

**Planning Commission  
Second Work Session Staff Report**

October 14, 2009  
Item 6.b.

**SUBJECT:** PSPA-02, PUD-02-07M, and PCUP-210

**APPLICANT/  
OWNER:** Pleasanton Gateway, L. L. C. (Scott Troppe).

**PURPOSE:** Work session on the Pleasanton Gateway PUD development plan modification located on the southwest corner of Bernal Avenue and Valley Avenue.

**GENERAL  
PLAN:** Bernal Property Specific Plan (Commercial/Office)

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

**LOCATION:** Southeast Corner of Bernal Avenue and Valley Avenue between Valley Avenue and I-680.

**ATTACHMENTS:**

1. Exhibit A, Discussion Items, dated October 14, 2009.
2. Exhibit B, dated "Received October 1, 2009" including Master Site Plan, Retail/Commercial Site Plan, and Building Floor Plans and Elevations.
3. Exhibit C, Planning Commission Work Session Staff Report dated May 28, 2009.
4. Exhibit D, Minutes of the May 28, 2008 Planning Commission Work Session
5. Exhibit E, Permitted and Conditional Uses of the Bernal Properties PUD Development Plan.
6. Exhibit F, Comment Letter Prepared by Larry Cannon
7. Exhibit G, Retail/Commercial Building Designs Revised After the First Work Session.
8. Exhibit H, Location Map.
9. Exhibit I, Noticing Map.

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**I. BACKGROUND**

On May 28, 2008, the Planning Commission conducted a work session on the proposal by the applicant, South Bay Development, to modify the office-only approval of its 39.22-acre property located in the Bernal Property Specific Plan to allow a mixed-use development that will include business and professional offices and retail uses,

including a Safeway grocery store and a self-serve gasoline station, and personal services. The May 28, 2008 Planning Commission staff report and meeting minutes are attached. The first work session staff report identified discussion topics of site and landscape design and setbacks, building design and signage, uses and policies of the Bernal Property Specific Plan.

South Bay Development has revised the site and building design of the retail/commercial portion of its proposal and has requested a second Planning Commission work session so that the Commission can review and comment on the revised retail/commercial site plan and building designs before proceeding further with engineering and landscape plans, signage, design detailing, etc. (No changes were made at this time to the office portion of the proposal.) For this reason, the Planning Commission's packet only includes the revised site plan and building plans for the retail/commercial portion and not for the office portion.

## II. SURROUNDING AREA

An aerial photograph with the revised retail/commercial portion superimposed on the site with the office portion and the surrounding use and developments is shown on Figure 1, below.



**Figure 1: Aerial Photograph/Location Map of the Proposed Development and Surrounding Land Uses**

Surrounding land uses are described in Table 1, below.

**Table 1: Surrounding Uses**

Direction	Land Use
North	Office and commercial uses including restaurants, retail, and personal services.
East	Self-serve gasoline station with a drive-through fast-food restaurant, convenience market and carwash, vacant land, apartments, public park, and small-lot single-family homes.
South	Bernal Property community park site and bio-retention ponds.
West	I-680 and the Bernal Avenue off-ramp.

### **III. PLANNING COMMISSION WORK SESSION SUMMARY**

The Planning Commission opened its work session on the office and retail/commercial components of the proposed project and provided its comments and directions on the building and site design, conformance to the Bernal Properties Specific Plan, uses, and signage. A summary of the Commission's comments follows:

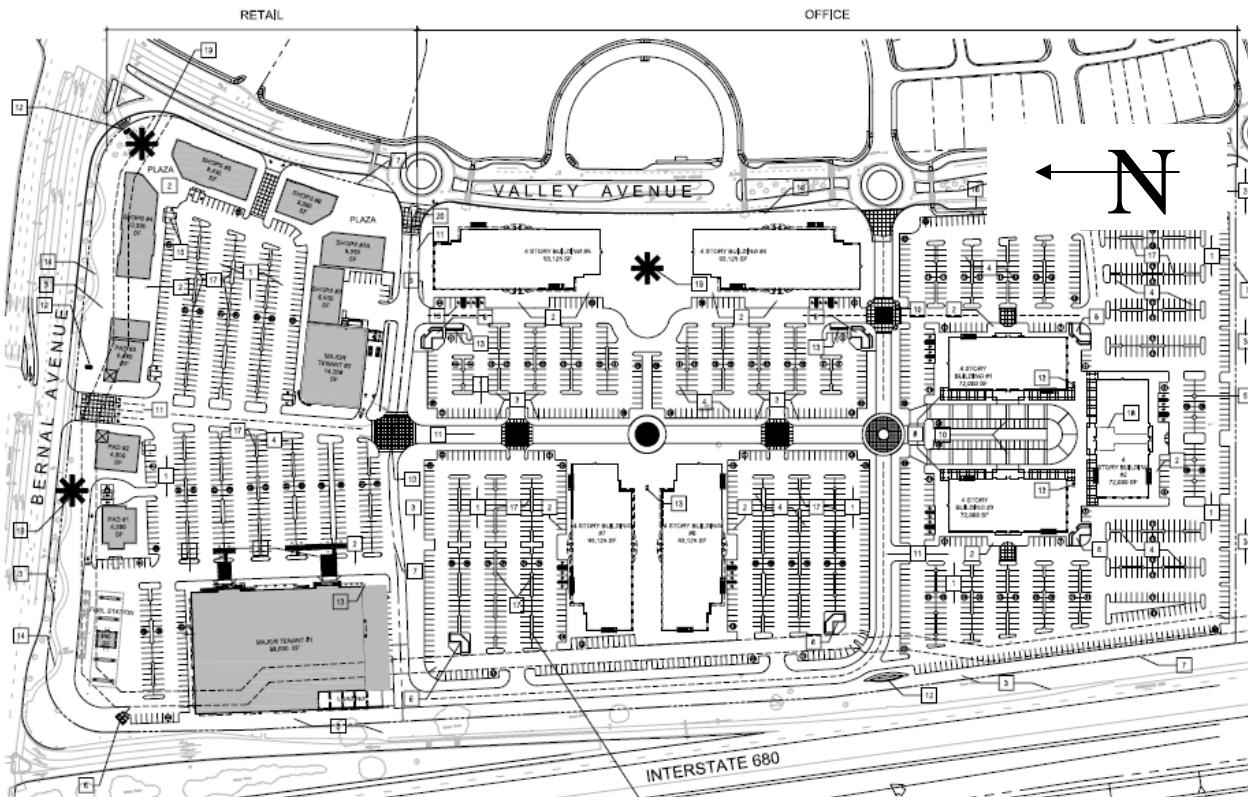
- The Planning Commission generally agreed that the proposal implemented the applicable goals and policies of the Bernal Specific Plan and fit in well with the Specific Plan. However, its location warrants an eye-catching, heavily landscaped area at an entry point into Pleasanton. Additionally, the project should create a community focal point and gathering place.
- The Planning Commission generally supported the proposed service station. However, there was already a service station at the Jack in the Box restaurant and having a greater number of service stations may not be necessary. If retained, the service station's location cannot impact traffic and circulation on Bernal Avenue; if deleted, more open space should be provided. The applicant should also explore rotating the station 90 degrees perpendicular to Bernal Avenue so that only one bay would be visible to Bernal Avenue.
- Provide strong connections to the Bernal property with a transition to the rest of the Bernal property. Ensure that the rear of the Safeway building is heavily landscaped and screened from the freeway. Concern was expressed regarding light, glare, and noise and that these issues should be further addressed in the application.
- The overall development is pedestrian-friendly and would encourage pedestrians to use it. However, there should be additional plazas with landscaping and water features and bike parking should be provided. The project should present a park-like environment with more screening from the freeway.
- The retail on this site should be neighborhood oriented and not freeway-oriented. Convenience markets and/or drive-through restaurants should be restricted. The applicant should consider having sit-down restaurants given the shortage of such businesses in Pleasanton. The impacts to existing City businesses should be carefully examined.

- The Planning Commission also commented on the use of low water use plant materials and signage.
- The Planning Commission generally supported the proposed building design but suggested that additional detailing be added to the structures. Consider reducing the number of towers and increasing the buildings' articulation and detail. Emphasize natural materials to blend with the natural environment surrounding the site.

The Planning Commission directed staff to complete its review and to then bring the project back to the Planning Commission either as work session item or as a public hearing item

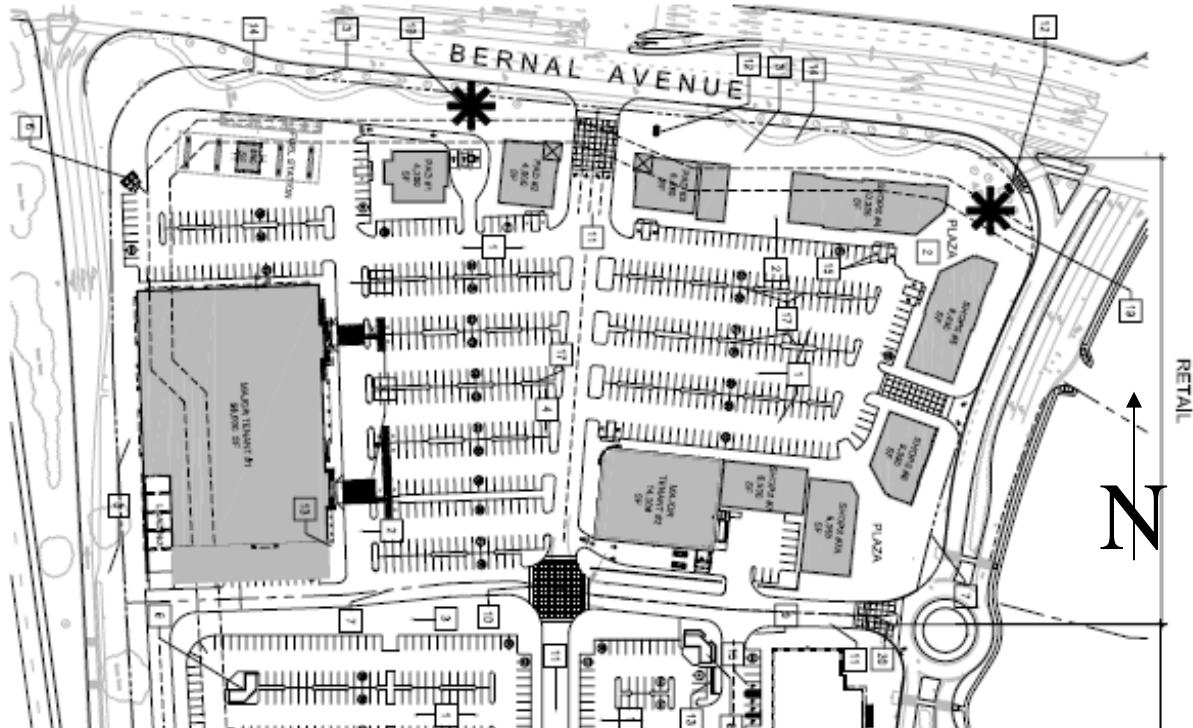
#### **IV. PROJECT DESCRIPTION**

The revised site plan is shown on Figure 2, below. (The attached staff report of the May 28, 2008 Planning Commission Work Session includes a copy of the previous site plan and a copy of the approved office development plan for this site.)



**Figure 2: Revised Site Plan Now Proposed**

The focused site plan of the retail/commercial development is shown on Figure 3 on the following page.



**Figure 3: Focused Retail/Commercial Site Plan**

The revised retail/commercial development shown on Figure 2 and Figure 3 is a result of the Planning Commission's comments and direction, the recommendations of the preliminary traffic analysis, and the comments made by nearby homeowners at the neighborhood meetings. A summary of the changes from the previous development reviewed by the Planning Commission at its work session follows:

- Access:

**Previous Proposal:**

The driveway entrance and aisle from Bernal Avenue was first proposed to be off-set from Koll Center Drive thereby limiting the Bernal entrance to right-turn ingress/egress only.

**Revised Proposal:**

The revised site plan now shows the Bernal Avenue driveway entrance aligned with Koll Center Drive enabling left-turn ingress/egress between the site and Bernal Avenue, right-turn ingress/egress between the site and Bernal Avenue, and left-turn ingress only from Bernal Avenue to Koll Center Drive. With this change, the project's overall traffic – retail/commercial and office – including large delivery trucks will now be able to proceed directly to/from northbound I-680 and southbound I-680 via Bernal Avenue without having to drive by or through the nearby residential neighborhoods. This change will also reduce improve the short- and long-term intersection levels-of-service and operating efficiencies at the Bernal Avenue/Valley Avenue while keeping the Valley Avenue traffic circles.

- Safeway Grocery Store – Size and Program:

Previous Proposal:

The Safeway grocery store was first proposed as a 65,000-square-foot building constructed in one phase. The proposed Safeway will follow its “lifestyle” store business model and will operate 24 hours per day.

Revised Proposal:

The Safeway store will now be constructed in two phases, the first phase will be 58,000 square feet and the second phase will add 7,000 square feet increasing the floor area to 65,000 square feet. The loading/service area will face the I-680/Bernal Avenue off-ramp and will be screened from the freeway by a landscaping and a screen wall. The applicant stated to staff that the building heights for the Safeway store will vary from 29 feet at the building ends to 33 feet to 45 feet at the store’s main entrance, and that the building height facing the freeway will be 29 feet.

The applicant briefly described the “lifestyle” store concept at the previous work session. Note that Safeway stores throughout the Tri-Valley area have incorporated aspects of the Safeway “lifestyle” model in their operations. However, the proposed Safeway for this site will be designed and constructed emulating the total “lifestyle” model. For this reason, staff continues to work with the applicant to define this concept for the proposal.

- Safeway Self-Service Gasoline Station:

Previous Proposal:

The Safeway store was first proposed with a self-service gasoline station with 10 fuel dispensers and a separate 850-square-foot accessory building and no convenience market or carwash.

Revised Proposal:

The Safeway gasoline station will now include eight fuel dispensers and will be constructed as a single structure including the accessory building and canopy. It will operate 24 hours per day. The building height will be 28 feet, 6 inches. The applicant moved the service station to the southwest corner of the site to maximize its distance from the main entrance off Bernal Avenue thereby minimizing any potential service station traffic backing out onto Bernal Avenue.

As stated in the previous work session staff report, staff does not support the proposed service station and will recommend that it be removed from the site plan and replaced with landscaping and/or retail/commercial uses. The proposed service station is also opposed by the owner/operator of the Bernal Corners service station on the southeast corner of Bernal Avenue and Valley Avenue.

- Retail Buildings – Space and Tenants:

Previous Proposal:

The applicant proposed seven satellite retail buildings with 59,506 square feet of total floor area. The applicant anticipates that the tenants in these stores will

follow the permitted uses of the City's C-N (Neighborhood Commercial) and C-C (Central Commercial) Districts. All restaurants including fast food restaurants will be allowed as sit-down/take-out restaurants but with no drive-through lanes. The applicant had agreed to a future condition not allowing convenience markets, drive-through restaurants, and other types of drive-through uses.

**Revised Proposal:**

The applicant now proposes a second major tenant (14,008 square feet), and five retail buildings (35,960 square feet), one restaurant building pad (4,900 square feet), one bank building pad (4,200 square feet) with a drive-through lane for three ATM machines, and one bank/shops building pad (6,880 square feet). As stated to staff, the second major tenant will be a pharmacy with a double drive-through lane. However, the applicant has not identified a specific tenant for this retail space.

The bank-pad drive-through lane and triple ATMs will be buffered from Bernal Avenue by berms and landscaping. The double drive-through lane and the loading areas serving the second major tenant/retail buildings (Major #2/Shops #7/Shops #7A) will be hidden by a screen wall generally designed and detailed to match the building architecture. Staff generally supports the concept including use, location, and its preliminary design.

The proposed building heights for these buildings will vary from 19 feet to 28 feet, 6 inches. The applicants have designed these buildings to be complimentary with the surrounding architecture by incorporating standing seam metal roofs, granite/brick wainscots, wood trellises, awnings, and dark aluminum storefront window systems. The applicant's design concept for the store façades is a series of individual storefronts with common elements of masonry, signs illuminated by gooseneck lamps, etc. The building facades facing Bernal and Valley Avenues will have clear windows.

- **Parking:**

**Previous Proposal:**

A total of 651 parking spaces were proposed for the commercial area.

**Revised Proposal:**

The applicant now proposes 637 parking spaces for an overall ratio of 5.1 parking spaces per 1,000 square feet of floor area. The Pleasanton Municipal Code requires a minimum parking ratio of one parking space per 300 square feet – 413 parking spaces – for CC zoned developments or one parking space per 180 square feet – 689 parking spaces – for CN-zoned developments. The applicant will provide bike parking distributed throughout the development.

- **Pedestrian Plazas:**

**Previous Proposal:**

The applicant had shown two pedestrian plazas facing Bernal Avenue with the previous site plan.

Revised Proposal:

The applicant now proposes three plaza areas facing Bernal Avenue and Valley Avenue.

- Project Interface with Bernal Park:

Previous Proposal:

The proposed project will include an interface/transition – trails, landscaping, etc. – with the planned park/trails on the City park/open space land adjoining the south side of the development's office area.

Revised Proposal:

The applicant will contribute the construction costs of the transition area on the City property to the City, and the City will construct the improvements.

The proposed Floor Area Ratio for only the retail/commercial development will be 22.8 percent for a total of 123,948 square feet. The applicant will continue to implement the amenity program for the overall development that was first shown on the previous plan.

## V. DISCUSSION

The previous proposal was reviewed by Larry Cannon, the City's architectural peer review consultant. Mr. Cannon's comments focused primarily on the pedestrian linkages between the office and retail portions of the development and between the development and the residential areas to the west and to the City's community park to the south. Mr. Cannon also commented briefly on a few details for the commercial structures to improve their pedestrian scale, architectural detailing, and the landscape planter layout of the parking areas. The revised plans generally incorporate the peer review comments, except for moving the two office buildings closest to Valley Avenue farther away from the street.

### Bernal Property Specific Plan

The Bernal Property Specific Plan sets forth the general design criteria for this site including its frontage onto Bernal Avenue and Valley Avenue and its relationship to the surrounding residential and open space areas of the Specific Plan.

The revised site plan implements the design criteria of the Specific Plan for this site: the combination of plaza areas with the future pedestrian sidewalks and amenities; adequate area is provided for landscaping along driveway aisles, in parking areas and between the buildings and street frontages; pedestrian connections to the apartments and homes across Valley Avenue to the east; and the future connections and interface with the public park on the Bernal Property to the south.

#### *Discussion Points:*

1. *Staff believes that the revised site plan and building layouts implements the applicable goals and policies of the Bernal Property Specific Plan for this site.*

## **Uses**

The Bernal Property PUD (Ordinance No. 1814) allows the permitted and conditionally permitted uses of the O (Office) District, the I-P (Industrial Park) District, and the C-C (Central Commercial) District.

The Specific Plan specifies "...neighborhood-serving retail/service uses" and "community retail uses" for the retail/commercial portion of the proposed development. Staff supports the proposed drive-through pharmacy and drive-through bank as the only drive-through uses that will be permitted on the site, and shall continue to work with the applicant to develop a list of permitted and conditional uses implementing the Specific Plan for review by the Planning Commission.

*Discussion Points:*

2. *What types of uses should be permitted or conditionally for the commercial portion of this development?*

## **Site Plan**

The revised site plan for the retail/commercial portion of the development is designed to emphasize pedestrian links, sight lines, and walkways between the development's commercial and office areas, between the individual buildings within each area, and between the site and the surrounding uses and developments.

The double drive-through lane and the loading areas serving the second major tenant/retail buildings (Major #2/Shops #7/Shops #7A) will be hidden by a screen wall generally designed and detailed to match the building architecture. The height of the wall has not been determined. Staff believes that the building and site design facing the access driveway will benefit from further work including enhanced design detailing, i.e., trellis elements, horizontal variation, etc. The applicant concurs and is working with staff on the development of this area of the development.

The Bernal Property PUD development plan did not specify minimum development standards for this site. Staff measured the proposed landscape and building setbacks on the revised site plan and has stated the setbacks in Table 3, on the following page.

**Table 3: Proposed Building and Landscape Setbacks**

Location	Building Setback	Landscape Setback <sup>1</sup>
North Property Line (Bernal Avenue)	From Property Line: 45 feet (Retail Shops #4), 48 feet (Bank Pad #3), 48 feet (Bank Pad #2), 65 feet (Bank Pad #1), and 72 feet (Service Station Canopy).  From Street Curb: 48 feet (Retail Shops #4), 62 feet (Bank Pad #3), 60 feet (Bank Pad #2), 78 feet (Bank Pad #1), and 85 feet (Service Station Canopy).	From Property Line: 48 feet to 60 feet from buildings or parking/driveways.  From Street Curb: 63 feet to 75 feet from buildings or parking/driveways.
East Property Line (Valley Avenue)	From Property Line: 27 feet (Shops #5) to 35 feet (Shops #6).  From Street Curb: 35 feet (Shops #5) to 40 feet (Shops #6).	From Property Line: 27 feet (Shops #5) to 35 feet (Shops #6).  From Street Curb: 35 feet (Shops #5) to 40 feet (Shops #6).
West Property Line (I-680 Exit Ramp)	From Property Line: 13 feet to 15 to the parking spaces and 25 feet to 28 feet to the Safeway building and loading area.  From Pavement Edge: 20 feet to 25 feet to the parking spaces and 32 feet to 53 feet to the Safeway building and loading area.	From Property Line: 13 feet to 15 to the parking spaces and 25 feet to 28 feet to the Safeway building and loading area.  From Pavement Edge: 20 feet to 25 feet to the parking spaces and 32 feet to 53 feet to the Safeway building and loading area.

<sup>1</sup> The landscape setbacks will vary due to the location of the meandering sidewalk along the Bernal Avenue project frontage.

#### *Discussion Points:*

3. *Is the Planning Commission satisfied with the proposed setbacks?*
4. *Does the Planning Commission concur with staff on improving the design interface between the Major #2/Shops #7/Shops #7A building and the access driveway?*
5. *Should the sidewalk in front of the Safeway building be increased from 19 feet to 24 feet by reducing the driveway aisle from 30 feet to 25 feet in order to provide additional pedestrian/plaza areas?*
6. *Staff requests the Planning Commission's comment and direction on the proposed location of the service station.*

#### **Building Design**

The revised building designs implement the Planning Commission's comments and achieve a high level and quality of building design. The architectural theme of the proposed development is a combination of Arts and Crafts and Main Street, Pleasanton

design elements: reclaimed timber, wood siding, prairie-style and gooseneck lamps, brick and limestone masonry, black and champagne-colored aluminum door/window frames, green metal roof, etc. Building colors are predominantly earth tones with a variety of body and trim colors. The applicant stated to staff that the design of the pharmacy is preliminary. Large-size building material and color boards will be presented to the Planning Commission at the work session.

Staff supports the overall building designs for the proposed development for the following reasons:

- The retail/commercial buildings are designed with an overall architectural theme that provides common design elements of materials, design details, heavy timber trusses and canopies, and forms that would visually link the individual buildings while at the same time achieving the individual buildings' design identity.
- The building designs provide significant articulation and variation of building heights, volumes, and massing.
- The buildings are designed with four-sided architectural design massing and detailing on all building sides, and with design details and elements that establish a "pedestrian scale" to the overall building designs.
- Although tenant signage is not discussed in this staff report, the applicant proposes to externally illuminate the tenant signs with gooseneck lamps. The Safeway store signs and possibly the pharmacy store signs will be the only internally illuminated building signs for the proposed development. An overall project/tenant sign program will be developed and submitted to the Planning Commission for its review.

The initial building designs were peer-reviewed by Mr. Cannon early in the project's review process and the revised designs continue to implement Mr. Cannon's design comments. Mr. Cannon's initial design comments and the previous building designs are attached.

*Discussion Points:*

7. *Is the Planning Commission satisfied with the overall architectural design of the retail buildings, colors, materials, detailing, etc?*

## **VI. PUBLIC COMMENT**

Public notices were sent to the property owners, business owners, and business tenants within a 1,000-foot radius for the property and to residents in the Laguna Oaks development and the Bernal Specific Plan area. The noticing area is provided as Attachment #8. A public notice was also sent to the Pleasanton Chamber of Commerce, the Pleasanton Downtown Association, and to the owners and managers of Pleasanton supermarkets/grocery stores including Safeway, Lucky's, Nob Hill Foods, Gene's Fine Foods, Raley's, and Cole's Market, and to the owner/operator of the Bernal Corners Service Station.

As of the writing of the last work session staff report, staff had received verbal comments from the owners of the Bernal Corners service station and the Gene's Fine Foods grocery store indicating their opposition to the proposal based upon the potential impacts to their businesses. Staff has not received any additional public comment. The applicant has met with representatives of the Pleasanton Chamber of Commerce and the Pleasanton Downtown Association, the owner/operator of the Bernal Corners Service Station, and the various neighborhood groups before the work session and will continue to meet with them as the project review continues.

## **VII. RECOMMENDATION**

Staff recommends the Planning Commission review the proposal, hear all public testimony, and provide comment to the applicant.

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