

## Planning Commission Staff Report

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February 25, 2015  
Item 5.a.

**SUBJECT:** P15-0008

**APPLICANT:** Social Vocational Services, Inc.

**PROPERTY OWNER:** LSTC California LLC

**PURPOSE:** Application for Conditional Use Permit to operate a vocational training facility for adults with developmental disabilities

**LOCATION:** 6602 Owens Drive, Suite 100

**GENERAL PLAN:** Business Park (Industrial / Commercial and Office)

**ZONING:** PUD-I/C-O (Planned Unit Development – Industrial/ Commercial-Office) District

**EXHIBITS:**

- A. [Draft Conditions of Approval](#)
- B. [Plans and Narrative, dated "Received February 4, 2015"](#)
- C. [Location and Noticing Maps](#)

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### BACKGROUND

Pleasanton Park is zoned PUD-I/C-O District and was approved under Ordinance No. 1044 by the City Council on July 13, 1982 and modified on June 9, 2010 through PUD-80-14-12M, to conditionally permit tutoring facilities and private schools with more than twenty (20) students. Staff has concluded that the subject training facility would be considered similar to a private school and would therefore require a Conditional Use Permit (CUP). The CUP application is subject to review and action by the Planning Commission.

Social Vocational Services, Inc. (SVS) is a private non-profit service provider that offers skills and vocational training to adults with developmental disabilities. SVS currently operates in 75 locations throughout California, including three facilities in Alameda County—in Hayward, Newark, and Oakland. To operate this program in any location in California, SVS must obtain a license from the Department of Developmental Services, Community Care Licensing Division, in the category of adult day care.

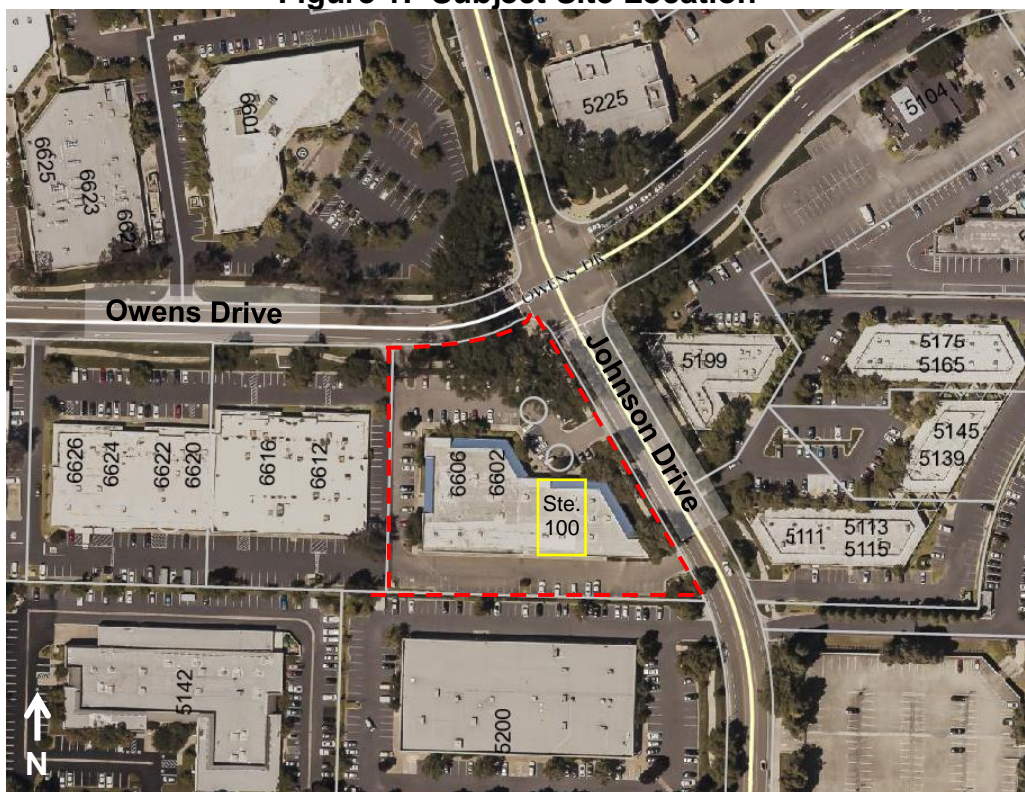
## SITE DESCRIPTION

The Pleasanton Park development was constructed in the early 1980's and provides a variety of office/industrial uses and personal services including private schools, gymnasiums, martial arts, and religious facilities. The subject site is a 1.9-acre parcel at the southwest corner of Owens Drive and Johnson Drive within the park. There are three vehicular entrance/exits to the subject site, one on Owens Drive and two on Johnson Drive. A landscaped setback and sidewalk separate the public streets from the parking lot and building.

The subject site contains a 23,550-square-foot, one-story building with 95 on-site parking spaces (92 standard spaces and three Americans with Disabilities Act [ADA] spaces). The building has four existing tenant spaces. Two spaces—including the space proposed to be leased by SVS (Suite 100)—are currently vacant. The two leased tenant spaces are occupied by insurance offices (Coastal Brokers Insurance Services Inc., Suite 300; and Pleasanton Valley Insurance Group, Suite 200-50).

The site is surrounded by multi-tenant office buildings to the south, west, across Owens Drive to the north, and across Johnson Drive to the east. Retail businesses, including La-Z-Boy Furniture (5225 Johnson Drive) are located to the northeast just across the intersection. The site and surrounding context are shown in Figure 1.

**Figure 1: Subject Site Location**



## **PROJECT DESCRIPTION**

### Program Description

SVS has submitted a CUP application to operate a training center for adults with developmental disabilities in a 5,199-square-foot tenant space (Suite 100) within an existing building located at 6602 Owens Drive. Suite 100 is one of the middle suites in the building. The applicant proposes to implement tenant improvements resulting in 5,136 square feet of usable office space.

SVS's program offerings are both facility- and community-based. On-site activities would include art, music, and physical fitness, and skill-building support in areas such as communication, computers, interviewing, and personal appearance. Off-site activities would include employment contracts and field trips, such as visits to the library, parks, and recreation sites. Exhibit B, provided by the applicant, describes SVS's services. SVS would provide transportation to its clients via eight passenger vans, which would transport clients to and from home, field trips, and work sites.

### Enrollment Capacity and Staff

The program would operate from 7:00 a.m. to 4:00 p.m., Monday through Friday, on a year-round basis. Clients would be on-site for five hours of programming, from 9:00 a.m. to 2:00 p.m. The facility would employ 20 direct service professionals and three administrative staff and seek a license to serve 60 clients. However, the maximum number of people in the facility at any one time is not proposed to exceed 43, which includes up to 30 clients, ten professional staff, and three administrative staff. SVS activities are typically conducted in small groups of three clients and one staff member (consistent with State licensing requirements), with one or two groups occupying an activity room. Larger activities with as many as 20 people may be held for special events, such as holiday celebrations or a visiting instructor. Any future proposal to increase daily capacity beyond 30 clients would require an amended CUP.

### Transportation and Parking

The subject site currently contains 95 parking spaces (3 ADA accessible and 92 standard spaces), shared across all four tenant spaces. Parking spaces are not assigned to tenants. The SVS proposal converts two standard parking spaces to two ADA parking spaces. SVS would use eight vans to serve the program, which would be stored on-site in standard parking spaces in the rear (south side) of the building. Vans would pick-up and drop-off clients in the rear (south side) of the building in a new designated loading space, as shown on the plans in Exhibit B. This loading space replaces one standard parking space. Clients would cross the parking aisle via a new crosswalk to access the loading area and the building.

Clients do not drive and therefore would not require parking. Up to eight vans would depart the subject site at 7:30 a.m. each weekday to pick up clients from their homes. Approximately four vans would return to the subject site at 9:00 a.m., while the other four vans would travel to work or field trip sites in the community. At 2:00 p.m., the approximately four vans on site would leave to take clients back home. At approximately 3:30 p.m., up to eight vans would return to the subject site. Additionally, a limited

number of parents, caregivers, or paratransit providers may drop off and pick up clients at the subject site.

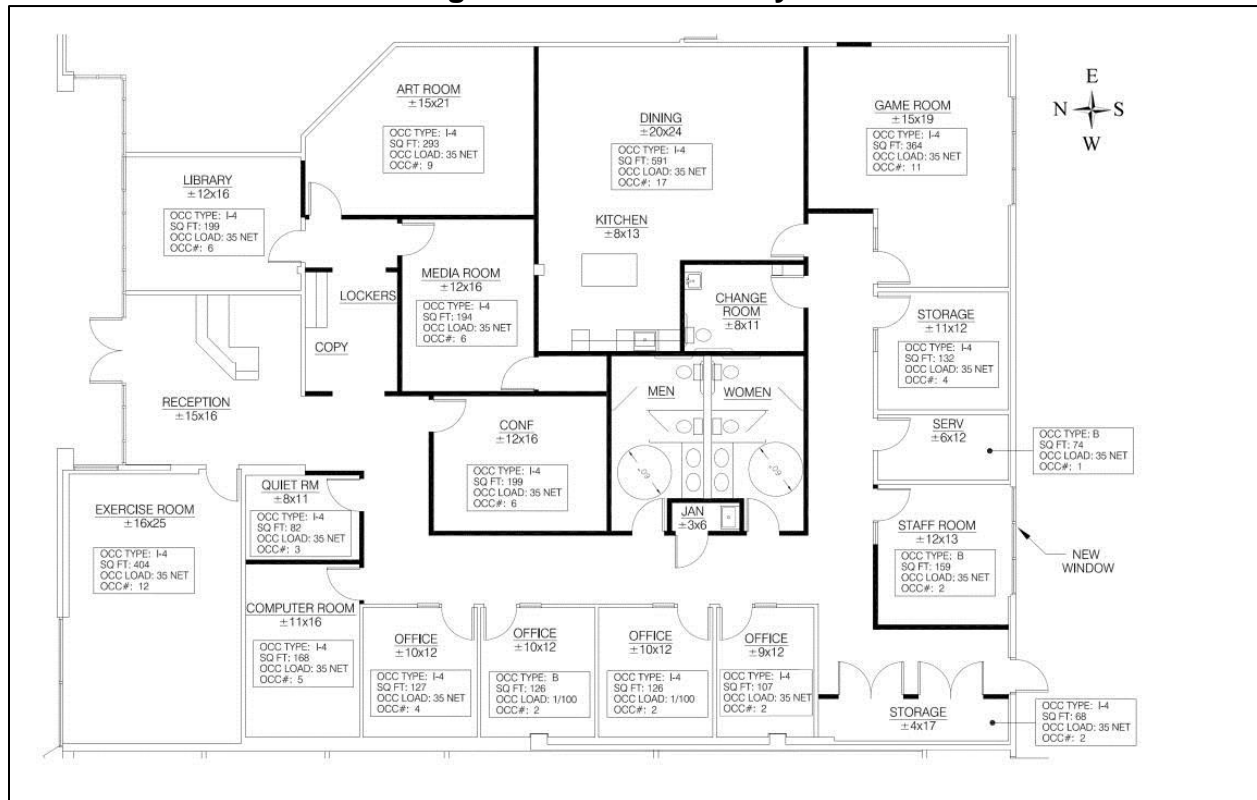
As described in the description of enrollment capacity and staff above, a maximum of 13 staff members would be present any one time. Visitors and prospective clients would also occasionally seek short-term parking.

### Tenant Space Modification

Plans within Exhibit B show the site and floor plans prepared by the applicant’s architect, Hopkins & Wall; the floor plan is also shown in Figure 2. The floor plan shows two tenant entrances/exits at the front (north) and rear (south) sides of the building. SVS proposes a reception at the north entrance, staff offices, a conference room, activity rooms for exercise, and spaces for the library, art, media, games, and dining. The dining room/kitchen would be used to warm client meals prepared at their homes and for teaching life skills, such as setting the table and stocking a kitchen, but is not proposed as a fully operational kitchen. The proposed training center would also include restrooms, a changing room, and storage room.

No outdoor activity spaces, changes to the exterior, or landscape modifications are proposed.

**Figure 2: Floor Plan Layout**



## **ANALYSIS**

Conditional uses are uses which, by their nature, require special consideration so that they may be located properly with respect to the objectives of the Municipal Code and their effects on surrounding properties. In order to achieve these purposes, the Planning Commission is empowered to approve, conditionally approve, or deny applications for use permits.

### Land Use

One of the primary concerns in reviewing a CUP application is the effect of the proposed use on surrounding uses. The Land Use Element of the General Plan designates the subject property as “Business Park (Industrial / Commercial and Office).” The zoning for this site is PUD-I/C-O (Planned Unit Development – Industrial/ Commercial – Office) which permits uses such as light industrial, office, research and development, and commercial, and requires CUP approval for uses such as day care centers, tutoring facilities, and private schools.

When the proposed use is educational, instructional, recreational, or daycare, staff evaluates whether that use is compatible with surrounding uses. In this case, the proposed training center is located adjacent to office uses. Given the office-like activities of the training center, it is unlikely that the operation of the proposed use would adversely impact the surrounding businesses. Since clients typically stay at the subject site for five-hour blocks of time before being driven back home, it is unlikely that clients would congregate outside or otherwise impact the operation of other tenants in the building. Additionally, SVS provides constant supervision to clients, as stated by the applicant in Exhibit B, and entrance doors are conditioned to be closed except when being used.

In staff’s evaluation, this use is compatible with the surrounding uses. In the past, the Planning Commission has granted CUPs for private schools and tutoring facilities in business parks (e.g., Dermalogica, Inc., 6678 Owens Dr., and Quarry Lane School, 5959 W. Las Positas Blvd., respectively). The subject building is a freestanding building located on a site that has adequate on-site parking and the training center would be operated entirely indoors. Staff believes that the subject location is appropriate and does not expect that the proposed use would create adverse impacts on existing and future surrounding businesses.

Should future problems arise, the City would have the ability to bring the application back to the Planning Commission for mitigation, or possible revocation, if necessary. Based on past experience with similar uses, staff feels that this outcome would be unlikely. In addition, staff has included conditions of approval that will ensure that the surrounding uses are not impacted due to noise, parking, traffic, or other objectionable influences. Therefore, from a land use perspective, staff finds the use to be acceptable on the subject property, as conditioned.

## Parking

Per the Pleasanton Municipal Code (PMC), technical service office uses (e.g., insurance offices) require 1 parking space per 300 square feet of gross floor area, resulting in a parking requirement of 79 spaces for the entire 23,550-square-foot building. This parking requirement is currently satisfied with the 95 spaces provided. The proposed training center would replace one parking space with a loading area for SVS' vans, resulting in a total parking supply of 94 parking spaces.

If Suite 100 were proposed to be occupied by a similar office use, the parking requirement for the 5,199-square foot suite would be 17 spaces. However, based on information provided by the applicant, a maximum of 13 employees and eight vans would be parked on site during business hours, suggesting parking demand for 21 spaces. Additionally, visitors, prospective clients, and client caretakers may also require parking, so the parking demand could reach approximately 25 spaces at peak times. The three other tenant spaces in the building total approximately 18,640 square feet, suggesting a requirement of 62 spaces. Therefore, the remaining 32 spaces currently on the site is more than enough to accommodate peak demand from SVS.

Based on this parking analysis, staff believes that the parking should be sufficient to accommodate the proposed use. However, should parking problems occur, staff has included conditions of approval which allow the Director of Community Development to refer the use permit back to the Planning Commission for possible mitigation measures (Exhibit A, No.'s 3 and 9).

## Noise

Staff anticipates that the proposed training center would generate interior noise levels comparable to that of an office or retail use. Given the low traffic volumes expected from the proposal, vehicular noise is not anticipated to be a substantial noise source. Therefore, the greatest noise source will likely be from on-site activities. As proposed, the activities would be held indoors during business hours and would include clients playing acoustic (non-amplified) music, watching movies, singing karaoke (played through the TV), and listening to the radio in the media room. The media room is located within an interior room in the tenant space and does not share common walls with the adjacent suite, and therefore is not anticipated to generate a substantial amount of noise or represent a harmful intrusion or inharmonious influence. Similarly, adjacent uses within the building would not be expected to generate noise that would adversely affect operation of the vocational training center.

Recommended conditions of approval require that the exterior doors remain closed when not being used for ingress/egress purposes and due to the nature of the training center, clients would not be permitted to loiter or make loud noises outside the building before or after sessions. Staff has also included a standard use permit condition of approval on the project that allows the City to review the project again to add mitigating conditions should any future complaints regarding noise levels occur. Such conditions could include modifying the hours of operation, installing soundproofing panels in the ceiling and walls of the tenant space, reducing the number of clients, etc.

### Tenant Improvements

As shown in Exhibit B, the proposal would require interior changes to meet Building Code occupancy requirements and satisfy the operational needs of the vocational training facility. New pedestrian accessible curb ramps are proposed at the rear entry, and new pedestrian accessible curb ramps and handrails are proposed between the front entrance and the public sidewalk. A condition of approval requires the applicant to comply with all applicable Fire and Building Codes prior to occupancy. If SVS wishes to alter other interior or exterior portions of the suite or site, SVS would be required to secure approval from the necessary City Divisions/Departments prior to making such changes.

### Signs

No tenant identification signs are proposed with this application. All future signs will be required to obtain City approval.

### California State Licensing

SVS will be required to comply with licensing requirements as prescribed in Title 22 of the California Code of Regulations. Should the CUP be approved, the applicant would be required to secure a license through the California Department of Developmental Services, Community Care Licensing Division (CCLD), in the category of adult day care, and to implement and abide by the CCLD's requirements.<sup>1</sup>

## **FINDINGS**

The Planning Commission must make the following findings prior to granting the 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 training center would be consistent with these objectives. Adults would be learning life and employment skills in an office environment. Similar uses, including private schools, and training, tutoring and daycare facilities located in

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<sup>1</sup> The CCLD is responsible for compliance with and enforcement of community care regulations to ensure the health, safety, and quality of life of persons participating in community care. These regulations include standards for emergency plans, personnel qualifications, staff-client ratios, client admissions and record keeping, nutrition and food service, and facilities. Additionally, prospective licensees must submit a plan of operation for consideration by the division as part of their license application, which must include: program methods, goals, previous experience of the applicant, admission policies, services provided, staffing plans, transportation arrangements, and building/floor plans.

business parks, have been found to be compatible with surrounding businesses. Staff believes that the proposed training center would also be compatible with neighboring uses.

The subject site is zoned Planned Unit Development – Industrial/Commercial - Office (PUD-I/C-O) District, which permits light industrial, office, research and development, and commercial uses, and requires CUP approval for uses such as day care centers, tutoring facilities, and private schools. As proposed, the training center will not interfere with the ability of surrounding uses to operate. The City has allowed similar training uses to be located in office and light industrial 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 training center would be compatible with the existing uses in the subject building and adjacent properties by providing office-like activities during regular business hours. The number of parking spaces that are available to SVS would exceed the actual parking demand for the proposed use. Since clients do not drive, all trips to the subject site would be provided by SVS vans, caretakers, or visitors. As a result, the number of trips generated by the training center would not have a substantial effect on traffic and circulation in the area. Noise generated by the activities in the training facility would not be detrimental to adjacent tenants due to the proposed floor plan design, closed doors, and hours of operation. Additionally, clients would be continually supervised by adults. These features and the proposed conditions of approval in Exhibit A will ensure that the training center would be operated in a manner that is not detrimental to the public health, safety, or welfare and would not be materially injurious to the properties or improvements in the vicinity. Therefore, staff feels that this finding may 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.**

Staff finds that, as conditioned, the proposed use will comply with all provisions and requirements of the City's zoning ordinance and the approved PUD development. As with any CUP, the use permit may be revoked if the conditions are not met. Therefore, the proposed use will comply with the provisions of the Zoning Ordinance. Staff believes this finding can be made with the proposed conditions of approval.



## **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. At the time this report was prepared, staff had received one call from an individual requesting additional information about the proposal.

## **ENVIRONMENTAL ASSESSMENT**

This project is categorically exempt from environmental review pursuant to the California Environmental Quality Act Guidelines, Section 15301, Existing Facilities, Class 1. Therefore, no environmental document accompanies this report.

## **CONCLUSION**

Staff believes that the required use permit findings for the project can be met if the project is approved as conditioned. Conditions of approval have been included which will ensure that the safety and general welfare of the surrounding area is maintained. Staff believes that the proposed adult training center would provide a service to the community and that the proposed location is appropriate.

## **STAFF RECOMMENDATION**

Staff recommends that the Planning Commission approve P15-0008 by taking the following actions:

1. Make the required Conditional Use findings as described in the staff report; and
2. Approve P15-0008, subject to the conditions listed in Exhibit A.

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