

## CITY COUNCIL AGENDA REPORT

18

May 15, 2012  
Community Development  
Planning Division

**TITLE: CONSIDER THE SCOPE, WORKPLAN, GENERAL SCHEDULE AND PUBLIC INPUT PROCESS FOR PREPARATION OF AN EAST PLEASANTON SPECIFIC PLAN**

**SUMMARY**

The Pleasanton General Plan calls for preparation a specific plan for East Pleasanton in order to provide detailed planning guidance for this area where sand and gravel extraction has ceased. This report describes a general scope and schedule for such a planning process and discusses a recommended option for soliciting public input into the specific plan. In the following months, staff will return to the City Council to select one or more consultants to assist in the preparation of the Specific Plan and to confirm members of an East Pleasanton Specific Plan Task Force.

**RECOMMENDATION**

1. Approve the formation of a 13-member ad hoc East Pleasanton Specific Plan Task Force with membership as described in this agenda report;
2. Authorize staff to prepare requests for proposal for consultant services and direct staff to return with professional services agreement(s) for City Council approval.

**FINANCIAL STATEMENT**

The East Pleasanton Specific Plan process will require considerable effort from several City departments, particularly Community Development. Staff time is budgeted within the General Fund. In order to supplement limited staff resources, staff is recommending that the City also contract with consultants to assist in the planning and public outreach effort, and preparation of the Specific Plan and environmental documents. The costs of the consultants would be shared between the two major property owners (Kiewitt and Legacy Partners) who each anticipate developing a portion of the area in the future.

## **BACKGROUND**

The approximately 1,000-acre Plan Area (see Attachment 1) is located generally east of Valley Avenue and Busch Road and north of Stanley Boulevard. Approximately 320 acres are owned by Legacy Partners and 50 acres are owned by the Kiewit Corporation. Most of the remaining land is owned by the Zone 7 Water Agency (Lake I and Cope Lake) and by Pleasanton Gravel Company (Lake H, 108 acres). These lakes were created by quarrying activities during the past century. Existing land uses within the Plan Area consist of the Pleasanton Garbage Service Transfer Station and Recycling Center, the City's Operations Service Center, some remaining storage of materials on the Kiewit site, three former quarry lakes, and vacant land.

In order to accommodate new development and provide detailed planning guidance in East Pleasanton, the Pleasanton General Plan specifies that the City will initiate a specific plan process for the portion of East Pleasanton as illustrated in Attachment 1. The proposed Specific Plan area encompasses land where gravel mining operations have ceased, and remediation is completed, as well as the City's Operations Service Center and Pleasanton Garbage Services facilities. The latter two properties are included in order to evaluate their optimum location in this area.

The General Plan Land Use Map indicates this site as a future specific plan area and shows the following land use designations for the site for evaluation: High Density Residential; Retail/Highway/Service Commercial, Business and Professional Offices; General and Limited Industrial; Business Park; Public and Institutional; and Parks and Recreation. In addition, El Charro Road is shown by the General Plan to be extended south through the middle of the site, connecting I-580 with Stanley Boulevard.

The General Plan states that this area may include development of residential, commercial, and office/industrial uses; and that the lakes be used for flood protection, groundwater recharge, habitat and recreational purposes. In addition, the Specific Plan is intended to: (1) define a vehicular and pedestrian circulation system for the area, including improvements to El Charro Road; (2) plan for the extension of public utilities; and (3) create a funding mechanism for the infrastructure required to support this development.

The Pleasanton Urban Growth Boundary (UGB) line presently bisects the Plan Area in a north/south direction along the proposed El Charro Road extension alignment. The Pleasanton General Plan recognizes that future planning for the Specific Plan Area may necessitate a modification to the UGB line and thus specifies that the City should:

“Reevaluate the Urban Growth Boundary locations in East Pleasanton at such time as comprehensive land use designation changes are considered for the reclaimed quarry lands.”

The proposed Specific Plan Area is situated completely within Pleasanton's Sphere-of-Influence.

## **Planning Background**

The East Pleasanton area has been the subject of planning consideration for many years. During the 1996 General Plan update the area was evaluated by the City, but because much of the land was actively being quarried and/or reclaimed by Hanson Aggregates (formerly Kaiser Sand and Gravel Company) the City chose for the most part to defer land use planning to a later date when the quarrying and reclamation operations were completed and the area became more suitable for development and conservation planning.

Upon nearing completion of quarry operations in 1998 with the need for comprehensive planning in the eastern portion of Pleasanton generated by the Ironwood residential development project and Staples Ranch, the City scheduled a planning process for the current East Pleasanton Specific Plan area. However, due to a variety of other pressing planning matters also under way in the City at that time the study was deferred first until completion of the Bernal Specific Plan and subsequently until adoption of the current General Plan, the completion of the Hacienda TOD Development Standards and Design Guidelines, and adoption of the Housing Element.

With regard to the upcoming planning process, the General Plan encourages the participation and collaboration of Pleasanton residents and East Pleasanton property owners in land use planning and decision-making, and notes that the planning process should include consultation with Alameda County, the City of Livermore, and Zone 7 Water Agency.

## **Baseline Report**

In July, 2011, the City Council approved a professional services agreement with Rasmussen Planning to complete a Baseline Conditions Summary Report for the East Pleasanton Specific Plan Area. An administrative draft has been prepared and covers the following topics:

- Pleasanton Planning Guidance
- Other Agency Planning Guidance
- Adjacent Area Specific Plans
- Plan Area Property Owners
- Surrounding Land Uses
- Roadways and Other Infrastructure
- Environmental Conditions
- Constraints and Opportunities

The Baseline Report will be available to help educate any consultants or future Task Force members as to existing conditions in this area and planning issues. More detailed information on environmental topics will be prepared for the Environmental Impact Report on the draft East Pleasanton Specific Plan.

## **SPECIFIC PLAN PREPARATION**

The East Pleasanton Specific Plan (EPSP) Area is the largest remaining area of land with significant development potential within the Pleasanton Urban Growth Boundary. Preparation of the Specific Plan for this area will require discussion and resolution of a number of important land use, growth boundary, economic/fiscal, conservation and circulation issues that have the potential to affect several neighborhoods in east Pleasanton, as well as the City as a whole. Staff anticipates that this planning process will involve a large work effort both to resolve the planning, circulation, infrastructure, annexation, fiscal and other technical issues, and to support the public input process. Staff is therefore anticipating the need for consultant assistance for the following tasks:

- Economic analysis of the market potential for various uses of this property. This would provide the City and plan participants with information on the market demand for various potential uses of this property and would provide a baseline for discussion of future land use of the site.
- Preliminary engineering and project costing for the El Charro Road extension. A major element of the EPSP will include a discussion of the cost of constructing El Charro Road and a plan regarding the allocation of costs for its construction.
- Specific Plan coordination and support. This would include preparation of land use, circulation, infrastructure and financing plans, illustrated development standards, graphics and other materials necessary for public discussion and input, as well as technical studies. Meaningful public discussion of alternatives for development of this area will require preparation of multiple meeting presentations, handouts, renderings, and other visual aids, as well as web-site materials.
- Environmental Impact Report preparation, including a detailed traffic impact analysis. It is anticipated that an EIR will be required to address the impacts of potential development in this area.
- Fiscal analysis of the draft plan and alternatives. This analysis will provide information regarding the costs and benefits of the various development alternatives.

With the City Council's authorization, staff will prepare requests for proposal for the above consultant assistance and will return to the City Council with recommendations for professional service agreements. As noted under Financial Statement, the major landowners (Legacy Partners and Kiewit Corporation) are expected to share the costs of consultants through an agreement with the City.

## **SPECIFIC PLAN MILESTONES**

Given the desire of the City Council to create a plan with substantial community input and the opportunity presented by a virtually undeveloped site, staff has assumed that time will be spent at the start of the planning process to formulate a vision and objectives for future development of the EPSP area prior to discussion of the specific development proposals being sponsored by the property owners. The vision and goals may consist of text and graphics and may be developed through a charrette-like process or by design professionals in collaboration with the Task Force. In any case,

this process would ensure the inclusion of a wide range of ideas as well as the development proposals advanced by the major property owners. The East Pleasanton Specific Plan process is anticipated by staff to take approximately 18 months to complete and would consist of the following key milestones and completion dates:

<b>Task</b>	<b>Completion Date</b>
Development of an overall project work plan and schedule, and direction from Council regarding the formation of a community participation program	May 2012
Data collection and documentation pertaining to existing baseline conditions (i.e., traffic, hydrology, biology, environmental hazards, noise, etc.)	Available to public in May 2012
City Council confirmation of an 13-person EPSP Task Force	June 2012
First meeting of EPSP Task Force	July 2012
Draft RHNA allocation available	July 2012
City Council authorization of professional services contracts for plan preparation assistance	Contract approvals August 2012
Analysis of development and conservation opportunities and constraints	September 2012
Input from the community and direction by the Council regarding the vision and principles for developing the Plan Area	October 2012
Preparation of land use plan options	November 2012
Analysis of land use plan options based on how they implement the planning vision and principles as well as how they resolve traffic impacts, fiscal impacts, etc	January 2012
Selection of the preferred land use and circulation plan option, and key planning policies by the Council	March 2013
Preparation of a draft specific plan and CEQA documentation	May 2013
Planning Commission recommendations regarding the environmental documentation and the draft Specific Plan	August 2013
Council certification of the CEQA environmental documentation and approval of the Specific Plan, Rezoning and Annexation	October 2013

### **PUBLIC INPUT PROCESS**

Over the past two years, the City Council has developed a model for using ad hoc committees to achieve desired outcomes; recent examples include the Hacienda TOD Task Force, the Housing Element Update Task Force, and current task force efforts looking at historic preservation and Downtown hospitality guidelines. This model of City and public collaboration has served well to address the issues in a timely manner while allowing for a participatory community process.

## Task Force Composition

Staff is recommending the City Council approve the formation of a 13-member ad hoc East Pleasanton Specific Plan Task Force comprised as follows:

- 2 Planning Commissioners
- 1 Housing Commissioner
- 1 Parks and Recreation Commissioner
- 2 Major Property Owners (Kiewit and Legacy)
- 1 Zone 7 Water Agency representative
- 6 Neighborhood Representatives selected as follows: one from Ironwood; one from The Village at Ironwood (Active Adult Community); one from the Autumn Glen/Heritage Valley neighborhood; one from Danbury Park; one from Stoneridge Park; and one from the Mohr/Martin neighborhood.

The Planning Commission, Housing Commission, and Park and Recreation Commission representatives will be selected from their respective memberships. The three major property owners will each nominate a representative. The neighborhood HOAs (where applicable) will be asked to nominate representatives. For the Autumn Glen/Heritage Valley neighborhood and the Mohr/Martin neighborhood, neither of which have an HOA, staff will make recommendations based on applications received. The City Council will confirm all Task Force members. Task Force members may select alternates to attend meetings in their absence.

In addition to the Task Force meetings, public input and discussion with City advisory groups will also include:

- Community meetings at key points in the planning process: to discuss opportunities, constraints and a vision for the EPSP; provide feedback on plan alternatives; and to comment on a draft EPSP.
- Check-in meetings: to provide status updates and seek direction from the the City Council and Planning Commission on key decision points, and meetings on specific topics with the Housing Commission, Parks and Recreation Commission, Bicycle, Pedestrian and Trails Committee and Economic Vitality Committee.
- Stakeholder meetings: Pleasanton Garbage Service, gravel and mining interests, the City of Livermore and Alameda County would be invited to participate in the planning process.
- City webpage information: all meeting information and materials will be available on-line and staff will encourage e-mail sign ups in order to keep participants informed of upcoming events.

**CONCLUSION**

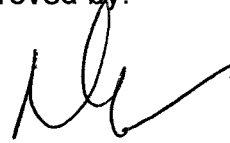
Staff recommends that the Council authorize staff to start the application process for the East Pleasanton Specific Plan Task Force and to return to the City Council for confirmation of the Task Force members and approval of consultant contracts.

Submitted by:



Brian Dolan  
Director of Community  
Development

Approved by:



Nelson Fialho  
City Manager

Attachments:

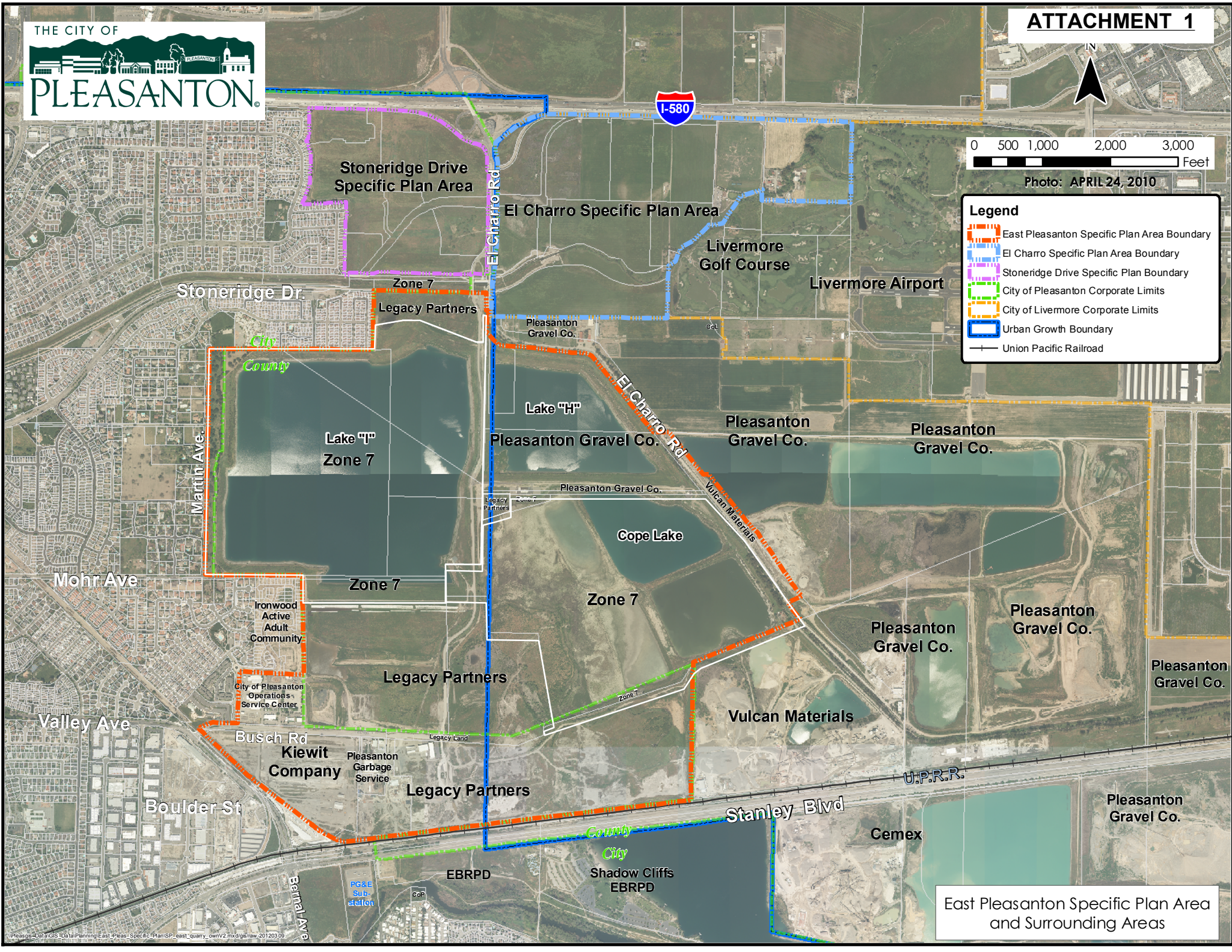
1. East Pleasanton Specific Plan Area Location Map



Photo: APRIL 24, 2010

**Legend**

- East Pleasanton Specific Plan Area Boundary
- El Charro Specific Plan Area Boundary
- Stoneridge Drive Specific Plan Boundary
- City of Pleasanton Corporate Limits
- City of Livermore Corporate Limits
- Urban Growth Boundary
- Union Pacific Railroad



East Pleasanton Specific Plan Area and Surrounding Areas

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