

Planning Commission Staff Report

October 22, 2014
Item 6.a.

SUBJECT: P13-2533, PUD-100, and PUD-96-13-02M

APPLICANT: Chick-fil-A, Inc.

PROPERTY OWNER: Delta Properties

PURPOSE: Applications for: (1) General Plan Amendments to change the Land Use Designation of an approximately 0.59-acre vacant parcel located at the southwest corner of Hopyard Road and the Interstate 580 eastbound Hopyard Road off-ramp from “Open Space – Public Health and Safety” to “Business Park” and to change the Land Use Designation of an approximately 0.18-acre portion of 6111 Johnson Court from “Retail/Highway/ Service Commercial, Business and Professional Offices” to “Business Park”; (2) Rezoning of 6111 Johnson Court from the O (Office) District to the PUD-I/C-O (Planned Unit Development – Industrial/Commercial-Office) District and PUD-O (Planned Unit Development – Office) District, and establishment of a zoning designation of the PUD-I/C-O (Planned Unit Development – Industrial/Commercial-Office) District for the 0.59-acre vacant parcel; (3) PUD Development Plan approval to construct an approximately 5,399-square-foot Chick-fil-A restaurant with two drive-through lanes and related site improvements; and (4) PUD Major Modification to the PUD governing the Pleasanton Square II development (PUD-96-13; 5225-6015 Johnson Drive) to accommodate the proposed Chick-fil-A development.

GENERAL PLAN: Open Space – Public Health and Safety; Retail/Highway/Service Commercial, Business and Professional Offices; and Business Park

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

LOCATION: 6111 Johnson Court, a vacant parcel (formerly Caltrans surplus land), and 5225-6015 Johnson Drive

EXHIBITS:

- A-1. [Recommended Conditions of Approval for PUD-100](#)
 - A-2. [Recommended Conditions of Approval for PUD-96-13-02M](#)
 - B. [Written Narrative](#) and [Proposed Plans](#)
 - C. [Traffic Impact Analysis Report by Hexagon Transportation Consultants, Inc.](#)
 - D. [Arborist Report by Arbor Resources](#)
 - E. [Draft Initial Study and Negative Declaration](#)
 - F. [Location Map and Noticing Map](#)
 - G. [General Plan Amendment Map](#)
 - H. [Zoning/Rezoning Map](#)
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BACKGROUND

The proposed project would be located in the vicinity of the Pleasanton Park Business Park. The following section describes the development history of the business park.

Pleasanton Park Business Park

The Planned Unit Development for Pleasanton Park Business Park was approved in the early 1980s. Reynolds and Brown was the applicant representing the property owner, Delta Properties. Pleasanton Park is generally located within the southwest quadrant of the intersection of I-580 and Hopyard Road and covers approximately 56 acres. The Planned Unit Development allows light industrial, office, research and development, and limited retail uses.

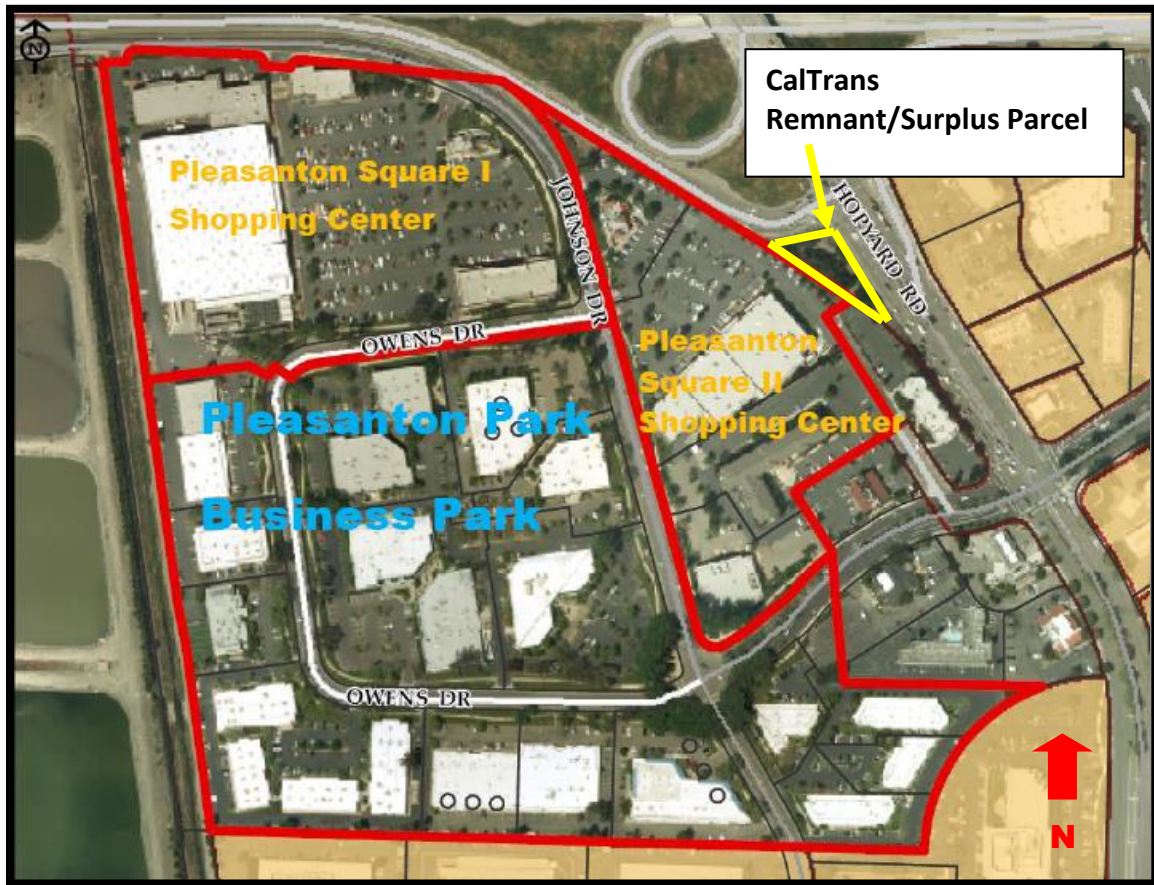
Pleasanton Square I Shopping Center

In 1989, Reynolds and Brown received development plan approval for Pleasanton Square I, a commercial center located within Pleasanton Park. Pleasanton Square I tenants include Home Depot, Taco Bell, and a variety of retail uses.

Pleasanton Square II Shopping Center

In 1996, Reynolds and Brown received development plan approval for Pleasanton Square II, a second commercial center located within Pleasanton Park, located east of Pleasanton Square I Shopping Center, on the opposite side of Johnson Drive. Pleasanton Square II Shopping Center covers approximately nine acres, and tenants include a hotel, retail uses (BevMo!, Smart & Final, Lazy Boy, etc.) and a fast-food restaurant (In-N-Out Burger). At the time of the approval, the applicant volunteered to maintain the portion of a State of California, Department of Transportation (CalTrans) remnant/surplus parcel located between Pleasanton Square II and Hopyard Road as it was poorly maintained and did not provide an attractive entry into the City. Figure 1 on the following page shows the location of Pleasanton Park Business Park.

Figure 1: Pleasanton Park Business Park



CalTrans Remnant/Surplus Parcel

In July 2013, Delta Properties, the owners of Pleasanton Square II, purchased the approximately 0.59-acre piece of surplus land from CalTrans. The vacant parcel is located between the I-580 Hopyard Road eastbound (EB) off-ramp and the business park. This vacant site has a Pleasanton General Plan Land Use Designation of Open Space – Public Health and Safety. It does not have a zoning designation.

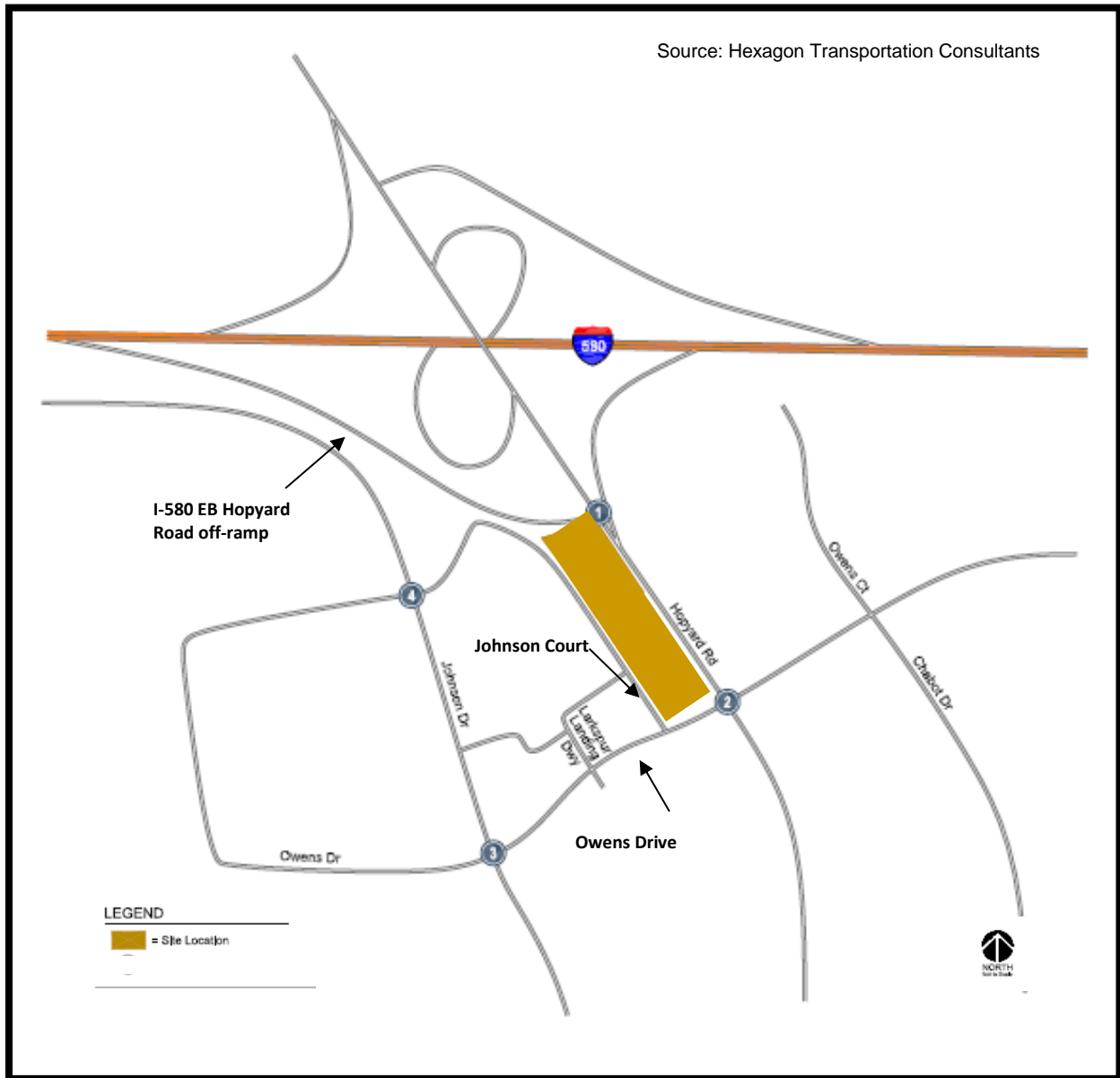
The Current Proposal

Deborah Kerr, on behalf of Chick-fil-A, filed applications for the construction of a restaurant with double drive-through lanes and related on-site improvements. The proposed development also involves General Plan amendments, rezoning, modifications to the Pleasanton Square II Shopping Center approval, and lot line adjustments between existing parcels. This staff report analyzes each component of the applications.

SITE DESCRIPTION

The proposed project site is located on Johnson Court off Owens Drive. The site borders the I-580 eastbound (EB) Hopyard Road off-ramp on the north, Hopyard Road on the east, Owens Drive on the south, and Pleasanton Square II Shopping Center and Johnson Court on the west. Figure 2 on the following page shows the project location.

Figure 2: Project Location Map



PROJECT DESCRIPTION

The applicant proposes to construct a restaurant with double drive-through lanes on an approximately 0.84-acre site. The recently acquired vacant parcel of approximately 0.59 acres from CalTrans (shown on previous page) is not large enough in area for the proposed development. The applicant proposes to adjust the property lines of two adjoining parcels, (the office parcel to the south located at 6111 Johnson Court and Pleasanton Square II Shopping Center located to the west) and to acquire additional land for the proposed development. All three affected sites are owned by Delta Properties. Figure 3 on the following page shows the areas where the lot line adjustments would occur and Table 1 shows the resultant land areas for each lot.

Figure 3: Lot Line Adjustments

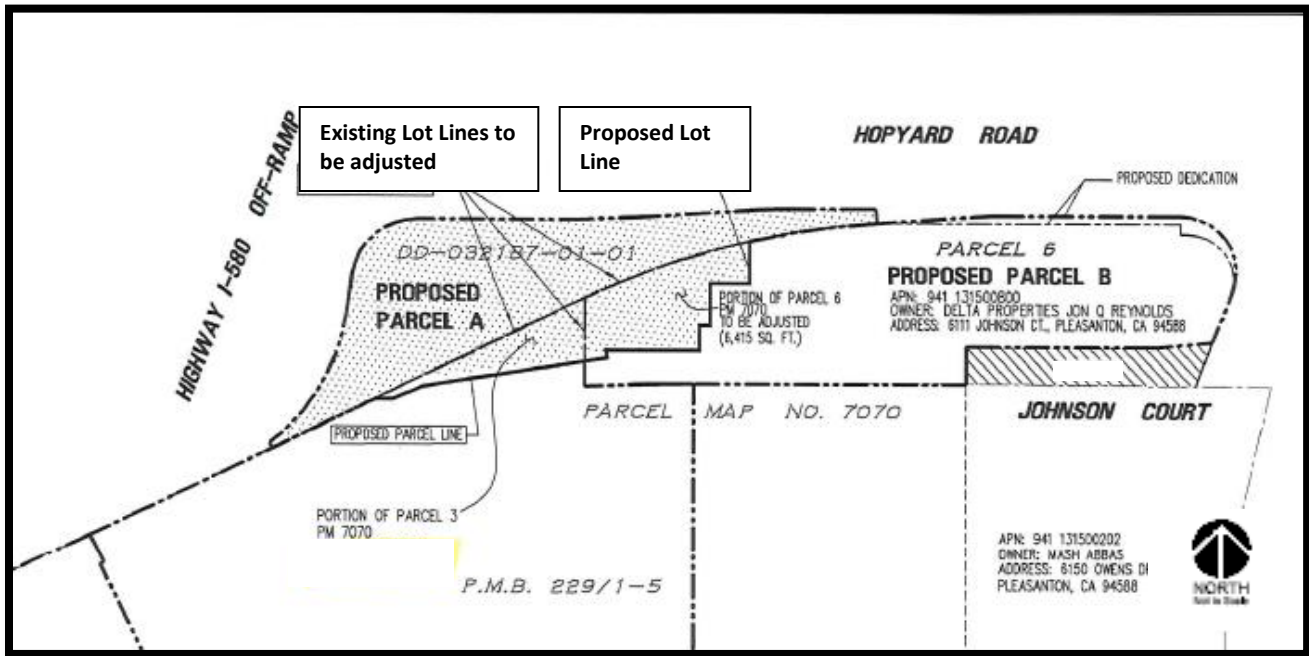


Table 1: Lot Area for Each Parcel

	Vacant Parcel	6111 Johnson Court	Pleasanton Square II Shopping Center
Existing Land Area	25,9132 square feet	50,530 square feet	170,177 square feet
Land Area Gained (+) or Lost (-) through Lot Line Adjustments	+10,869 square feet	-7,910 square feet	-2,959 square feet
Resultant Land Area	36,781 square feet (Proposed Parcel A)	42,620 square feet (Proposed Parcel B)	167,218 square feet

The lot line adjustment application would be processed after the City Council takes action on the project. Lot line adjustment applications are subject to review and approval by the Zoning Administrator.

The applicant proposes the following:

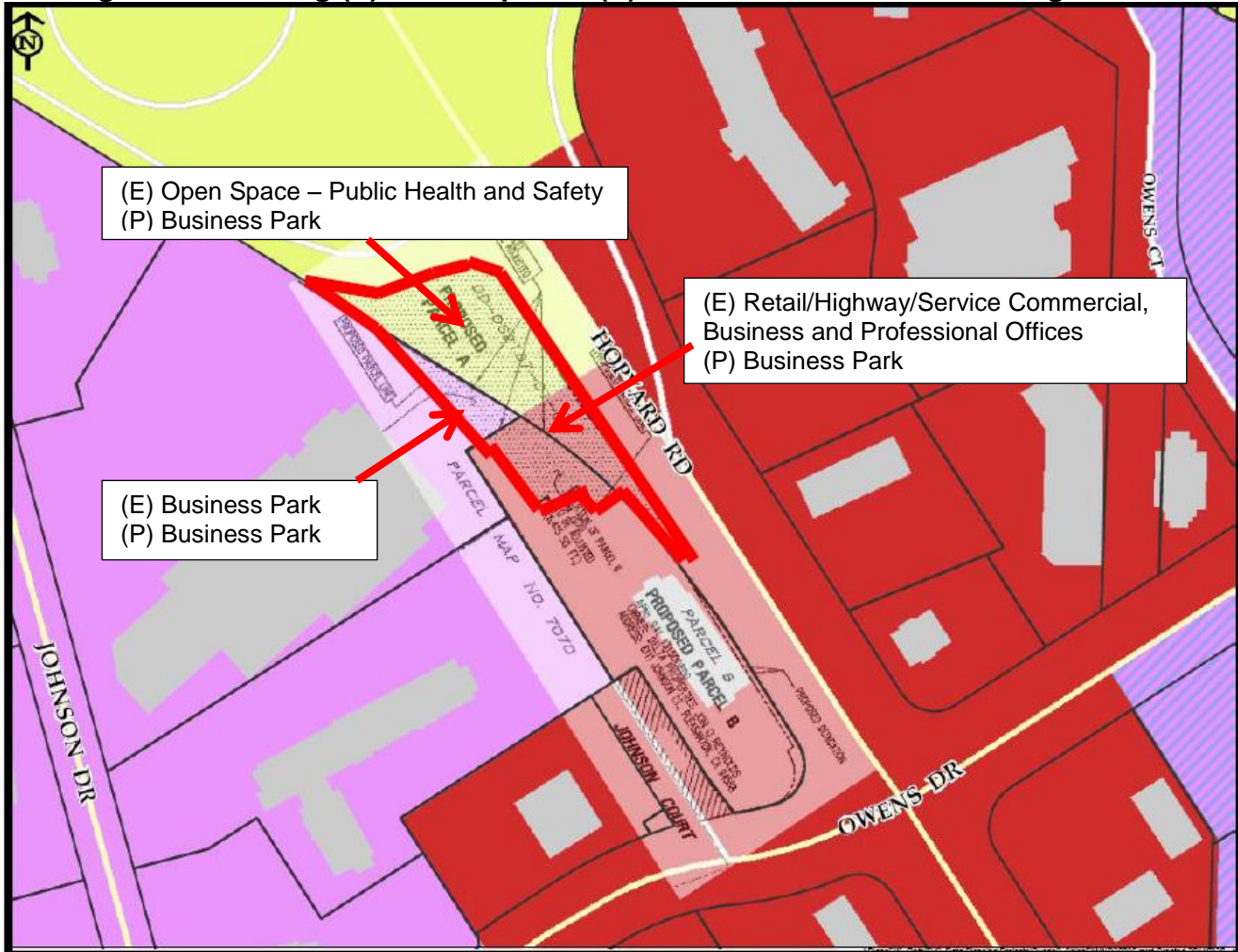
General Plan Amendment:

1. Amend the Land Use Element of the Pleasanton General Plan to change the land use designation of an approximately 0.59-acre vacant parcel (formerly CalTrans surplus parcel) located adjacent to the I-580 EB Hopyard Road off-ramp from “Open Space – Public Health and Safety” to “Business Park”;
2. Amend the Land Use Element of the Pleasanton General Plan to change the land use designation of an approximately 0.18-acre portion of the existing 1.16-acre site located at

6111 Johnson Court from “Retail/Highway/Service Commercial, Business and Professional Offices” to “Business Park”;

Figure 4 below and Exhibit G show the existing and proposed General Plan Land Use Designations for all parcels in the project site;

Figure 4: Existing (E) and Proposed (P) General Plan Land Use Designations



Zoning and Rezoning:

Proposed Chick-fil-A Site:

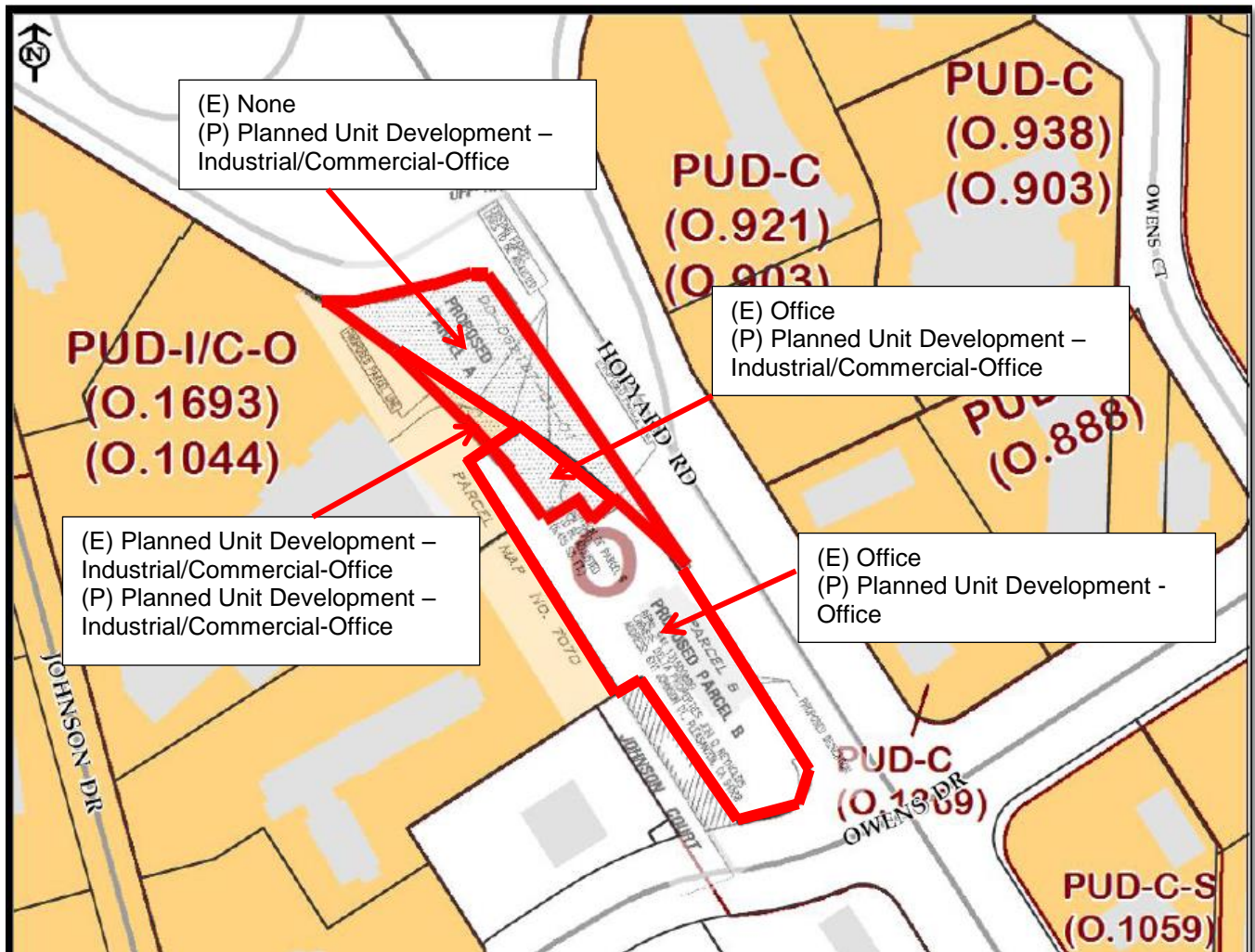
3. Establish a zoning designation of PUD-I/C-O District for the approximately 0.59-acre former CalTrans surplus parcel;
4. Rezone an approximately 0.18-acre portion of an approximately 1.16-acre site located at 6111 Johnson Court from the Office (O) District to the Planned Unit Development – Industrial/Commercial-Office (PUD-I/C-O) District;

6111 Johnson Court:

5. Rezone the remaining approximately 0.98 acres at 6111 Johnson Court from O District to Planned Unit Development – Office (PUD-O) District

Figure 5 below and Exhibit H show the existing and proposed zoning for each parcel.

Figure 5: Existing (E) and Proposed (P) Zoning



Modifications to Pleasanton Square II Shopping Center:

6. Adjust the boundaries of Pleasanton Square II Shopping Center PUD to incorporate the Chick-fil-A project site;
7. Modify the existing parking layout, on-site circulation, and landscaping within the shopping center;

Planned Unit Development Development Plan:

8. Construct an approximately 5,159-square-foot Chick-fil-A restaurant with double drive-through lanes and an approximately 240-square-foot kiosk between the two drive-

through lanes on an approximately 0.84-acre site. A total of 139 seats inside the restaurant and 56 seats in the outdoor dining area are proposed;

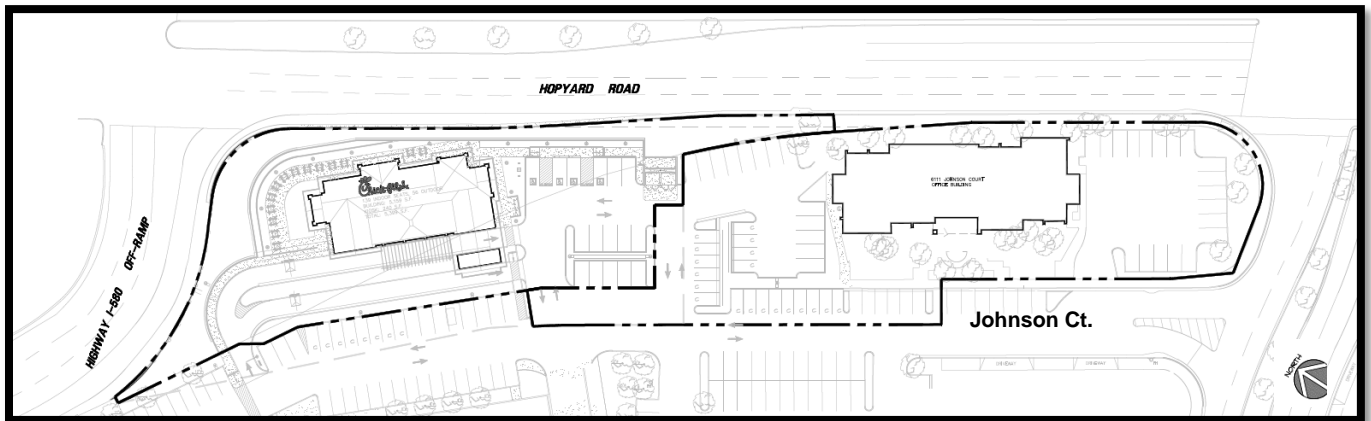
9. Operate the proposed restaurant during the following hours:
Monday – Saturday: 6:00 a.m. – 12:00 midnight
Sunday: Closed
10. Construct a new trash enclosure;
11. Install new building-mounted and freestanding signs;
12. Install a 38.5 ft.-tall flag pole with a U.S. flag;
13. Undertake related site improvements (e.g., new parking, grading and drainage, landscaping, walkways); and
14. Extend the existing left-turn vehicle storage lane on northbound Hopyard Road to westbound Owens Drive.

The proposed project is subject to review and approval by the City Council, following review and recommendation by the Planning Commission.

Site Plan

The proposed restaurant building would be situated near the easterly property line (i.e., Hopyard Road) with the pedestrian entrance to the restaurant located on the south side of the building and drive-through lanes on the west side of the building. The restaurant would have double drive-through lanes; however, instead of having the double drive-through lanes merged into a single lane at the food pick-up window, a kiosk building is proposed to be located between the double drive-through lanes to function as a second pick-up window. On-site parking would be located to the south of the building while an outdoor dining area would be located on the northeast side of the building near the I-580 Hopyard Road EB off-ramp. Primary vehicular access to and from the project site would be via Johnson Court and a drive aisle located within the business park. Figure 6 below shows the proposed site plan.

Figure 6: Site Plan



Floor Plan

The proposed restaurant would be approximately 5,159 square feet in area with 139 seats in the dining area. The kiosk building, a secondary pick-up service building, would be approximately 240 square feet in area. The layout of the main restaurant includes a dining area, food preparation area, a children's play area, an office, and restrooms. The kiosk

building would include equipment and appliances needed to prepare hot/cold beverages, and a pick-up window. Figure 7 below shows the restaurant layout and Figure 8 below shows the kiosk building layout.

Figure 7: Floor Plan -- Restaurant

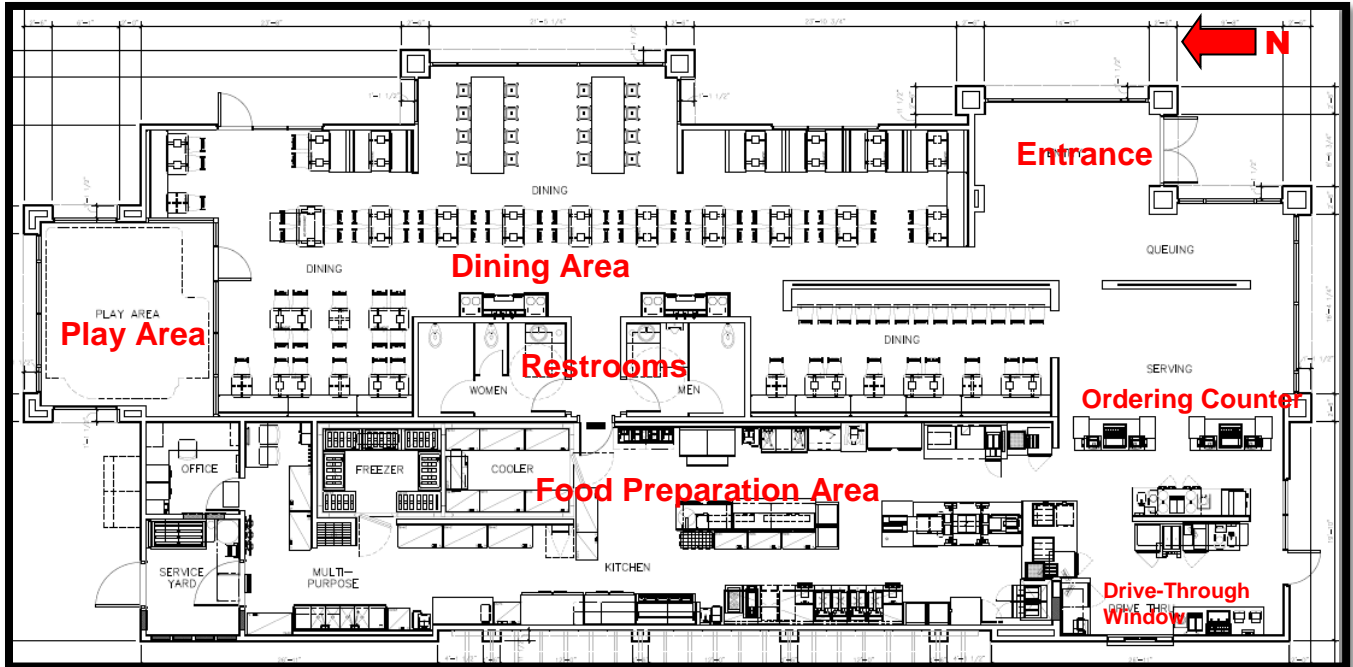
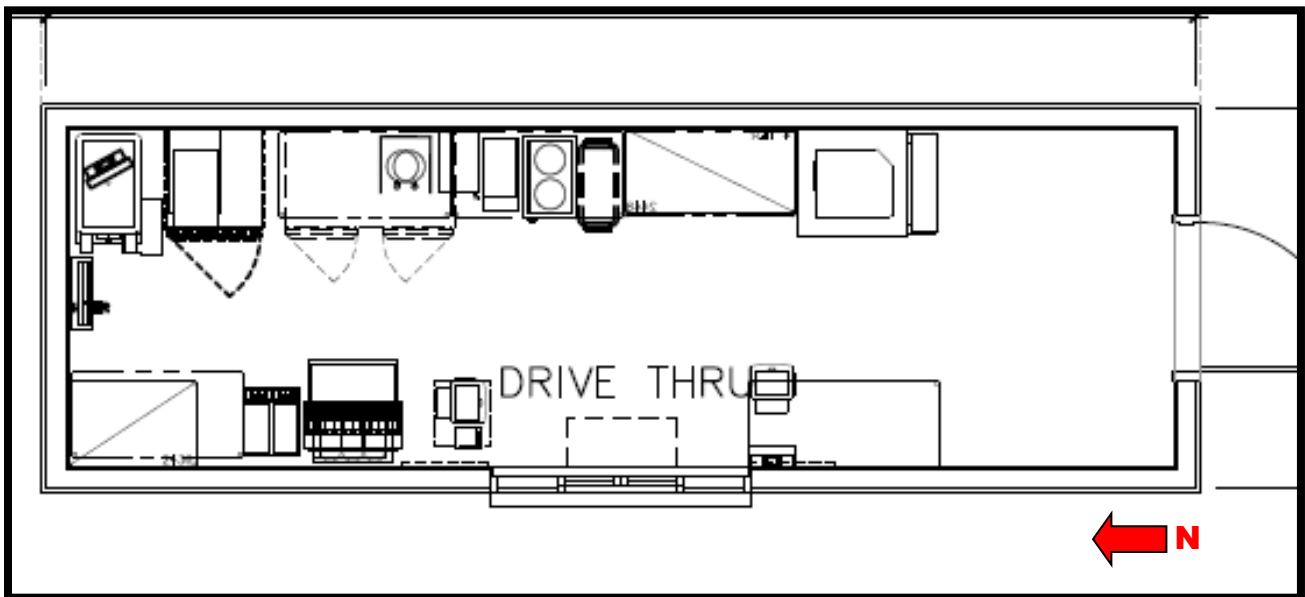


Figure 8: Floor Plan – Kiosk Building



The restaurant building and the kiosk building would be connected by a roof containing a conveyor belt. Food prepared in the kitchen in the restaurant building would be transported to the kiosk building via the conveyor belt in the roof area. Only drinks would be prepared in the kiosk building.

The proposed restaurant also includes an outdoor dining area with 56 seats.

Elevations

The proposed restaurant would have a stucco exterior with precast concrete columns, stone veneer wainscoting, and a cement tile roof. The body color of the building would be light gray. Horizontal score lines, exposed rafters, awnings above windows, and trellises on the sides of the building are proposed to break up the building massing and provide visual relief. The roof would have a 5:12 roof pitch with a roof well to hold heating, ventilating, and air conditioning units (HVACs) and exhaust systems. The building would be 31 feet 4 inches in height as measured at the top of the roof. Figure 9 below and on the following page shows the proposed building elevations.

Figure 9: Proposed Elevations





Grading and Drainage

The northern portion of the site slopes upward from south to north. The elevation difference is approximately eight feet. Grading would be performed to create a pad area for the building and patio dining. A two-tiered retaining wall is proposed to be constructed along the portion of site that abuts the I-580 EB Hopyard Road off-ramp. As the northern portion of the site was Caltrans surplus land, an existing Caltrans storm drain line runs diagonally across the property. The proposed development includes the relocation of this storm drain line along the northern property line and creating an easement. Bio-retention areas are proposed along the retaining walls, near the patio dining area, and along the westerly property line. The project would be required to conform to all applicable stormwater requirements.

Tree Removal

An arborist report, dated March 11, 2013, was prepared by Arbor Resources (included as Exhibit D) and discusses the existing trees on the project site. A total of 34 trees (comprising five tree species) were surveyed. Among the 34 survey trees, 16 are defined as heritage-sized trees per the City’s Tree Preservation Ordinance (five coast redwood trees, two coast live oak trees, and nine eucalyptus trees). Table 2 below shows the species and quantities of the surveyed trees.

Table 2: Surveyed Trees

Species	Quantity	Percentage of Total
Coast live oak	3	9%
Coast redwood	9	26%
Holly oak	10	29%
White alder	3	9%
Eucalyptus	9	26%
Total	34	

The proposed development would remove 31 on-site trees, including all 16 heritage trees and 15 non-heritage-sized trees. The arborist report indicates the appraised value of the trees that would be removed at \$48,880, with the heritage trees valued at \$38,679.

In addition, the proposed development would remove four heritage-sized, London plane street trees located in the Hopyard Road median for the proposed Hopyard Road (NB) left-turn lane extension.

ANALYSIS

The applicant is seeking entitlements to construct and operate a restaurant with drive-through service. The following sections of the staff report evaluate the proposed project with respect to land use, the PUD rezoning and development plan, hours of operation, architectural design, site layout, and other considerations such as grading and drainage, parking and circulation, traffic, noise, landscaping, and signage.

Land Use

Amendments to the General Plan

The project site currently has three General Plan Land Use Designations:

1. Open Space – Public Health and Safety
2. Retail/Highway/Service Commercial, Business and Professional Offices
3. Business Park

The applicant proposes a land use designation of Business Park for the proposed Chick-fil-A restaurant site so that it would be consistent with the land use designation of the adjoining Pleasanton Square II Shopping Center. The proposed Floor Area Ratio (FAR) of 15% for the Chick-fil-A site conforms to the 60% maximum FAR limit in the General Plan. The proposed project conforms to the following General Plan Land Use policies and programs:

Sustainability

Program 2.2: Encourage the reuse of vacant and underutilized parcels and buildings within existing urban areas.

Overall Community Development

Program 5.2: Consider surrounding land uses and potential impacts when changing land-use designations.

Industrial, Commercial and Office

Policy 13: Ensure that neighborhood, community, and regional commercial centers provide goods and services needed by residents and businesses of Pleasanton and its market area.

Program 13.1: Zone sufficient land for neighborhood, community, and regional commercial uses to support Pleasanton's increasing business activity.

In general, the proposed project has been designed to meet the challenges of the site constraints (location and shape), and would be well-integrated with the surrounding shopping center. However, staff however believes the following General Plan Community Character goal, policies and programs may not be adequately addressed:

Community Character Element

Goal 4: Enhance the appearance of major City entryways.

Policy 7: Improve the visual quality of entryways to Pleasanton.

Program 7.1: As part of the design review process, encourage the installation of distinctive landscaping, and discourage advertising signage and bright franchise colors at major street entryways to the City.

Program 7.2: The City should be particularly sensitive to aesthetic considerations when land-use planning in areas adjacent to City entryways.

Program 7.4: Give the Hopyard/I-580 area a high priority for visual improvement when making land-use and public investment decisions.

Policy 16: Discourage franchise and prototype architecture and signage.

The project, which would result in the development of a fast-food restaurant at a major gateway to the City, may not adequately achieve the policies listed above. Although the project would provide a decorative City entrance sign facing Hopyard Road, the predominant view upon entry onto Hopyard Road from EB I-580 would be the proposed fast-foot restaurant associated franchise signage.

Zoning and Rezoning

Proposed Chick-fil-A Restaurant Site: The site is located to the immediate east of Pleasanton Square II Shopping Center. Pleasanton Square II Shopping Center (PUD-96-13) was approved in 1996 with a PUD-I/C-O zoning designation and it includes uses such as hotel and retail uses, and a restaurant with drive-through service. PUD-96-13 approval allows a restaurant with a drive-through as a permitted use.

The proposed restaurant site currently has different zoning designations (O and PUD-I/C-O) and no zoning designation for the former CalTrans surplus parcel. As the project site would become part of Pleasanton Square II Shopping Center, the applicant proposes to establish a zoning designation of PUD-I/C-O for the vacant land and to rezone the portion of land that would be acquired from the adjoining office parcel from the current O District to PUD-I/C-O District. With the proposed zoning and rezoning, the entire project site would have a zoning designation of PUD-I/C-O District, consistent with the zoning designation for Pleasanton Square II Shopping Center. The uses allowed on this site shall be a restaurant with drive-through services. Any other uses would require a PUD modification.

The Existing Office Site at 6111 Johnson Court: This site currently has an Office (O) zoning designation. The O District allows a maximum Floor Area Ratio (FAR) of 30%. With the proposed development, approximately 7,910 square feet of land area would be transferred from the office site to the proposed project site. The FAR after the land area transfer would be 34.5%, exceeding the maximum FAR allowed by the O district. PUD zoning allows flexibility in establishing development standards such as FAR. Therefore, the applicant is proposing to rezone the office site from the O District to Planned Unit Development – Office (PUD-O) District in order to allow a 34.5% FAR. Except for the FAR, the uses and development standards of this site would continue to follow those of the O District.

Modification to Pleasanton Square II Shopping Center (PUD-96-13-02M)

As proposed, approximately 2,959 square feet of land would be transferred from the Pleasanton Square II Shopping Center to the project site. With the land transfer and the proposed development, Pleasanton Square II Shopping Center would lose a total of five parking spaces, along with several trees and shrubs. The existing parking layout adjacent to the proposed project site would need to be modified to accommodate access to and from the proposed restaurant. In addition to the site modifications, the proposed development would become part of Pleasanton Square II Shopping Center.

Staff finds it reasonable to include the proposed restaurant as part of Pleasanton Square II Shopping Center as the proposed restaurant and the shopping center are located next to each other; they would share the same parking and drive aisles, and would have the same property owner. Therefore, staff supports adding the Chick-fil-A development to the Pleasanton Square II Shopping Center PUD.

Proposed Use and Hours of Operation

The proposed restaurant would be a Chick-fil-A restaurant with double drive-through lanes. The restaurant would have the following hours of operation:

Monday – Saturday: 6:00 a.m. – 12:00 midnight
 Sunday: Closed

For comparative purposes, Table 3 below shows the current hours of operation for some of the businesses in Pleasanton Square II Shopping Center.

Table 3: Hours of Operations – Businesses at Pleasanton Square II

	Hours of Operation
BevMo!	9:00 a.m. – 9:00 p.m. (Mon.- Sat.) 10:00 a.m. – 7:00 p.m. (Sunday)
Smart & Final	6:00 a.m. – 10:00 p.m. (Mon.-Sunday)
In-N-Out Burger	10:30 a.m. – 1:00 a.m. (Sunday – Thurs.) 10:30 a.m. – 1:30 a.m. (Fri. and Sat.)

Staff finds the proposed hours of operation would be comparable to the hours of the existing businesses in the business park and are acceptable.

Site Layout

The proposed approximately 5,399-square-foot restaurant would be located approximately 60 feet from the north property line (I-580 EB Hopyard Road off-ramp), 18 feet from the east property line (Hopyard Road), 42 feet from the west property line (business park side), and 100 feet from the proposed southern property line. Staff believes the proposed setbacks are acceptable as there would be an adequate buffer between the restaurant and roadways.

Grading, Drainage and Utility, and Stormwater Requirements

Grading: The southern portion of the site is relatively flat and is part of an existing parking lot. The northern portion of site slopes up approximately eight feet from south-to-north. The I-580 EB Hopyard Road off-ramp is approximately eight feet higher in elevation than the flat portion of the project site.

The preliminary grading plan shows that a building pad would be created with the proposed building's finished floor at 299 feet above sea level. Grading would be performed to remove the dirt for the building pad and outdoor dining area, and retaining walls would be constructed to hold the upslope on the north side of the project area. As proposed, a two-tiered retaining wall is proposed along the project site abutting the I-580 EB Hopyard Road off-ramp. The height of the retaining walls would vary from a maximum of eight ft. tall at the I-580 EB Hopyard Road off-ramp to 3 ft. tall at Hopyard Road. The retaining walls would be located approximately three and one-half feet apart to allow landscaping to be planted between the walls. The proposed retaining walls would have a stone face with concrete cap matching the building wainscot.

Drainage and Utilities: The on-site drainage system would connect to the existing drainage system at Pleasanton Square II Shopping Center. As mentioned previously, an existing CalTrans storm drain line is located diagonally across the northern portion of the site. The applicant has obtained approval from CalTrans to relocate the existing stormwater line and create a stormwater easement adjacent to the northern property line.

Stormwater Treatment:

Storm water runoff will be directed towards landscaped bio-retention planters located in various areas of the site for treatment before draining into the City's storm drain system. As conditioned, staff finds the proposed grading and drainage plan to be acceptable and in compliance with applicable stormwater runoff requirements.

Design and Architecture

The building design shows a gable roof with a hipped roof over the tower element. The roof design includes exposed rafter tails and knee braces. The body of the building would be finished with stucco with a stone veneer wainscot. A horizontal trim band would help break up the building massing. In addition, trellises and awnings are included on the elevations to add interest to the otherwise blank walls.

The proposed roof would include a roof well for the placement of roof-top heating, ventilation, and air conditioning units so that all roof-top equipment would be screened from off-site.

The proposed building would be approximately 31 feet 4 inches in height. The existing retail building (BevMo! and Smart & Final) has a building height of 27 feet to the top of the parapet and approximately 33 feet to the arch element. The existing fast food restaurant (In-N-Out Burger) has a building height of 18 feet to the roofline and 32 feet to the tower element. Staff finds that the proposed building height is comparable to the heights of the existing retail and restaurant buildings in Pleasanton Square II Shopping Center.

Compact fluorescent tube lights would be mounted under the trellis and roof segment connecting the restaurant with the kiosk. Ground-mounted lights would be installed in the outdoor dining area, adjacent to the restaurant entrance, along a portion of the parking lot, and would illuminate the U.S. flag on the flag pole. In addition, eight, 20-foot tall parking lot light poles with one or two mast arms would be installed. No other lights are proposed.

A new trash and bike storage enclosure would be constructed to the south of the restaurant building. The exterior of the enclosure would be stone veneer, matching the building. The trash enclosure would be approximately nine feet in height with double weathered-wood gates.

Vehicular and Pedestrian Circulation

Vehicles: Vehicular access to the project site would be from several driveways within Pleasanton Park business park; however, it is assumed that the easiest and most direct access would be from Johnson Court. Vehicles using the drive-through lanes would enter the project site from the northern driveway and exit from the southern driveway. To determine if the proposed queuing storage of the drive-through lanes is adequate, a queuing analysis was included in the Traffic Impact Analysis for the Chick-fil-A project prepared by Hexagon Transportation Consultants, Inc. in September 2013. The surveys measured the vehicle queues at the Chick-fil-A restaurant in San Jose during lunch and peak hours in two ways: (1) total queues in the drive-through and (2) queues behind the ordering board. The maximum queue length observed during the surveys was 14 vehicles. The surveys were conducted around 12:15 p.m. and 1:00 p.m. on a typical Saturday and around 12:25 PM on a typical weekday. Assuming a length of 20 feet per vehicle, the queuing storage space required to accommodate 14 vehicles is 280 feet. The site plan for the proposed Chick-fil-A development shows that the current design will incorporate two drive-through lanes with a total storage of approximately 425 feet, after which queued vehicles would block the adjacent drive aisle and access to parking stalls. Therefore, the overall queuing storage space provided by the project would be adequate to accommodate the expected demand.

Observation of the queuing at the San Jose restaurant indicated the maximum vehicle queue length behind the order board was 11 vehicles. Assuming a length of 20 feet per vehicle, the queuing storage space required to accommodate 11 vehicles would be 220 feet. The proposed site plan shows the double drive-through lanes would have a total storage of 160 feet behind the order boards. However, staff deemed the proposed vehicle storage area sufficient because the two pickup windows would allow for more efficient traffic flow than at the San Jose location that only has a single pickup window. Nevertheless, to ensure the proposed queuing storage space is adequate, staff has added a condition which would require the location of the order boards to be adjusted if queuing interferes with the adjacent drive aisle.

Pedestrians: Sidewalks connecting the hotel, the retail uses, and the fast-food restaurant are in place within the Pleasanton Square II Shopping Center area. The applicant is proposing a walkway to connect the project site to the sidewalk next to the Smart & Final retail store thus completing the pedestrian circulation system within in the shopping center.

Trip Generation and Roadway Improvements

Programs of the Circulation Element of the General Plan state the following:

Program 2.2: Require site-specific traffic studies for all major developments which have the potential to cause the level of service at one or more major intersections to exceed Level of Service (LOS) D, and require developers to implement the mitigation measures identified in these studies. In general, require development to improve congested intersections adjacent to such development or to pay its pro-rata share of the cost of such improvements, and to pay traffic development fees for use in mitigating traffic impacts in other areas of the city.

Program 5.1: Gateway intersections are exempted from the citywide LOS D standard (constrained gateway policy) but consideration may be given to improvements at gateway intersections when it is determined that such improvements are necessary and are consistent with maintaining visual character, landscaping, and pedestrian amenities.

A project-specific traffic impact analysis, dated November 4, 2013, was prepared by Hexagon Transportation Consultants, for the purpose of identifying the potential traffic impacts of the proposed project.

The traffic study analyzed the following traffic scenarios with and without the project traffic:

1. *Existing conditions* - The existing conditions scenario is based on traffic counts conducted from the year 2012 and obtained from the City's Synchro database.
2. *Existing plus project condition* - the existing plus project conditions were estimated by adding to existing traffic volumes the additional traffic generated by the project. This scenario was used to identify short-term project impacts to the transportation system.
3. *Existing plus approved conditions* - The existing plus approved project scenario includes the existing traffic conditions plus traffic from all approved but not yet built projects including the Housing Element update. This scenario does not include the proposed project.
4. *Buildout conditions* - The buildout scenario consists of traffic from approved but not yet built projects plus traffic from development that has not received approval from the City but has been identified to be completed in the long term with the buildout of the 2005-2025 Pleasanton General Plan and the Housing Element update. The buildout traffic volumes do not include the proposed project.
5. *Buildout plus project conditions* - The buildout with project conditions were estimated by adding the traffic generated by the project to the buildout traffic volumes. The

buildout with project conditions were evaluated relative to buildout without project conditions in order to determine potential long-term project impacts.

The proposed project would generate 2,009 daily vehicle trips with 185 trips occurring during the a.m. peak hour (94 inbound trips and 91 outbound trips) and 132 trips during the p.m. peak hour (68 inbound trips and 64 outbound trips).

Project trip distribution was completed using the City of Pleasanton Travel Demand Forecast (TDF) model. Four intersections were included in the traffic analysis:

1. Hopyard Road and I-580 EB Off Ramp
2. Hopyard Road and Owens Drive
3. Johnson Drive and Owens Drive (southern end)
4. Johnson Drive and Owens Drive (northern end; non-signalized)

All of the study intersections currently operate at LOS D or better. Under all study scenarios, all of the signalized study intersections would continue to operate at LOS D or better during the AM and PM peak hours with one exception: Hopyard Road and I-580 EB Off Ramp would operate at LOS E under the Buildout scenarios during the PM peak hour. Hopyard Road at I-580 EB off-ramp is identified as one of the City's Gateway intersections. As a "Gateway Intersection" per the General Plan, this intersection is exempt from requirement to maintain LOS D.

Program 7.3 of the Circulation Element of the General Plan states:

Design complete streets serving pedestrians, bicyclists, motorists, and transit riders of all ages and abilities, except where infeasible. Complete streets may include: alternative intersection control where appropriate; requiring bicycle and pedestrian connections from cul-de-sacs to adjacent streets, trails, bicycle paths, and neighborhoods; and incorporating appropriate traffic calming measures.

To satisfy the City's Complete Streets requirements, the proposed project includes the dedication of a portion of the land along Hopyard Road for future construction of a right-turn only lane, a bicycle lane, and a sidewalk. In addition, the applicant would be required to participate in the City and Tri-Valley Traffic Impact Fee (TIF) programs.

At the Hopyard Road and Owens Drive intersection, the LOS standards would be met under all study scenarios. However, this intersection has a northbound left-turn queue that will exceed the storage capacity of the left-turn lane in the existing and existing plus approved conditions without and with the project in the AM and PM peak hours. The proposed project would add up to a five-car increase in queue length to the northbound left-turn queue, resulting in an inadequate storage capacity for all scenarios in the PM peak hour. The solution to this queue capacity shortage is to either: 1) extend the existing northbound left-turn lane from 125 feet to 250 feet, or 2) construct a second northbound left-turn lane to accommodate the anticipated queues. The proposed project includes the extension of the existing left-turn lane south approximately 125 feet. This extension will require removal of four trees and relocate one street light. Since the developer would construct the lane extension, the developer will receive

a credit towards its Pleasanton Traffic Improvement Fee for the added roadway capacity it constructs.

Roadway Dedication

As mentioned previously, the future Hopyard Road (west side) improvement would result in the addition of a dedicated right-turn lane, five-foot wide bike lane and a four-foot wide sidewalk. To accommodate the future roadway improvement, the proposed project would dedicate to the City approximately 2,759 square feet of land located along the project’s Hopyard Road frontage. Please refer to Exhibit B (Sheet 2 of the Lot Line Adjustment Exhibit) for the proposed roadway dedication.

Parking

Parking for Chick-fil-A Restaurant: The proposed development would be included as part of Pleasanton Square II Shopping Center; thus, parking for the proposed development is analyzed together with the existing parking within Pleasanton Square II.

Pleasanton Square II, as constructed, provided 118 parking spaces in excess of that required by the Municipal Code. Table 4 below shows the parking calculations for the shopping center, organized by use category.

Table 4: Pleasanton Square II Parking Calculations

	No of Parking Spaces Required	No. of Parking Spaces Constructed	Parking Space Balance
Retail Site (BevMo!, Smart&Final, etc.)	164	247	+83
Hotel Site (Larkspur Landing)	140	141	+1
Fast-Food Restaurant (In-N-Out Burger)	31	28	-3
Lay Z Boy	27	64	+37
Total	362	480	+118

Although the In-N-Out restaurant has a slight parking deficit, all of the uses in the shopping center share parking and the overall parking supply within the shopping center is well above the minimum parking requirement. Staff notes that the proposed development would result in the removal of five existing parking spaces located in the Pleasanton Square II Shopping Center. As such, the shopping center would have 113 extra parking spaces.

The proposed Chick-fil-A restaurant would be approximately 5,399 square feet in floor area and the restaurant would have a total of 139 interior seats and 56 seats in the outdoor area. The Pleasanton Municipal Code (PMC) requires restaurants to have one space for each three seats (excluding seasonal outdoor seating) or each 200 square feet of gross floor area, whichever is greater. Based on the proposed 139 indoor seats, a total of 46 parking spaces would be required.

The applicant is proposing 16 spaces on the restaurant site to the south of the restaurant building and the remaining parking demand (30 spaces) would be provided by the 113 excess parking spaces in the shopping center.

To confirm that there would be excess parking spaces available at the shopping center for the proposed use, the traffic study prepared by Hexagon Transportation Consultants (Exhibit C) for the proposed project included an analysis of parking demand and supply. To evaluate the existing parking demand adjacent to the project site, parking surveys were conducted between 12:00 p.m. and 4:00 p.m. on Saturday, September 7th, 2013 and between 12:00 p.m. and 6:00 p.m. on Tuesday, September 10th, 2013. The parking areas surveyed were areas located within Pleasanton Square II Shopping Center and the existing office building located at 6111 Johnson Court. The survey included the areas between the retail stores (BevMo! and Smart & Final) and restaurant (In-N-Out Burger) as this area would be more directly accessible to the project site than the hotel site. The survey did not include the hotel portion as the consultant was informed that hotel parking is for hotel guests only. The survey results showed that the maximum parking demand in the parking lot between BevMo!, Smart & Final, and In-N-Out Burger was 132 vehicles on a typical weekday and 153 vehicles on a typical Saturday. The parking supply in this area is 219 spaces (there would be 214 parking spaces in this area after implementation of the project). Therefore, the parking surveys indicate that the existing parking supply at the shopping center would be sufficient to accommodate the anticipated parking demand of the proposed Chick-fil-A. Although some of the parking spaces in the shopping center may not be convenient for the public to use due to their distance from the Chick-fil-A building, staff finds it acceptable that the proposed restaurant would use the additional parking spaces located in the adjoining shopping center.

Parking at 6111 Johnson Court: The subject site is currently occupied by a two-story office building with a gross floor area of approximately 14,746 square feet. The site provides a total of 72 parking spaces. With the proposed project, the northern portion of this office site would become part of the proposed project site through a lot line adjustment. As such, the number of parking spaces for the office building would be reduced from 72 spaces to 55 spaces. The Pleasanton Municipal Code requires one space for each 300 square feet of gross floor area for professional office uses, except for medical and dental uses. The office building would require 49 spaces for non-medical uses. The 55 spaces provided would meet the non-medical parking requirement.

Staff notes that when the Hopyard Road improvement takes place (a right-turn lane, a five-foot wide bike lane, and a four-foot wide sidewalk would be installed on the west side of Hopyard Road), the existing office site would be required to dedicate land along the Hopyard Road frontage for the improvement. The roadway dedication would require the removal of seven existing parking spaces located along Hopyard Road. When the roadway is dedicated, the office site would have a deficiency of one parking space. The property owner will then be required to reconfigure the parking lot to add one more parking space, or to transfer one of the Chick-fil-A parking spaces to the office site. A condition of approval addresses this requirement.

Tree Removal and Landscaping

Of the 34 trees within the project site, the proposed development would remove 31 trees, including 16 heritage-sized trees (five coast redwood trees, two coast live oak trees, and nine eucalyptus trees) valued at \$38,679.

The arborist report also evaluated the health of the existing trees. Among the 16 heritage trees, three are in in “good” condition; 10 are in “fair” condition, and three are in “poor” condition. Staff feels that it is appropriate for the applicant to mitigate the loss of all heritage trees that are evaluated with a “good” or “fair” health condition. One of the mitigations would be requiring the applicant to pay for the appraised value of such trees. As such, staff believes that it is reasonable to require the applicant to mitigate the removal of healthy heritage trees valued \$35,009 by making a payment of such to the City’s Urban Forestry Fund. The fund would be used to plant trees elsewhere in the City.

The proposed landscape plan shows the planting of 39 trees of seven species, and a variety of shrubs, groundcover, and vines, such as California lilac, orchid rockrose, fortnight lily, dwarf New Zealand flax, manzanita, and dwarf coyote bush. These trees would be planted both adjacent to the street and within the development, forming an attractive streetscape from both I-580 and Hopyard Road. Due to the ongoing drought, staff believes that all proposed tree species should be rated as low- or very-low water use species, and has conditioned the project as such. Table 5 below shows the proposed tree species, sizes, and quantities.

Table 5: Proposed Tree Species, Sizes and Quantities

Species	Size	Quantity
Coast live oak	60 inch box	2
Western redbud	24 inch box	6
Forest Pansy redbud	24 inch box	4
Natchez crape myrtle	24 inch box	7
Southern magnolia	24 inch box	12
Sycamore	24 inch box	6
Coast redwood	24 inch box	2
Total	--	39

The standard tree planting condition requires trees to be a minimum of 15-gallon size. The applicant indicated that the proposed trees have been upsized from 15-gallon size to 24-inch box size and 60-inch box size. As such, staff will consider proportionately reducing the payment for the upsizing trees. Staff has also discussed with the applicant of increasing the quantities of the proposed trees if possible to further proportionately reduce the payment. The applicant will look into the possibility of increasing the number of trees and include any changes in the final landscape plan. Conditions of approval have been included requiring the final landscape be approved by the Director of Community Development and City Landscape Architect prior to the issuance of a building permit and payment amount to the City’s Urban Forestry Fund be evaluated and determined by the Director of Community Development and City Landscape Architect based on the final landscape plan.

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 pedestrian signs. The pedestrian signs would be placed at the drive-through exits and the walkway alerting motorists of the pedestrian crossing. The building-mounted signs would be installed on the building’s north, west, and south elevations. The building-mounted signs would have a maximum height of four feet on the north and south elevations and five feet on the west elevation. No building sign is proposed on the east elevation facing Hopyard Road. The proposed directional signs would be double-sided signs, approximately three feet in height. Figure 10 bellow shows the proposed building-mounted sign on the north elevation.

Figure 10: Proposed Sign on the North Side of the Building



A non-illuminated City entrance sign is proposed at the northeast corner of the site facing Hopyard Road. The entrance sign would indicate “Pleasanton,” and the letters would be 3-inch deep aluminum channel letters, pinned to the wall. Figure 11 below shows the proposed entrance sign.

Figure 11: Proposed City Entry Sign



Staff finds that size, location, and quantity of the signage proposed for the development to be acceptable. Staff recommends that the Pleasanton sign be illuminated either by spot lights or by halo-illumination.

PUD DEVELOPMENT PLAN FINDINGS

The Zoning Ordinance of the Pleasanton Municipal Code sets forth the purposes of the Planned Unit Development (PUD) District and the considerations to be addressed in reviewing a PUD Development Plan. The Planning Commission must find that the proposed PUD development plan conforms to the purposes of the PUD District, as listed below, before making its recommendation to the City Council.

1. Whether the plan is in the best interests of the public health, safety, and general welfare:

The proposed project, as conditioned, meets all applicable City standards concerning public health, safety, and welfare. The subject development would include the installation of all required on-site utilities with connections to municipal systems in order to serve the new development. With the proposed roadway improvements, the project will not generate volumes of traffic that cannot be accommodated by existing City streets and intersections in the area. The restaurant building would be designed to meet the requirements of the Uniform Building Code, Fire Code, and other applicable City codes. Adequate access would be provided to the proposed development for police, fire, and other emergency response vehicles. Stormwater run-off from the site will be treated before leaving the site. Construction hour limits and dust suppression requirements will minimize construction impacts on the surrounding hotel guests and tenants. 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.

2. Whether the plan is consistent with the City's General Plan and any applicable specific plan:

With the proposed General Plan amendments, the proposed project would change the current General Plan Land Use Designations of “Open Space – Public Health and Safety” and “Retail/Highway/Service Commercial, Business and Professional Offices” to “Business Park”, therefore providing a consistent land use designation with the adjoining Pleasanton Square II Shopping Center. The Chick-fil-A site is located near the Interstate I-580 EB Hopyard Road exit, and is surrounded by shopping centers to the west and northwest, and an office building to the south. The proposed restaurant with drive-through service would be compatible with the surrounding uses. The proposed FAR of 15% for the Chick-fil-A site conforms to the 60% maximum FAR limit in the General Plan. The existing office site at 6111 Johnson Court would have a FAR of 34.5%, which also conforms to the 60% maximum FAR limit in the General Plan. The project location is not located in a specific plan area. Therefore, staff believes the proposed development plan

is consistent with the City's General Plan, and staff believes that this finding can be made.

However, staff notes that the Chick-fil-A site is located at a City entryway. The General Plan has the following programs regarding land uses and aesthetic character at the City's entryways:

Community Character Element

Program 7.2: The City should be particularly sensitive to aesthetic considerations when land-use planning in areas adjacent to City entryways.

Program 7.4: Give the Hopyard/I-580 area a high priority for visual improvement when making land-use and public investment decisions.

The project, which would result in the development of a fast-food restaurant at a major gateway to the City, may not adequately achieve the policies listed above. Although the project would provide a decorative City entry sign facing Hopyard Road, the predominant view upon entry onto Hopyard Road from EB I-580 would be the proposed fast-food restaurant and associated franchise signage.

3. Whether the plan is compatible with previously developed properties in the vicinity and the natural, topographic features of the site:

The subject property is bordered by a variety of uses: a shopping center, an office building, a hotel, Interstate freeway off-ramp and a City thoroughfare. The proposed project would utilize the existing vacant land and construct a restaurant building that would have similar building height as the existing restaurant and retail buildings in the adjoining commercial areas. The proposed restaurant use would be compatible with the surrounding commercial uses. The building height and massing would be compatible with the buildings in the vicinity. New landscaping would be installed to soften the building and help screen the parking areas from off-site views. The proposed development would require grading for the construction of the building and other site improvements. Grading conducted on the site will be subject to engineering and building standards prior to any development.

Therefore, staff believes that the plan is compatible with the previously developed properties and the natural, topographic features of the site, and staff believes that this finding can be made.

4. Whether grading takes into account environmental characteristics and is designed in keeping with the best engineering practices to avoid erosion, slides, or flooding to have as minimal an effect upon the environment as possible.

The southern portion of the project site is generally flat while the northern portion has an upslope. Grading would be performed to create a building pad for the proposed restaurant and to install landscaping and to create proper drainage for the parking lot and bioswales. A two-tiered retaining wall would be constructed along the project site

abutting the I-580 EB Hopyard Road off-ramp. Erosion control and dust suppression measures will be documented in the building permit plans and will be administered by the City's Building and Public Works Division. The site is not located within an Alquist-Priolo Earthquake Fault Zone. The flood hazard maps of the Federal Emergency Management Agency (FEMA) indicate that the subject property is not located within a 100-year flood zone. Therefore, staff believes that this finding can be made.

5. Whether streets, buildings, and other manmade structures have been designed and located in such manner to complement the natural terrain and landscape:

The project site is in a developed area of the City and would not involve the extension of any new public streets. The building and parking areas are located in an area of the site where the grades are not steep. The proposed building will be compatible in size and scale with surrounding structures. The trees that are currently on site, except for three, will be removed. Conditions of approval would require the applicant to mitigate the loss of healthy heritage-sized trees by making a payment into the City's Urban Forestry Fund, or increase the planting quantity for a proportionately reduced payment. Therefore, staff believes that this finding can be made.

6. Whether adequate public safety measures have been incorporated into the design of the plan:

The project site currently provides adequate access for police, fire, and other emergency vehicles. The new restaurant building would be equipped with automatic fire suppression systems (sprinklers). Structures would be required to meet the requirements of the California Building Code, Fire Code, other applicable City codes, and State of California energy and accessibility requirements. Site specific soils analyses would be conducted in conjunction with the building permit review.

Therefore, staff believes that the plan has been designed to incorporate adequate public safety measures.

7. Whether the plan conforms to the purposes of the PUD District:

The proposed PUD development plan conforms to the purposes of the PUD district. One of these purposes is to ensure that the desires of the developer and the community are understood and approved prior to commencement of construction. Staff believes that the proposed project implements the purposes of the PUD ordinance by providing a building that is well-designed and sited on the subject property. In addition the project fulfills the desires of the applicant, and meets the City's General Plan goals and policies. The PUD process allows for ample input from the public and for an ultimate decision by the City Council regarding appropriateness of the proposed uses and development plan.

Staff believes that through the PUD process the proposed project has provided residents, the applicant, and the City with a development plan that optimizes the use of this infill site in a sensitive manner. Therefore, staff believes that this finding can be made.

PUBLIC NOTICE

Notices regarding the proposed applications were mailed to the surrounding property owners and tenants within a 1,000-foot radius of the project site. A map showing the noticing area is attached to this report. The public notice was also published in *The Valley Times*. At the time this report was prepared, no one has contacted staff.

ENVIRONMENTAL ASSESSMENT

A draft Initial Study/Negative Declaration (Exhibit E) has been prepared for the proposed project. Based on the Initial Study, staff believes that the project would not have any significant environmental impacts. Staff, therefore, believes that the Initial Study/Negative Declaration can be issued in conformance with the California Environmental Quality Act (CEQA). If the Planning Commission concurs with this environmental assessment, it must make the finding that the Initial Study/Negative Declaration adequately evaluates the potential environmental impacts of the project prior to taking action on the project.

CONCLUSION

As proposed by the applicant and conditioned by staff, staff believes that the restaurant use will be compatible with the surrounding businesses. Conditions of approval have been included which will ensure that the safety and general welfare of the surrounding area, and the City in general, is maintained.

Staff believes that the project is designed to fit the site and its use is compatible with the surrounding uses. Staff however is concerned that the proposed development may not conform to the General Plan goals, policies, and programs related to land-use planning in areas adjacent to City entryways and that the Hopyard/I-580 area should be given a high priority for visual improvement when making land-use and public investment decisions. As such, the proposed restaurant with double drive-through lanes may not be an appropriate use for this location.

STAFF RECOMMENDATION

Staff recommends that the Planning Commission find that the proposed project merits a favorable recommendation to the City Council, and staff recommends that the Commission take the following actions:

1. Find that the proposed General Plan Amendments, zoning/rezoning, Planned Unit Development (PUD) development plan, and PUD major modification would not have a significant effect on the environment and adopt a resolution recommending adoption of the attached draft Negative Declaration;
2. Find that the General Plan Land Use Amendments are consistent with the Goals and Policies of the General Plan;

3. Find that the proposed PUD zoning/rezoning and Development Plan and PUD Major Modification are consistent with the General Plan and the purposes of the PUD Ordinance;
4. Make the PUD findings for the proposed development plan as listed in the staff report; and
5. Adopt resolutions recommending approval of the General Plan Amendments, zoning/rezoning, PUD development plan, and PUD Major Modification, subject to the draft conditions of approval listed in Exhibit A and forward the applications to the City Council for public hearing and review.

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