

**Planning Commission
Staff Report**

November 13, 2013
Item 6.b.

- SUBJECT:** P13-1858
- APPLICANT:** City of Pleasanton
- PROPERTY OWNERS:** Zone 7 Water Agency, Lionstone Group, Kiewit Peter Sons Co., Legacy Partners, Pleasanton Garbage Service, City of Pleasanton
- PURPOSE:** Scoping Session and Notice of Preparation of a Draft Environmental Impact Report for the East Pleasanton Specific Plan
- GENERAL PLAN:** Water Management, Habitat and Recreation; Community Facilities; High Density Residential; Retail/Highway/Service Commercial, Business and Professional Offices; Business Park; Parks and Open Space; General and Limited Industrial. Future East Pleasanton Specific Plan.
- ZONING:** P (Public and Institutional), I-G-40 (General Industrial District, 40,000 square foot minimum lot size)
- LOCATION:** East of Martin Avenue and Valley Avenue, north of Stanley Boulevard, and south of Arroyo Mocho
- EXHIBITS:** A. Notice of Preparation

I. BACKGROUND

The City of Pleasanton is in the process of preparing a Specific Plan for East Pleasanton, an approximately 1,100 acre area east of Martin Avenue and Valley Avenue, north of Stanley Boulevard, and south of Arroyo Mocho, previously the site of sand and gravel extraction. The East Pleasanton Specific Plan Task Force has met eleven times since August 2012, and recently recommended a Preferred Plan and alternatives to the Planning Commission and City Council. On October 15, 2013, the City Council authorized the preparation of an Environmental Impact Report and Draft Specific Plan based on the "Preferred Plan" and alternatives.

II. THE PROJECT

The East Pleasanton Specific Plan will serve as a detailed extension of the Pleasanton General Plan for a 1,110-acre portion of eastern Pleasanton. The purpose of the Specific Plan is to provide guidance for the coordination of a land use and circulation pattern, development and design standards, roads, trails and other public infrastructure, environmental protection, financing, and implementation requirements for development of the Specific Plan Area.

The City of Pleasanton is contemplating ten alternative plans, including the “preferred plan,” “no-project,” and “no-project-no-build” alternatives for the Specific Plan area, all of which will be considered in the EIR. The alternatives are summarized in the following sections and also described in Exhibit A, Notice of Preparation.

“Preferred” Specific Plan

While the City will address all of the alternatives, the CEQA analysis will identify a “preferred” plan alternative as the basis for impact analysis. The “preferred” plan would provide a total of 1,759 housing units, including 65 percent single-family and 35 percent multi-family units. This concept is based primarily on the premise that multi-family housing should generally be dispersed throughout the Plan Area. It is therefore separated into two different areas of the project site. Neighborhood retail shopping and a village green would be located at the Busch Road/El Charro Road intersection. The shopping area and village green, along with a community park located on the opposite side of El Charro Road, would provide the central community focus area.

Two areas of campus office are proposed. The first is in the northernmost area above Lake I, and the second immediately south of Lake I. The northernmost area above Lake I is also proposed to include a retail overlay component. A destination use is planned for a 3-acre site located at the convergence of the three lakes. Industrial use is planned in the southeast portion of the Plan Area to potentially include business parks, research and development, industrial/flex and distribution uses, as well as the possible future relocation of the Pleasanton Transfer Station and Recycling Center. The City of Pleasanton Operations Service Center would remain in its present location and be designated as Public and Institutional.

Public parkland would include a 31-acre passive recreation community park east of El Charro Road. In addition, some of the Zone 7 land east of the community park may be used for further passive recreation use (such as trails and vistas). Such a proposal on Zone 7 land would be subject to further review by Zone 7 Water Agency. A 12-acre active recreation park would be located along the south side of Lake I, and a 2-acre village green would be located at the Busch Road/El Charro Road intersection. A school/park use is also included as an overlay at the south of Lake I park site, thus potentially replacing this active recreational facility if the school is eventually needed.

El Charro Road would extend to Stanley Boulevard, connecting at the Shadow Cliffs Regional Park driveway entry. Busch Road is designed as a two-lane roadway. Boulder Street would be extended from its current intersection with Valley Avenue to Busch Road.

Specific Plan Alternatives

The City of Pleasanton is considering ten alternative plans including the “preferred” plan for the Specific Plan Area. For each alternative, the general land use types are the same as those in the “preferred” plan, but they are reconfigured to accommodate alternative land use densities and locations. Table 1 (residential uses) and Table 2 (non-residential uses) provide a summary and comparison of the “preferred” plan and the other alternatives.

Table 1: Specific Plan Alternatives Summary - Residential

Plan	Single-Family du/a			Multi-Family du/a		Residential Units	Percent Single Family/ Multi-Family
	4	8	11	23	30		
Preferred Plan	183	664	296	241	375	1,759	65/35
Alternative 1	500	—	—	195	305	1,000	50/50
Alternative 1A	500	—	—	195	305	1,000	50/50
Alternative 4	—	641	—	250	393	1,283	50/50
Alternative 5A	237	560	176	276	510	1,759	55/45
Alternative 5B	322	304	264	299	570	1,759	50/50
Alternative 6	112	278	932	383	574	2,279	58/42
Alternative 8	328	437	165	170	330	1,430	65/35

Note:
du/a = dwelling units per acre
Source: City of Pleasanton, 2013.

Table 2: Specific Plan Alternatives Summary – Non-Residential

Plan	Square feet			Acres			
	Retail	Office	Industrial	Destination Use	Public Park	Private Open Space	Public and Institutional
Preferred Plan	91,000	442,000	1,057,000	3	45	35	17
Alternative 1	91,000	442,000	1,442,000	3	45	34	—
Alternative 1A	91,000	442,000	1,442,000	3	45	34	17
Alternative 4	91,000	442,000	2,169,000	3	46	40	—
Alternative 5A	91,000	442,000	1,057,000	3	45	35	17
Alternative 5B	91,000	442,000	1,057,000	3	45	35	17
Alternative 6	91,000	442,000	1,057,000	3	45	35	17
Alternative 8	91,000	442,000	1,057,000	3	45	35	17

Source: City of Pleasanton, 2013.

III. CEQA PROCESS

The preparation of a Specific Plan for East Pleasanton is a project as defined by the California Environmental Quality Act (CEQA), and it has been determined that this project will require the preparation of an Environmental Impact Report. The purpose of the Scoping Session is to determine the scope and content of the Environmental Impact Report (EIR) for this project. The environmental review process and proposed tentative schedule is as follows:

1. Distribute the Notice of Preparation of an EIR to Agencies and Interested Parties – Comment period: October 24 through November 25, 2013.
2. Hold a Public EIR Scoping Session – November 13, 2013
3. Prepare a Draft Environmental Impact Report (DEIR) – To be completed by March, 2014.
4. Allow for Public Comment on the DEIR – mid-March 2014 – end of April, 2014
5. Prepare a Final EIR (FEIR) – To be completed by July, 2014
6. Hold Public Hearings to consider Certification of the FEIR – August and September 2014.

Scoping

Exhibit A to the staff report is the Notice of Preparation which was sent to Responsible and Trustee Agencies, and e-mailed to interested parties. It is anticipated that the EIR will address the following impacts:

- Aesthetics, Light, and Glare
- Air Quality
- Biological Resources
- Cultural Resources
- Geology, Soils, and Seismicity
- Greenhouse Gas Emissions
- Hazards and Hazardous Materials
- Hydrology and Water Quality
- Land Use and Planning
- Mineral Resources
- Noise
- Population and Housing
- Public Services and Recreation
- Transportation
- Utilities and Service Systems

The purpose of the Scoping Session is to provide an opportunity for the Planning Commission and the public to comment on the content and analysis to be provided in the Environmental Impact Report. Comments on the merits of the proposed plan are not relevant to the scope of the EIR.

EIR Preparation

The EIR serves several functions:

- The EIR satisfies the requirements of the California Environmental Quality Act for the project's environmental review. The EIR is the informational document that identifies the environmental impacts of the proposal, the mitigation measures for these impacts, and impacts that cannot be mitigated and are therefore unavoidable.
- As an informational document, the EIR does not formulate recommendations on the proposal (e.g. approval, conditional approval or denial).
- Once finished, the Draft EIR will be circulated for public comment for 45 days. Comments received from the general public and from the applicable federal, state, and local agencies will be addressed in the "Response to Comments" section of the Final Environmental Impact Report (FEIR). The FEIR will then be forwarded to the Planning Commission for review and recommendation to the City Council. The City Council will determine whether to certify the FEIR as complete according to CEQA requirements.

Alternatives

According to State law, an EIR shall describe a range of reasonable alternatives to the project, or to the location of the project, which would feasibly attain most of the basic objectives of the project but would avoid or substantially lessen any of the significant effects of the project. The “no project” alternative is also required to be evaluated. In this case, the “no project” alternative would not adopt a Specific Plan and future development of the area within the City of Pleasanton would occur under the existing zoning regulations, and development of the unincorporated portion of the Specific Plan area would occur under the County’s zoning. The “no project/no build” alternative would not adopt a Specific Plan and no future development would occur within the Specific Plan boundaries.

IV. PUBLIC NOTICE

Notice of this item was published in The Valley Times. In addition, the City sent notification to responsible and trustee agencies, nearby cities, the Pleasanton Unified School District, and property owners within 1,000 feet of the Specific Plan area, and also to the Danbury Park, Rosewood and Heritage Valley neighborhoods. In addition e-mail notice was sent to about 125 interested parties for the East Pleasanton Specific Plan project who have provided e-mail addresses.

V. STAFF RECOMMENDATION

Staff recommends that the Commission hold a public hearing and provide feedback as appropriate on the scope and content of the Environmental Impact Report on the East Pleasanton Specific Plan.

Staff Planner: Janice Stern, Planning Manager 925.931.5606 / jsstern@cityofpleasantonca.gov



City of Pleasanton
Notice of Preparation and Scoping Meeting
Environmental Impact Report for the
East Pleasanton Specific Plan

Date: Thursday, October 24, 2013

To: Public Agencies and Interested Parties

From: Janice Stern, Planning Manager, City of Pleasanton

Subject: Notice of Preparation and Notice of Scoping Meeting for an Environmental Impact Report for the East Pleasanton Specific Plan (P13-1858)

The City of Pleasanton will be the Lead Agency and will prepare an Environmental Impact Report (EIR) for the project identified below.

The project description, location, and probable environmental effects of the East Pleasanton Specific Plan are described in the attached materials. The City of Pleasanton is soliciting comments regarding the scope and content of the environmental information from public agencies and private organizations and individuals. Note that public agencies may need to use the Environmental Impact Report when considering permitting or other approvals. Because of time limits mandated by state law, your response must be sent at the earliest possible date but not later than 30 days after receipt of this notice.

Please provide your written response to the address shown below by **Monday, November 25, 2013**. We will need the contact name and information of you or a person in your agency or organization.

Comments may also be provided at the EIR public scoping meeting, scheduled as part of the regular meeting of the **Planning Commission on November 13, 2013, at 7:00 p.m.** in the City Council Chambers located at 200 Old Bernal Avenue, Pleasanton, California, 94566.

City of Pleasanton
Planning Division
P.O. Box 520
Pleasanton, CA 94566
Attn: Janice Stern, Planning Manager
Phone: (925) 931-5606
Fax: (925) 931-5483
Email: JStern@cityofpleasantonca.gov

EAST PLEASANTON SPECIFIC PLAN

1.1 - Project Location

The East Pleasanton Specific Plan (Specific Plan) boundaries are located partially within the City of Pleasanton and partially within the unincorporated jurisdiction of Alameda County. The entire Specific Plan Area is within the Pleasanton General Plan Planning Area and Pleasanton's Sphere of Influence (Exhibit 1). The Specific Plan boundaries encompass approximately 1,110 acres in the eastern portion of the City of Pleasanton and are generally bounded by Amaral Park, Mohr Elementary School, single-family housing, Arroyo Mocho, Stoneridge Drive Specific Plan Area, El Charro Specific Plan Area, open space, agricultural land, and the Livermore Municipal Airport (north); Quarry Lands (east); Iron Horse Trail, high voltage lines, Union Pacific Railroad tracks, Stanley Boulevard, and Shadow Cliffs Regional Recreation Area (south); and Valley Avenue, warehousing and other industrial uses, single-family and senior housing, and Martin Avenue (west) (Exhibit 2). The Specific Plan boundaries are located on the Livermore, California, United States Geological Survey 7.5-minute quadrangle, Township 3 South, Range 1 East, Unsectioned (Latitude: 37°40'15" North; Longitude: 121°51'30" West).

1.2 - Existing Conditions

1.2.1 - Land Use Activities

The Specific Plan Area consists of three man-made lakes with steep banks (former sand and gravel mining pits), wetlands, and flat reclaimed quarry land covered with brush and non-native grasses. The southwest portion of the Specific Plan Area includes the City of Pleasanton Operations Service Center (86,000 square feet), Pleasanton Transfer Station and Recycling Center (53,500 square feet), and areas previously disturbed by industrial land uses. Some scattered mature trees remain mostly in the southern portion of the Plan Area.

The three man-made lakes and surrounding lands total approximately 704 acres, more than half the entire Specific Plan Area. Two of the lakes (Cope Lake and Lake I) are owned by the Alameda County Flood Control and Water Conservation District Zone 7 Water Agency (Zone 7), and the third lake (Lake H) is presently owned by Pleasanton Gravel Company (PGS) but is scheduled to be dedicated to Zone 7 in 2014. Lakes H and I are part of a series of lakes commonly known as the Chain of Lakes that evolved over the years as mineral resources were mined and the "pits" that resulted filled with groundwater. These lakes provide a number of valuable water-related functions, including stormwater management, seasonal water storage, groundwater recharge, and wildlife habitat. Cope Lake is not considered part of the Chain of Lakes.

The Specific Plan Area is part of the larger Livermore-Amador Valley Quarry lands, and nearly the entire Specific Plan Area has been mined for aggregate in the past.

1.2.2 - Jurisdiction

The Specific Plan Area is located partially within the City of Pleasanton and partially within the unincorporated jurisdiction of Alameda County.

1.2.3 - City of Pleasanton

General Plan

The City of Pleasanton General Plan Land Use Map identifies a series of seven land uses that may be considered for the Plan Area including: Public and Institutional; Residential; Business Park, Retail/Highway/Service Commercial/Business and Professional Offices, Parks and Recreation, General and Limited Industrial, and Water Management/Habitat /Recreation. With the exception of the Water Management/Habitat/Recreation area (existing lakes), the General Plan Map does not detail the actual location of the potential future land uses but instead leaves this for the Specific Plan process to determine.

Zoning

Portions of the Specific Plan Area located within the City of Pleasanton are currently zoned Public & Institutional (Operations Service Center), while the area south of Busch Road is zoned General Industrial.

1.2.4 - County of Alameda

General Plan

The County of Alameda's General Plan designates the Specific Plan Areas outside of the City of Pleasanton limits as a mixture of Water Management, Low Density Residential, and Medium Density Residential.

1.3 - Project Description

1.3.1 - Overview

The East Pleasanton Specific Plan serves as a detailed extension of the Pleasanton General Plan for a 1,110-acre portion of eastern Pleasanton. The purpose of the Specific Plan is to provide guidance for the coordination of the basic land use pattern, development and design standards, circulation network and other public infrastructure, environmental protection, financing, and implementation requirements for development of the Specific Plan Area. The character of future development will evolve from the existing open space setting in which the site is located.

Implementation of the Specific Plan would include rezoning, pre-zoning, and eventual annexation of the Specific Plan Area to the City of Pleasanton.

1.3.2 - Development Potential

The City of Pleasanton is contemplating eight alternative plans for the development of the Specific Plan area, all of which will be considered in the EIR. The alternatives are summarized in the following.

“Preferred” Specific Plan

While the City will consider all of the alternatives, the CEQA analysis will address a “preferred” alternative as the basis for impact analysis. The Preferred Plan would provide a total of 1,759

housing units, including 65 percent single-family and 35 percent multi-family units. This concept is based primarily on the premise that multi-family housing should generally be dispersed throughout the Plan Area. It is therefore separated into two different areas of the project site. Neighborhood retail shopping and a village green would be located at the Busch Road/El Charro Road intersection. The shopping area and village green, along with a community park located on the opposite side of El Charro Road, would provide the central community focus area.

Two areas of campus office are proposed. The first is would be in the northernmost area above Lake I, and the second immediately south of Lake I within the Airport Protection Area of the Livermore Municipal Airport. The northernmost area above Lake I is also proposed to include a retail overlay component. A destination use is planned for a 3-acre site located at the convergence of the three lakes.

Industrial use is planned in the southeast portion of the Plan Area to potentially include business parks, research and development, industrial/flex and distribution uses, as well as the possible future relocation of the Pleasanton Transfer Station and Recycling Center. The City of Pleasanton Operations Service Center would remain in its present location and be designated as Public and Institutional.

Public parkland would include a 31-acre passive recreation community park east of El Charro Road. In addition, some of the Zone 7 land east of the community park may be used for further passive recreation use (such as trails and vistas). A 12-acre active recreation park would be located along the south side of Lake I, and a 2-acre village green would be located at the Busch Road/El Charro Road intersection. A school/park use is also included as an overlay at the Lake I park site, thus potentially replacing this active recreational facility if the school is eventually needed.

El Charro Road would extend to Stanley Boulevard, connecting at the Shadow Cliffs Regional Park driveway entry. Busch Road is designed as a two-lane roadway. Boulder Street would be extended from its current intersection with Valley Avenue to Busch Road. Exhibit 3 illustrates the preferred plan's land use designations.

Specific Plan Alternatives

The City of Pleasanton is considering seven alternative plans to the Preferred Plan for the Specific Plan Area. For each alternative, the general land use types are the same as those in the preferred plan, but they are reconfigured to accommodate alternative land use densities and locations. Table 1 and Table 2 provide a summary and comparison of the preferred plan and the seven alternatives.

Table 1: Specific Plan Alternatives Summary - Residential

Plan	Single-Family du/a			Multi-Family du/a		Residential Units	Percent Single Family/ Multi-Family
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Source: City of Pleasanton, 2013.

1.4 - Required Approvals and Intended Uses

The East Pleasanton Specific Plan would require the following discretionary approvals:

- Specific Plan Adoption – Planning Commission and City Council
- General Plan Amendment – Planning Commission and City Council

- Planned Unit Development (PUD) rezoning (and pre-zoning) – Planning Commission and City Council
- Annexation – Planning Commission and City Council, LAFCo

Future development and land use activities that occur pursuant to the Specific Plan may require discretionary approvals such as but not limited to subdivisions, use permits, and design review, and ministerial approvals such as but not limited to demolition, grading, and building permits. The intent of the EIR will be to provide sufficient coverage for development and land use activities contemplated by the Specific Plan such that no additional or only low-level environmental review (e.g., a Negative Declaration) would be necessary. A “no project” alternative will also be evaluated.

1.5 - Environmental Review

1.5.1 - Potential Environmental Effects

- Aesthetics, Light, and Glare
- Air Quality
- Biological Resources
- Cultural Resources
- Geology, Soils, and Seismicity
- Greenhouse Gas Emissions
- Hazards and Hazardous Materials
- Hydrology and Water Quality
- Land Use and Planning
- Mineral Resources
- Noise
- Population and Housing
- Public Services and Recreation
- Transportation
- Utilities and Service Systems

The EIR will evaluate whether the Specific Plan may potentially result in one or more significant environmental effects. The topics listed above will be further analyzed in the EIR.

1.5.2 - Effects Found Not To Be Significant

Based on Specific Plan characteristics, the following topical areas will be scoped out to the Effects Found Not To Be Significant section of the EIR.

Agricultural and Forestland Resources

The Specific Plan boundaries are mapped as containing “Other Land,” “Water,” and “Grazing Land” by the California Department of Conservation Farmland Mapping and Monitoring Program. In addition, no agricultural activities occur within the Specific Plan boundaries, and none of the properties are designated for agricultural use by either the General Plan or the Zoning Ordinance. These conditions preclude the possibility of impacts on agricultural resources.

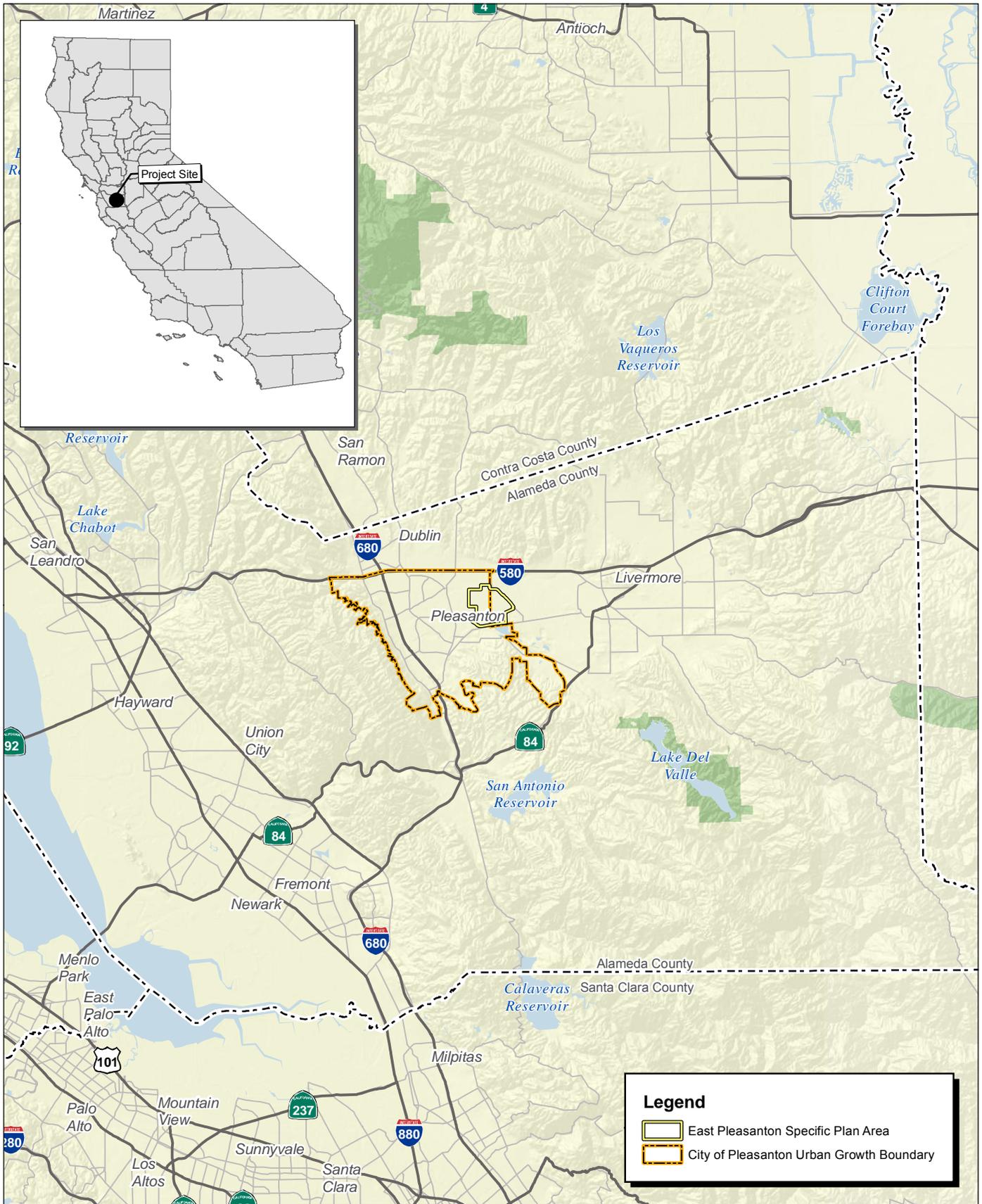
The Specific Plan Area contains previously mined lands, lakes, and industrial land use areas. There are no forestlands or timberlands within the Specific Plan Area. These conditions preclude the possibility of impacts on forestland resources.

1.6 - Scoping Meeting

A public scoping meeting will be held as part of the regularly scheduled City of Pleasanton Planning Commission meeting scheduled to commence at **7:00 p.m., Wednesday, November 13, 2013**, at the following location:

City of Pleasanton
City Council Chambers
200 Old Bernal Avenue
Pleasanton, CA 94566

At this meeting, agencies, organizations, and members of the public will be able to review the proposed project and provide comments on the scope of the environmental review process.



Source: ESRI, City of Pleasanton

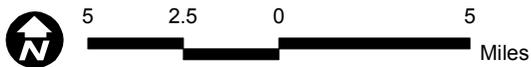
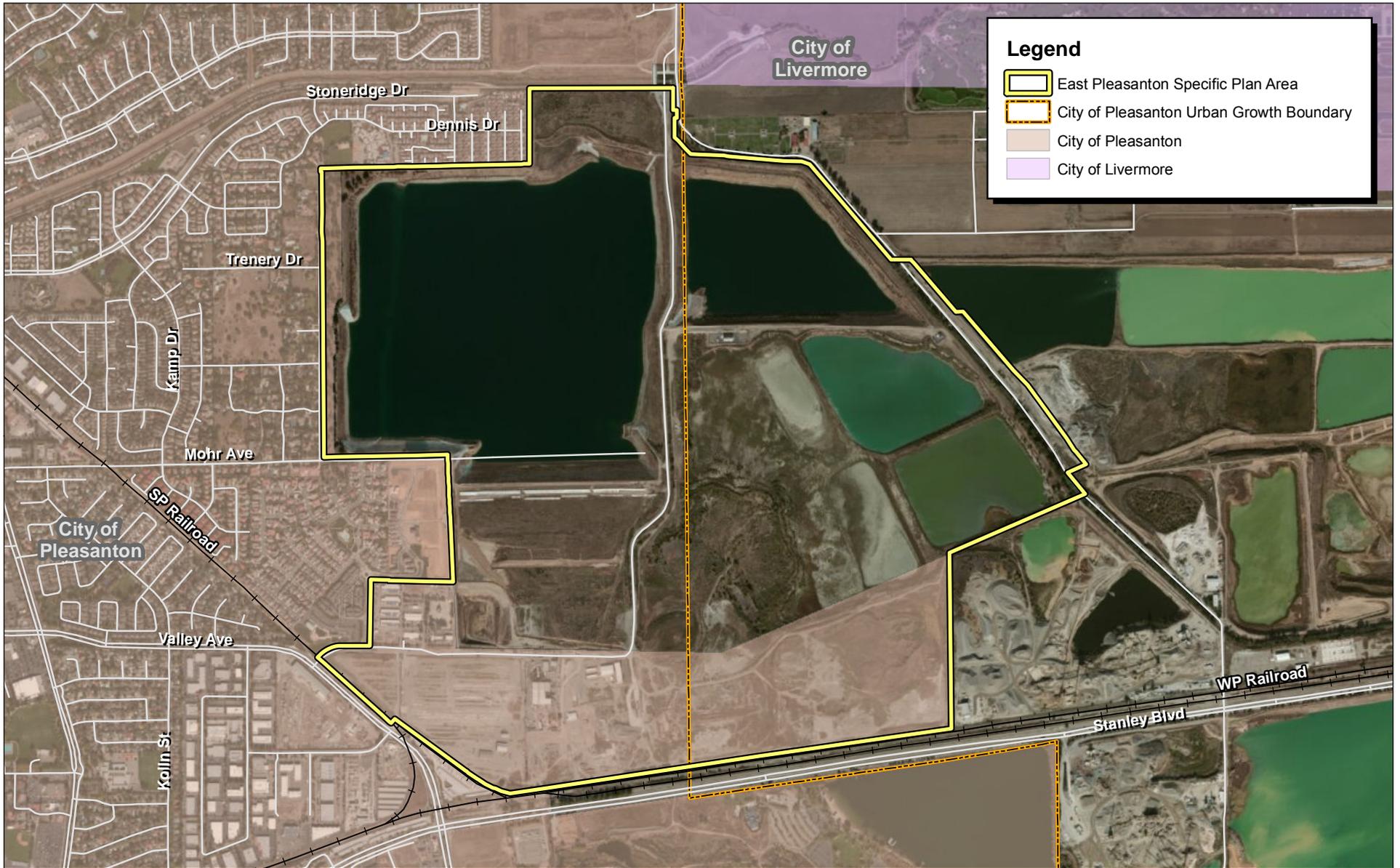


Exhibit 1 Regional Location Map



Source: ESRI Aerial Imagery, City of Pleasanton



Exhibit 2 Local Vicinity Map



- | | | | | | |
|--|--------------------|--|----------------------|--|-------------------------------------|
| | Zone 7 Open Space | | Residential 4 DU/AC | | Vista Point |
| | Private Open Space | | Residential 8 DU/AC | | Staging Area |
| | Public Parks | | Residential 11 DU/AC | | Trail |
| | Campus Office | | Residential 23 DU/AC | | Potential Public School / Park Site |
| | Destination Use | | Residential 30 DU/AC | | Public & Institutional |
| | Retail | | Industrial | | |
| | Retail Overlay | | | | |
- Note: Trails, staging areas, and vista locations are conceptual only. Those on Zone 7 property will be subject to Zone 7 review.

PREFERRED PLAN

Source: City of Pleasanton, 2013

**Exhibit 3
Preferred Plan**