. The proposed Starbucks building will be situated along the eastern edge of Rose Pavilion, adjacent to Santa Rita Road in front of 99 Ranch Market and Carpetland. The project area is bounded by the shopping center to the south and west, the Pleasanton AutoMall and I-580 to the north, and Santa Rita Road, single family homes, and the Pleasant Village Shopping Center to the east. Figure 2 shows a project area map; Rose Pavilion is identified with a yellow outline; the project area is identified with a red outline.

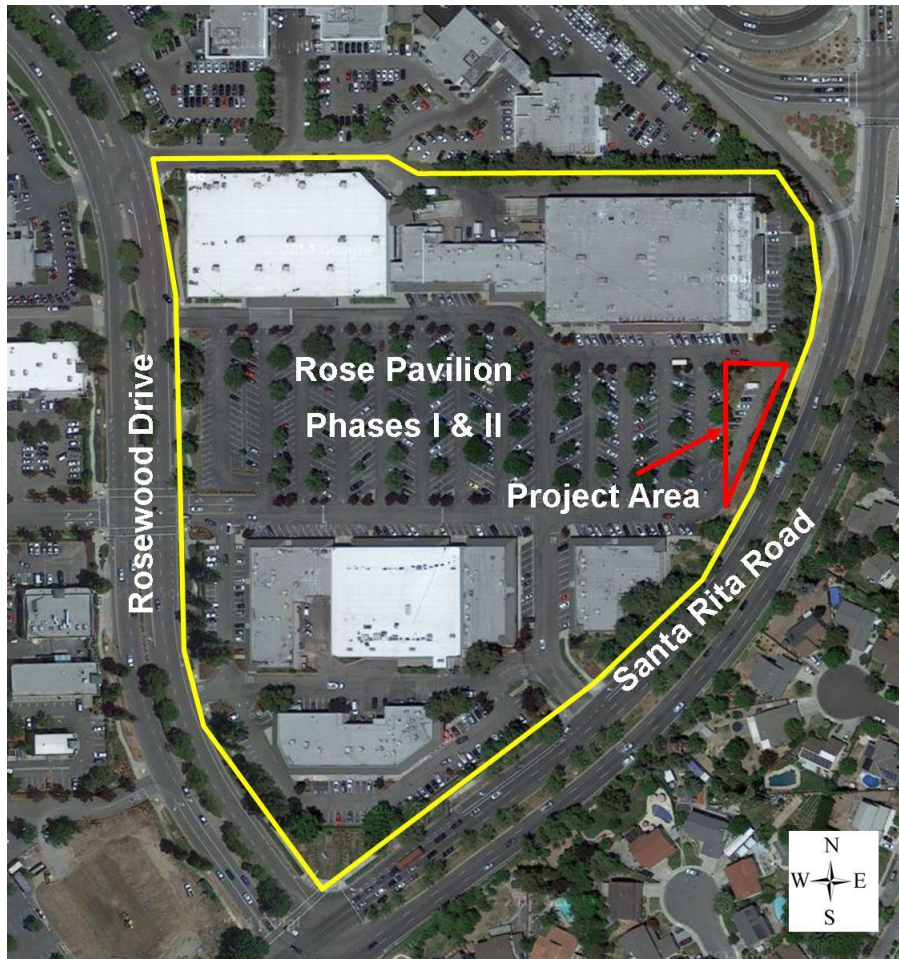


Figure 2: Project Area

Access to the site is provided by five driveways: one from southbound Santa Rita Road and four from Rosewood Drive. The entrance on Santa Rita Road, the southerly entrance on Rosewood Drive and the entrance in front of Macy's on Rosewood Drive provide only right-in and right-out access. The main signalized entrance on Rosewood Drive, as well as the northerly shared driveway behind the center, provide turn access in all directions.

PROJECT DESCRIPTION

The project proposal consists of the removal of seven parking stalls to construct a new 614-square-foot Starbucks drive-through with a walk-up pedestrian window. There will be no interior or outdoor seating associated with the drive-through. Figure 3 shows the location and site plan of the proposed facility and Figure 4 shows the proposed floor plan. The building will be configured in the shape of a “T” with the drive-through window at the west-facing cross of the “T” and the pedestrian window on the east-facing cross of the “T.” The floor plan includes areas typically seen behind the counter in a café, including kitchen prep areas, sinks and coffee-making machinery. There will also be an employee-only restroom.

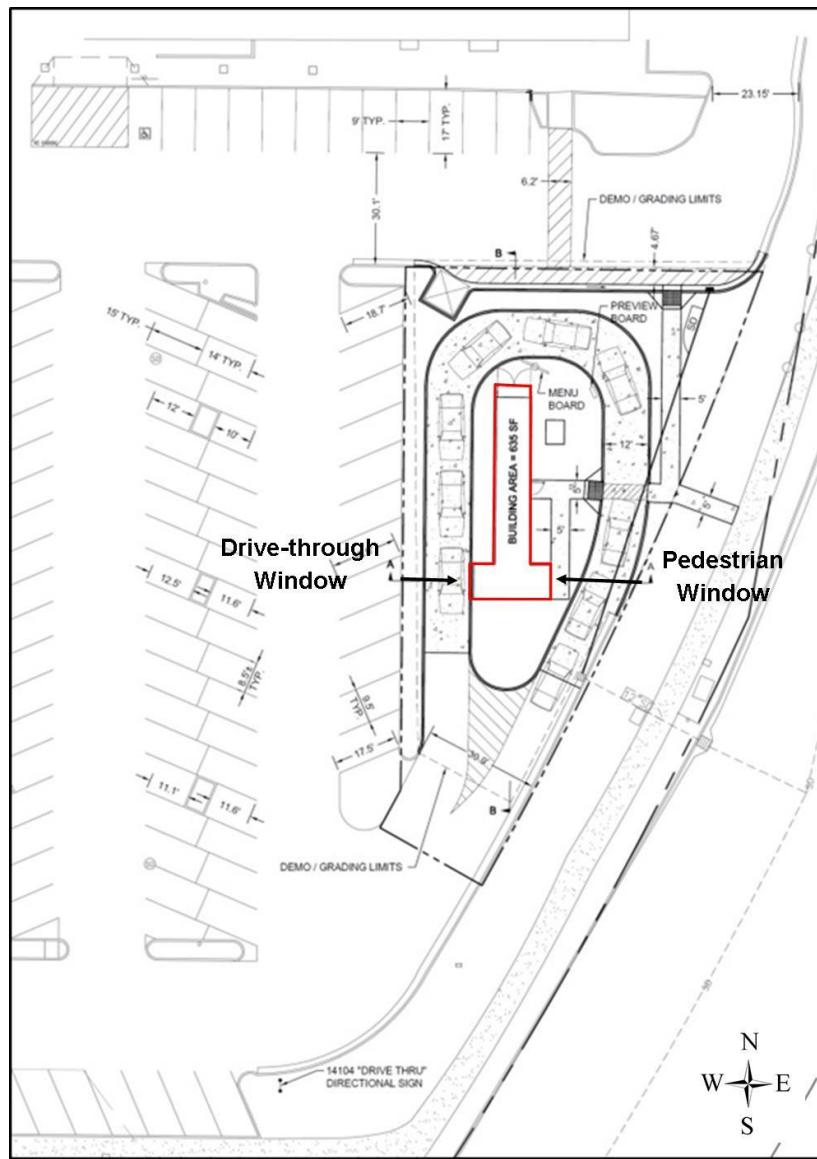


Figure 3: Proposed Site Plan

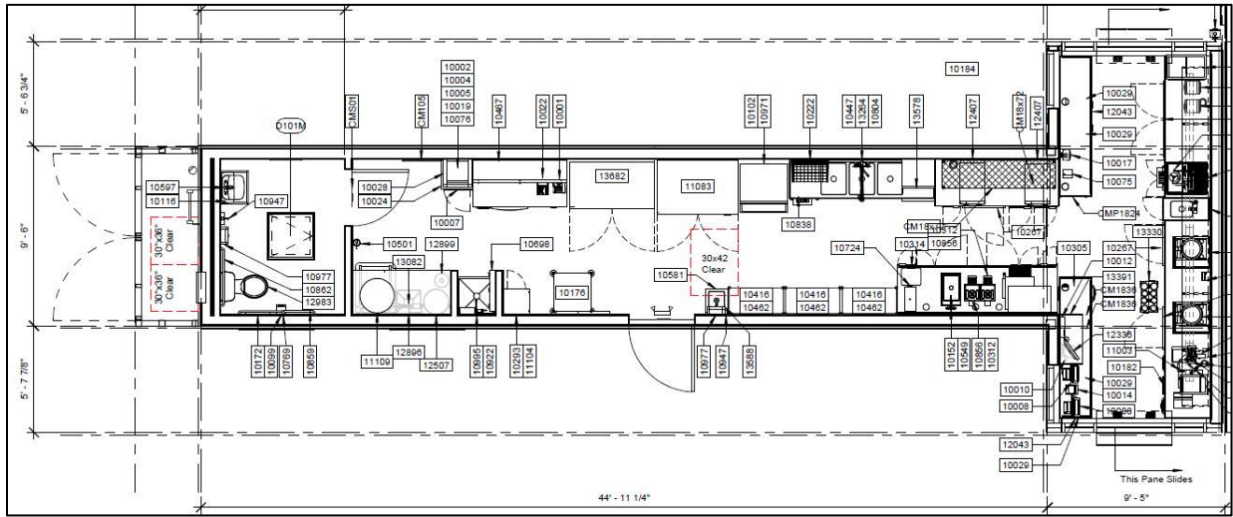


Figure 4: Proposed Floor Plan

As shown on project plans, the entrance to the new drive-through lane will be located near the eastern property line. The drive-through lane would require closure of the far drive aisle and removal of seven parking stalls. The drive-through will include a preview board on the east side of the building, an ordering board along the north side of the building and pick-up at the window on the west side of the building. Additional parking modifications to accommodate the new traffic flow will include modifying the currently angled parking stalls directly in front of Ranch 99 Market to 90-degree parking stalls, resulting in one additional parking stall adjacent to the market. In order to accommodate the new drive-through, a new trash enclosure will also be constructed away from the Santa Rita Road frontage and north of the proposed kiosk. In order to provide a contiguous pedestrian path from Ranch 99 Market and the public right-of-way, a new sidewalk has been included that extends to the north via a crosswalk and to the east to connect to the Santa Rita Road sidewalk.

Figure 5 on the next page shows elevations for the proposed drive-through building.

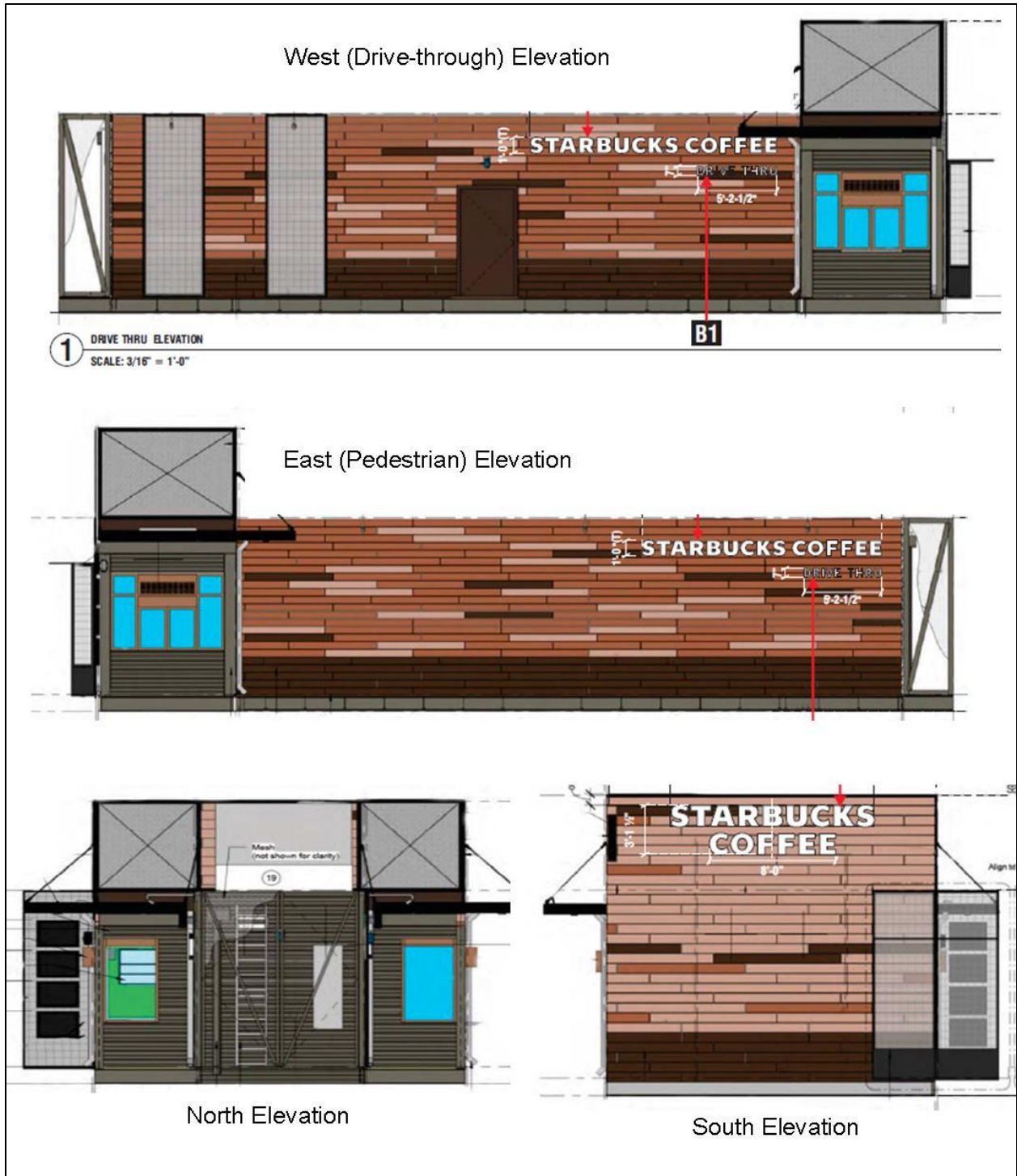


Figure 5: Proposed Elevations

The building will incorporate several different materials, including corrugated and flat metal panels and reclaimed Douglas Fir planks. All mechanical equipment has been

proposed to be screened using matte black metal mesh screens. Aluminum framed drive-through and pedestrian windows, as well as two small windows facing north at each window to view the waiting line will be included in the building. The rear (north) of the building, facing 99 Ranch Market will include a metal equipment enclosure. A color and materials board will be available at the hearing for the Planning Commission's review.

Signage for the building will consist of three, one-foot tall, internally illuminated white channel letter signs that read "Starbucks Coffee" and 7-inch tall, internally-illuminated white channel letter signs that read "Drive Thru" on the east and west elevations. The south elevation will include one-foot four-inch tall, internally illuminated white channel letter signs that read "Starbucks Coffee." Directional signage and preview/menu boards will also be installed.

Hours of operation for the drive-through will be from 5:00 a.m. to 10:00 p.m. daily. At any one time, approximately 3 employees will work at the subject location. Utilizing the Institute of Transportation Engineers (ITE) publication for trip generation for drive-thru coffee facilities with no seating, it is estimated that approximately 192 a.m. peak hour trips and 48 p.m. peak hour trips will be generated by the proposed kiosk.

ANALYSIS

The following sections evaluate the proposed project with respect to land use, development standards, and other considerations such as parking, grading and drainage, and architectural design.

Land Use

General Plan Consistency

The subject parcel is designated *Retail/Highway/Service Commercial/Business and Professional Offices* by the Land Use map in the General Plan. This land use designation allows for commercial uses and, therefore, the use of the subject property as proposed is consistent with this land use designation. Additionally, the project is consistent with the following goals, policies, and programs of the Land Use and Public Safety Elements of the General Plan:

- L.U. Policy 4: Allow development consistent with the General Plan Land Use Map.
- L.U. Policy13: Ensure that neighborhood, community, and regional commercial centers provide goods and services needed by residents and businesses of Pleasanton and its market area.
- L.U. Program 15.2: Promote the location of business services in Pleasanton to support industrial, commercial, and office complexes.

The project is consistent with these goals, policies, and programs in that the proposed drive-through kiosk use is consistent with the *Retail/Highway/Service Commercial/Business and Professional Offices* General Plan land use designation and will provide a service to both nearby residents and to those who live in other parts of the City.

Zoning

The subject property is zoned C-C. Within the C-C District, drive-through restaurant/cafes require a Conditional Permit and a new commercial building requires Design Review, both of which would be reviewed and considered for approval by the Planning Commission.

Site Plan

Development Standards

The following sections describe the proposed setbacks, floor-area-ratio, and building height of the proposed project and evaluate the compliance of the project with the standards outlined in the C-C district of the Pleasanton Municipal Code (PMC).

Setbacks

The C-C District does not have setback requirements for buildings. The proposed building is situated approximately 40 feet from the eastern edge of the property, allowing for sufficient distance to the east property line for landscaping.

Floor-Area-Ratio

The proposed building is approximately 641-square-feet in area. Rose Pavilion is approximately 15.8 acres, with 188,956-square-feet of existing retail uses currently on-site. The proposed kiosk would result in a floor-area-ratio (FAR) of approximately 23%. The proposed FAR is well within the 300% maximum permitted in the C-C District and the 60% maximum (35% average density) permitted for the *Retail/Highway/Service Commercial/Business and Professional Offices* General Plan land use designation.

Building Height

The tallest portion of the proposed kiosk is the equipment screening element at 19 feet, which is within the 40-foot maximum permitted in the C-C district.

Building Design

Architecture, Colors and Materials

The design and architecture of the proposed building includes a diverse range of materials and finishes. The majority of the building will incorporate reclaimed Douglas Fir planks that have been planed to consistent thickness and height and cut at random lengths. The drive-through/pedestrian windows will include wide grooved corrugated metal panels that will be painted dark brown. Within commercial shopping centers, staff

typically requires architectural features to reference the existing center. Except for the Ranch 99 Market, which was renovated in 2009 to include natural stone veneer and contrasting earth tones, the surrounding Rose Pavilion Center utilizes large amounts of stucco with muted paint color, with little contrast and little variation in architectural details. The property owner has indicated that he has a long-term goal to continue renovations throughout the entire center. The owner has provided staff with conceptual renderings depicting the long-term design goal for the shopping center, and these are included within Exhibit C. Although there is currently no timeframe or schedule for the future improvements, staff believes that the proposed Starbucks building would complement the long term design of the center.

A new trash enclosure would be constructed to the north of the building. The exterior of the enclosure would be stucco. Staff has included a condition of approval to include stone veneer on the enclosure to match the Ranch 99 Market. The trash enclosure would be approximately ten feet in height with double steel gates.

Parking, Traffic, and Circulation

Rose Pavilion currently comprises approximately 188,956-square-feet of gross commercial/retail area supported by 806 parking stalls. The proposal would add 641-square-feet of building area and would result in a net loss of six parking stalls, resulting in a total of 189,587-square-feet of gross floor area and 800 parking stalls.

If all tenant uses within Rose Pavilion were evaluated using their current uses per PMC Section 18.88.030(C), a total of 532 parking stalls would be required. This takes into account the following requirements:

1. Restaurants - one space for each 200 square feet
2. Market/Food Stores - one space for each 150 square feet
3. Banks and Other Financial Institutions - one space for each 300 square feet
4. Bulk Merchandise/Furniture Store - one space for each 500 square feet
5. General Retail - one space for each 300 square feet

The overall parking ratio for the shopping center averages approximately one parking stall per 234-square-feet of space. Parking at the shopping center was designed and constructed to support a mixture of retail tenants, allowing for an evolving mix of tenants. With different anchor tenants in the shopping center and new retailers and restaurants over time, parking at Rose Pavilion has adequately supported the commercial uses in the shopping center. Staff anticipates the same condition for new tenants in the shopping center in the future.

In addition to the total parking calculations, the applicant provided a more focused parking availability study that analyzed the parking area in front of 99 Ranch Market that will be most impacted by the proposal. The parking availability study is included as part of Exhibit B. The area analyzed included a total of 214 parking stalls. The study counted

the occupied stalls at 30-minute intervals between the hours of 5:00 a.m. and 9:00 p.m. on a weekday and a weekend. The study showed that at peak weekend demand (1:30 p.m.) there were 166 occupied stalls (78% of available stalls). The peak weekday demand observed at 12:30 p.m. was 127 occupied stalls (60% of available stalls). During the weekday, only one car was observed to have parking in the area of the 7 stalls to be removed. Staff believes that the highest volume of traffic associated with the proposed Starbucks kiosk and drive-through will be in the morning when the parking study shows that most parking is available. Therefore, staff believes that the construction of a new 614-square-foot coffee kiosk and net loss of six parking stalls would not adversely impact the adjacent tenants or the overall parking within the center.

The applicant also prepared a “queuing study” to evaluate the stacking capacity of the one-lane drive through. The proposed drive-through has a stacking capacity of 12 vehicles from the pick-up window. The analysis indicates that during the peak period of 7:30 a.m. to 9:30 a.m., observations of two similar sites showed an average capacity of 9 vehicles and a maximum peak demand of 12 vehicles. Based on the proposed site layout, this peak demand would be accommodated on-site without impacting on-site circulation. The City Traffic Engineer has reviewed the study and agrees that the stacking capacity is sufficient, and that adequate space on the site is available for the queue without impacting ingress and egress to the site. Additionally, customers who see a long line at the kiosk may decide to utilize the pedestrian walk-up window.

Noise

The subject site is located adjacent to commercial uses and is across Santa Rita Road from residential uses. The operation within the building is not expected to result in a substantial change in ambient noise levels. The drive-through will include a menu board with audio system to allow customers to order. A typical drive-through audio system generates approximately 75 decibels (dB) from a distance of 3 feet, 64 dB from a distance of 20 feet, and 53 dB generated from a distance of 70 feet. The system is approximately 45 feet from the east property line. The operation of the business is required to meet the maximum noise limit in the Pleasanton Municipal Code of 70 dB at the property plane, and a Condition of Approval has been included to verify that this requirement would be achieved. Since the residential uses located across Santa Rita Road to the east have a soundwall along their rear yards abutting Santa Rita Road and the site is surrounded by commercial uses to the north, south, and west, staff finds the operation will not have a negative impact on surrounding uses.

Signage

The comprehensive sign program for the proposed development includes three building-mounted, internally-illuminated channel letter signs, two directional signs for the drive through, and three preview/menu board signs. The building-mounted signs would be installed on the building’s east, south, and west elevations. The “Starbucks Coffee” building-mounted signs would have a maximum height of one foot on the east and west elevations (one line of copy) and three feet, two inches on the south elevation (two-lines

of copy). The “Drive Thru” building-mounted signs would have a maximum height of seven inches on the east and west elevations. No building sign is proposed on the north elevation facing 99 Ranch Market. The proposed directional signs would be double-sided signs, approximately four feet in height. Figure 6 shows the proposed building-mounted sign on the east elevation (the sign on the west elevation would be similar).

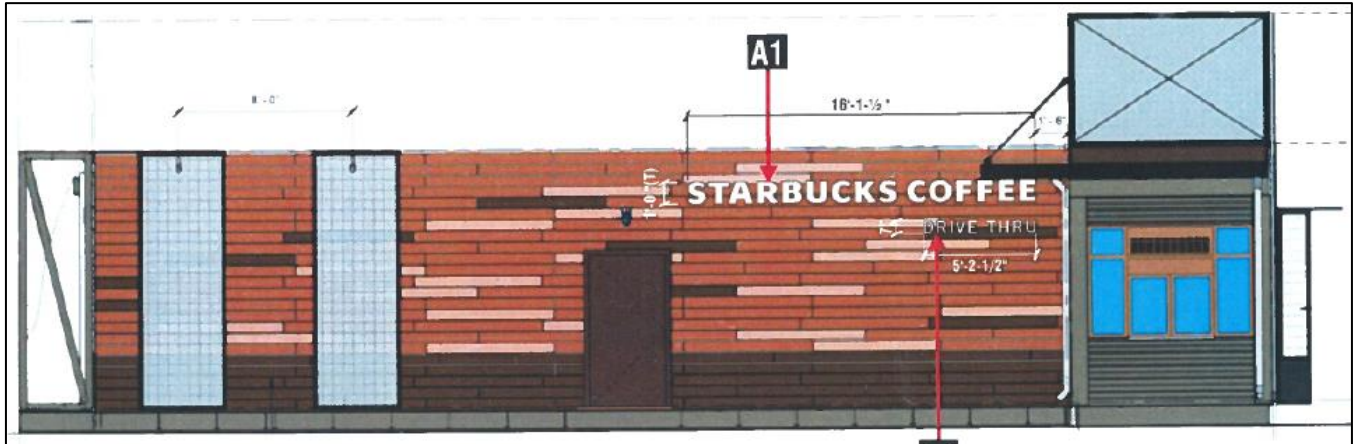


Figure 6: Proposed Sign Typical of East and West Side of the Building

Per the Rose Pavilion Master Sign program, Starbucks would not be permitted to install an individual monument sign, but would be allocated signage on the existing Rose Pavilion multi-tenant monument signs, consistent with the existing Rose Pavilion Master Sign Program.

Staff finds that the size, location, and quantity of the signage proposed for the development are acceptable.

Landscaping, Tree Removal, and Tree Mitigation

The landscaping plan identifies five existing pear trees within the project area that may be disturbed during construction. None of the existing trees are considered Heritage Trees. The applicant is proposing to remove four of the five trees and replace them with two 24-inch box madrone trees and two 24-inch box honeylocust trees. Both species are listed as low-water usage trees. Other shrubs and groundcover plants that would be planted on the site include: Emerald Carpet Manzanita, Dwarf Coyote Bush, Indian Princess Hawthorn, Woolly Yarrow, and Fortnight Lily. Overall, staff finds that the proposed landscaping adequately mitigates the trees to be removed and is appropriate for the site.

FINDINGS

The Planning Commission must make the following findings prior to granting the Conditional Use Permit:

A. That the proposed location of the conditional use is in accordance with the objectives of the zoning ordinances and the purpose of the district in which the site is located.

Objectives of the zoning ordinance include: fostering a harmonious, convenient, workable relationship among land uses; protecting existing land uses from inharmonious influences and harmful intrusions; and ensuring that public and private lands ultimately are used for the purposes which are most appropriate and beneficial to the City as a whole. As conditioned, staff feels the proposed drive-through kiosk would be consistent with these objectives. The drive-through would be located within an existing multi-tenant commercial center which was designed and constructed to support a mix of retail tenants. Other drive-through restaurants and cafes located in commercial centers have been found to be compatible with surrounding businesses. Staff believes that the proposed drive-through kiosk would also be compatible with neighboring uses.

The subject site is zoned Central Commercial (C-C) District, which permits a wide range of commercial uses, and requires Conditional Use Permit approval for uses such as a drive-through. As proposed, the drive-through kiosk will not interfere with the ability of surrounding uses to operate or the overall site circulation. The City has allowed similar uses to be located in commercial areas throughout the City. Staff believes the proposed use, as conditioned, will be compatible with adjacent uses. The applicant will also be required to mitigate any future nuisances which may occur as a result of the proposed use. In summary, staff believes this finding can be made.

B. That the proposed location of the conditional use and the conditions under which it would be operated or maintained will not be detrimental to the public health, safety, or welfare, or materially injurious to the properties or improvements in the vicinity.

Based on the proposal, the drive-through would be compatible with the existing uses in the subject center and adjacent properties. The number of parking spaces that are available within the shopping center would exceed the parking demand for the proposed and existing uses. The parking availability study and queuing study indicate that the project will not be detrimental to the surrounding tenants and uses. The drive-through kiosk building would be designed to meet the requirements of the Uniform Building Code and other applicable City codes. The drive-through kiosk and proposed access and circulation would also meet all Fire Code requirements and have no adverse impact on emergency access or circulation on-site. The applicant would be required to procure all Building and Safety Division permits for any tenant improvements. The proposed development is compatible with the adjacent uses and would be consistent with

the existing scale and character of the area. Therefore, staff believes that this finding can be made

C. That the proposed conditional use will comply with each of the applicable provisions of the Municipal Code which apply to Conditional Uses.

Chapter 18.124 of the Municipal Code states that, because of their unusual characteristics, conditional uses require special consideration so that they may be located properly with respect to their effects on surrounding properties. The site's C-C zoning conditionally permits the establishment of drive-through restaurants/cafes. Staff believes that the recommended conditions of approval will help to integrate the proposed use without detrimentally affecting the surrounding properties and the City in general. As with any use permit, this use can be suspended or revoked if the conditions are not met. As conditioned, the drive-through would comply with all applicable provisions of the Zoning Ordinance. Therefore, staff believes this finding can be made.

PUBLIC NOTICE

Notice of this application was sent to surrounding property owners and tenants within 1,000 feet of the site. Staff has provided the location and noticing maps as Exhibit C for the Commission's reference. The public notice was also published in *The Valley Times*. At the time this report was prepared, staff has not received any comments or concerns.

ENVIRONMENTAL ASSESSMENT

This project is categorically exempt from environmental review pursuant to California Environmental Quality Act Guidelines, Section 15303, New Construction, Class 3. Therefore, no environmental document accompanies this report.

CONCLUSION

The subject proposal would establish a drive-through coffee kiosk to serve surrounding residents and businesses. The on-site improvements will not adversely affect access to and within the site, and additional landscaping will enhance the site. The proposed building is single-story and is in keeping with the scale of surrounding development and its design is acceptable for this highly visible site. Additionally, the operation of the drive-through coffee kiosk is not expected to result in negative impacts to residents and business in the vicinity of the project site.

STAFF RECOMMENDATION

Staff recommends that the Planning Commission approve Case No. P15-0364, P15-0365 & P15-0600 subject to the conditions listed in "Exhibit A."

Staff Planner: Jennifer Hagen, (925) 931-5607, jhagen@ci.pleasanton.ca.us